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Ministry of Panchayati Raj
Government of India

UTILIZATION AND IMPACT EVALUATION OF 14TH FINANCE COMMISSION GRANTS TO GRAM PANCHAYATS IN SELECTED INDIAN STATES

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THE MINISTRY OF PANCHAYATI RAJ
Government of India



सत्यमेव परमो धर्मः

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ACRONYMS & ABBREVIATIONS

AWC	: Anganwadi Centre
DPC	: District Planning Committee
e-FMS	: Electronic Fund Management System
ER	: Elected Representative
FFC	: Fourteenth Finance Commission
FGD	: Focus Group Discussion
GDS	: Gramodaya Sankalp (Magazine)
GPDPs	: Gram Panchayat Development Plans
GPs	: Gram Panchayats
GS	: Gram Sabha
GSM	: Gramoday Sankalp Magazine
IEG	: Institute of Economic Growth
IT	: Information Technology
LGD	: Local Government Directory
MGNREGS	: Mahatma Gandhi National Rural Employment Guarantee Scheme
MMNY	: Mukhya Mantri Nishchay Yojana
MoF	: Ministry of Finance
NA	: Not Available
NGO	: Non-Governmental Organisation
NRLM	: National Rural Livelihood Mission
NSAP	: National Social Assistance Programme
O&M	: Operations and Maintenance
ODF	: Open Defecation Free
OSR	: Own Source Revenue
PFMA	: Public Financial Management and Accountability
PHC	: Primary Health Centre
PLPC	: Panchayat Level Planning Committee
PMAY-G	: Pradhan Mantri Awaas Yojana – Gramin
PPT	: Power Point Presentation
PRIA	: PanchayatiRaj Institutions Accounting
PRIs	: Panchayati Raj Institutions
PWD	: Public Works Department
SBM	: Swachha Bharat Mission
SFC	: State Finance Commissions
SHG	: Self Help Group
YASHADA	: Yashwantrao Chavan Academy of Development Administration
WDP	: Watershed Development Programme

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PREFACE

The 73rd Amendment of the Constitution of India was instrumental in elevating the roles and responsibilities of the Gram Panchayats (GPs) by devolving greater functional responsibility for the maintenance of community assets and amenities in rural areas of the country. Over the years, the GP has been engaged in a wide range of developmental activities. The GPs are an important collaborator at the village level to implement certain policies and programmes of the concerned line departments. The GPs are involved in tasks such as identification of beneficiaries for various Central and State government schemes and programmes such as Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Pradhan Mantri Awaas Yojana - Gramin (PMAY-G), National Social Assistance Programme (NSAP), National Rural Livelihood Mission (NRLM), Swachh Bharat Mission (SBM), State poverty alleviation programmes, etc.

An underlying motivation for an active role of the GP is that the local governments are better placed to identify and respond to the needs of villagers in terms of the provision of public goods. However, the GPs generally function in a resource-constrained environment and most of the GPs lack sustainable and self-financing opportunities. This affects the quality of life of the rural population which is dependent to a large extent on the adequacy and efficacy of such provisioning by GPs.

The FFC grants, therefore, emerge as an important source to finance the developmental activities in rural areas and across villages which have varying aspirations and requirements. A decentralized approach to planning of developmental priorities and resource allocation is the hallmark of such an arrangement. The FFC allocation to the GPs is necessary not only to create assets or basic services but also to maintain them in the GPs. Following the direct transfers of FFC grants, the GPs are receiving substantial financial support to invest on local needs and priorities. Such transfer is further needed in order to maintain and provide basic services villages.

Given the relevance, the overall objective of this evaluation study is to examine the utilization and effectiveness of the FFC funds to the selected Gram Panchayats in 20 districts spread across 16 Indian states. The study also examines the status of infrastructure of record keeping and training and the efforts taken to maintain visibility, accountability and transparency of the GP operational mechanism for utilization of FFC grant. The efficacy of utilization of various departmental funds in the GPs is also reviewed. In addition, this study presents an analysis of the community perception regarding impact of FFC funds on various activities such as sanitation, health, and rural infrastructure.

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चुने गए भारतीय राज्यों में ग्राम पंचायतों को दिए गए 14 वें वित्त आयोग अनुदान का उपयोग तथा प्रभाव मूल्यांकन

कार्यकारी सारांश

चौदहवें वित्त आयोग (एफएफसी) ने अपने प्रदान अवधि 2015–20 के दौरान ग्राम पंचायतों (जीपी) को रुपये 200292 करोड़ आवंटित करने का प्रावधान किया गया है। यह पिछले वित्त आयोगों द्वारा प्रदान की गई राशि की तुलना में संतोषजनक वृद्धि प्रदर्शित करता है। चौदहवें वित्त आयोग ने निर्धारित किया है कि कुल अनुदान में से 90 प्रतिशत हिस्सा मूल अनुदान का होगा और 10 प्रतिशत प्रदर्शन अनुदान (2016–17 से लागू) होगा। प्रदान किए गए अनुदान महत्वपूर्ण बुनियादी सेवाओं जैसे जल आपूर्ति, स्वच्छता, सीवरेज, ठोस अपशिष्ट प्रबंधन, जल निकासी, सामुदायिक संपत्ति के रखरखाव, सड़कों, फुटपाथों और सड़क-प्रकाश (रोड लाइट), श्मशान और दाह संस्कार तथा और ऐसी ही अन्य बुनियादी सेवाएं जो ग्राम पंचायतों को सौंपे गए हैं के निर्माण कार्यों को करने हेतु आवंटित किए हैं।

इस अध्ययन का उद्देश्य 16 भारतीय राज्यों में फैले 20 जिलों के 120 ग्राम पंचायतों द्वारा प्राप्त एफएफसी राशियों के उपयोग तथा प्रभावशीलता की जांच करना है। यह अध्ययन मुख्य रूप से निम्नलिखित परिक्षणों के लिए है:

- एफएफसी (FFC) द्वारा अनुदान के उपयोग हेतु विचार प्रक्रिया।
- वर्ष 2015–16 से 2018–19 के दौरान ग्राम पंचायत द्वारा प्रदान किए गए एफएफसी अनुदान की प्राप्ति और उपयोग।
- एफएफसी फंड का उपयोग हेतु जीपी द्वारा किए गए कार्यकलाप।
- रिकॉर्ड रखने, प्रशिक्षण और जवाबदेही तथा पारदर्शिता से संबंधित बुनियादी ढांचे की स्थिति अवलोकन।
- व्यय की प्रभावशीलता पर लाभार्थियों के अनुभव।
- एफएफसी अनुदान निधि के अन्य परिशिष्ट विभागीय निधियों की उपलब्धता।
- एफएफसी फंड लेनदेन के लिए पीएफएमएस / पीआरआईए (PFMS/PRIA) सॉफ्टवेयर के उपयोग का सत्यापन।
- ग्रामोदय संकल्प मासिक पत्रिका से संबंधित जागरूकता की स्थिति।

16 राज्यों का चुनाव पंचायती राज मंत्रालय, जिसके द्वारा इस अध्ययन के लिए वित्तीय सहायता प्रदान की गई थी, के परामर्श से किया गया था। अध्ययन दल ने यादृच्छिक रूप से चयनित राज्यों में से जिलों का चुनाव किया है। दो बड़े राज्यों उत्तर प्रदेश और महाराष्ट्र को पहले क्षेत्रों (जिनमें चार क्षेत्र उत्तर प्रदेश के और महाराष्ट्र को दो क्षेत्र) में स्तरीकृत किया गया था और फिर प्रत्येक क्षेत्र से एक जिले को यादृच्छिक रूप से चुना गया था। यह सुनिश्चित किया गया कि चयनित जिले विभिन्न भौगोलिक क्षेत्रों का जैसे कि मैदान, रेगिस्तान, पर्वतीय, बाढ़-ग्रस्त और समुद्र तटीय क्षेत्र का प्रतिनिधित्व करते हैं। वे सामाजिक और नीति के दृष्टिकोण से समावेशिता का भी प्रतिनिधित्व करते हैं उदाहरण के लिए, कुछ 'आकांक्षी जिले (Aspirational Districts)' हैं जिनका उद्देश्य देश के सबसे पिछड़े क्षेत्रों (पूर्निया, रामगढ़, नुआपाड़ा और जैसलमेर) की सामाजिक-आर्थिक स्थिति में सुधार करना है, और कुछ जिलों को कुछ समय पहले ही पुराने जिलों में से काटकर नये जिलों के रूप में (बेमेतरा और गोमती) स्थापित किया गया है।

मिशन अंत्योदय में एक जिले में, दो विकास खंड – सर्वश्रेष्ठ और सबसे कम प्रदर्शन करने वाले दृ उनके द्वारा प्राप्त विकास दर के आधार पर औसत जीपी स्कोर के अनुसार चुना गया था। एक जिले के भीतर, दो खंडों – सर्वश्रेष्ठ और सबसे कम प्रदर्शन करने वाले – को मिशन अंत्योदय में जीपी स्कोर द्वारा प्राप्त औसत विकास दर के आधार पर चुना गया था। प्रत्येक विकास खंड में जीपी को अंत्योदय स्कोर के बढ़ते क्रम में व्यवस्थित किया गया था और 3 समूहों में विभाजित किया गया था। विकास खंड में प्रत्येक 3 समूहों में से एक जीपी को यादृच्छिक रूप से चुना गया है। अध्ययन के उद्देश्यों को ध्यान में रखते हुए, विभिन्न हितधारकों के साक्षात्कार के लिए पांच अनुसूचियाँ तैयार किए गए थे।

हम प्रस्तुत अध्ययन के मुख्य जांच परिणामों और सिफारिशों को नीचे संक्षेप में प्रकट करते हैं।

प्रतिदर्श में ग्राम पंचायत प्रमुखों और निर्वाचित प्रतिनिधि की विशेषताएं:

हमारे चुने गए नमूने में, लगभग 55 प्रतिशत ग्राम पंचायतों में

महिलाएं ग्राम प्रधान हैं। चयनित में से दो तिहाई (अर्थात् 120 में से 80) ग्राम पंचायतों में प्रधान आरक्षित श्रेणी से आते हैं। कुल सभी प्रधानों में 12.5% ने कोई औपचारिक शिक्षा नहीं प्राप्त की है, 12.5% ने प्राथमिक शिक्षा पूरी की है, 46.7% ने 8 वीं से 12 वीं कक्षा तक की शिक्षा पूरी की है और 28.3% स्नातक डिग्री धारक हैं। कुल 1593 निर्वाचित प्रतिनिधियों (ई आर) में, 52.7% महिलाएं और 47.3% पुरुष हैं।

ग्राम सभा की बैठकें:

ग्राम सभा (GS) विभिन्न प्रकार के ग्राम पंचायत विकास कार्यों के लिए ग्राम पंचायत विकास योजनाएं (GPDP) बनाती हैं। एफएफसी अनुदान का उपयोग, इस योजना प्रक्रिया का एक भाग है। ग्राम सभा लोगों को विकेंद्रीकृत लोकतांत्रिक प्रक्रिया में शामिल करने हेतु एक मंच प्रदान करती है जिसके द्वारा वे अपनी स्थानीय विकास संबंधी आवश्यकताओं को पूरा कर सकते हैं। इसके द्वारा समाज में कम विशेषाधिकार प्राप्त लोगों को भी शामिल किया जाता है, जिससे उन्हें ग्राम प्रशासन के स्तर पर भागीदारी का अवसर प्रदान किया जा सके।

अध्ययन में पाया गया है कि एक वर्ष की अवधि के दौरान चयनित जिलों में ग्राम सभा बैठकों की औसत संख्या 2 से 8 तक होती है। समुचित भागीदारी के लिए ग्राम सभा की बैठकों के आयोजन हेतु राष्ट्रीय महत्व के चार दिनों को वरीयता प्राप्त तारीखों के रूप में पहचाना गया है। वे हैं— गणतंत्र दिवस (26 जनवरी), मजदूर दिवस (1 मई), स्वतंत्रता दिवस (15 अगस्त) और गांधी जयंती (2 अक्टूबर)। फिर भी, ग्राम पंचायतें अपनी सुविधा के अनुसार अन्य तिथियों पर भी ग्राम सभा का आयोजन करने के लिए स्वतंत्र हैं।

विगत ग्राम सभा की बैठकों में भागीदारी देखने पर केरल के (12,169 प्रतिभागी) और पश्चिम बंगाल (1,448 प्रतिभागी), जहां कि ग्राम पंचायतध्वार्ड की जनसंख्या अपेक्षाकृत ज्यादा है, वहां भागीदारी भी अधिक थी। यहां पर समाज के कम विशेषाधिकार प्राप्त वर्गों ने इन जिलों की ग्राम सभा की बैठकों में भाग लिया था। इसके अतिरिक्त, इन सभी जिलों की अंतिम ग्राम सभा बैठक में कुल 49.5% महिलाओं ने भाग लिया था।

सिफारिशें:

- आमतौर पर विशेष अवसरों जैसे कि 2 अक्टूबर (महात्मा गांधी जयंती) को छोड़कर अधिकांश ग्राम पंचायतों की ग्राम सभाओं में उपस्थिति काफी कम देखी गयी थी। विभिन्न ग्राम पंचायत आवश्यकताओं का चौराफा मूल्यांकन करने के लिए सभी हितधारकों द्वारा ग्राम सभा में व्यापक रूप से भाग लेने पर और ग्राम पंचायत विकास योजनाओं पर विस्तृत चर्चा होना आवश्यक है।
- नागरिकों की व्यापक भागीदारी के लिए ग्राम सभा की गतिविधियों पर नागरिकों की जागरूकता और रुचि को

बढ़ाया जाना महत्वपूर्ण है। कुछ मामलों में यह पाया गया है कि निर्वाचित प्रतिनिधि (ER) ग्राम सभा में केवल अपने संबंधों और मित्रों को बुलाते हैं। ऐसी घटनाओं को निरुत्साहित किया जाना चाहिए।

- इस संदर्भ में, केरल में भागीदारी बढ़ाने का प्रयास शिक्षाप्रद हो सकता है। निर्वाचित प्रतिनिधि (ER) और पंचायत सचिव के प्रयासों के अलावा, नोटिस / आमंत्रण को निर्धारित बैठक से एक सप्ताह पहले मुद्रित और वितरित किया जाता है। इसके अलावा, जीएस बैठक के बारे में जानकारी स्कूलों, आंगनवाड़ियों, गैर सरकारी संगठनों, एसएचजी, सार्वजनिक पुस्तकालयों, एनसीसी कैंडेट्स, कॉलेज के छात्रों और सहकारी संस्थाओं के माध्यम से प्रसारित की जाती है। इसे अन्य राज्यों में अपनाया जा सकता है। निर्वाचित प्रतिनिधियों और पंचायत सचिवों द्वारा ग्राम सभा बैठकों के बारे में स्थानीय लोगों को प्रसारित करने के लिए मोबाइल एप्लिकेशन का उपयोग किया जा सकता है।

ग्राम पंचायत विकास योजना (जीपीडीपी) निरूपण:

जीपीडीपी का क्रियान्वयन ग्रामीण क्षेत्रों में सामुदायिक भागीदारी सुनिश्चित करने के लिए आवश्यक है जो ग्राम पंचायतों द्वारा शासित है। इससे संविधान के 73वां संशोधन द्वारा परिकल्पित विकेंद्रीकरण प्रक्रिया को सुगम बनाने और विकास को गति मिलती है। इसके अलावा, यह सामुदायिक स्तर पर स्थानीय आवश्यकताओं को संबोधित करने में मदद करता है और लोगों को अपनी विकास संबंधी आकांक्षाओं को सुनिश्चित करने के लिए अवसर देता है, चाहे वह ढांचागत, सामाजिक और आर्थिक या सामुदायिक विकास हो। यह नीचे का दृष्टिकोण विभिन्न हितधारकों की आवश्यकता को प्रतिबिंबित करने के लिए है। जीपीडीपी के गठन से सार्वजनिक सेवाओं की दक्षता में सुधार होता है।

यह देखा गया है कि जीपीडीपी के विकास कार्यक्रमों के लिए राज्यों में लगभग समान तंत्र और प्रक्रियाओं का उपयोग किया जाता है और वित्त आवंटन ग्राम पंचायतों के माध्यम से विभिन्न कार्यों और गतिविधियों को मंजूरी दी जाती है। केरल में यह देखा गया कि ग्राम पंचायतों द्वारा अपनाई गई प्रक्रियाएं और प्रोटोकॉल का बहुत विस्तृत और इसका व्यवस्थित प्रलेखन तथा दस्तावेजों का सही रखरखाव किया गया है।

राज्यों में जीपीडीपी कार्य के लिए वित्तीय मंजूरी मानदंडों में कुछ बदलाव नोट किए गए हैं। उदाहरण के लिए, उत्तर प्रदेश में ग्राम पंचायत उन परियोजनाओं को जिनकी लागत 2 लाख रुपये से अधिक है पर निर्णय नहीं ले सकती है। यदि किसी परियोजना की लागत रु. 2।10 से 2।15 लाख है तो एडीओ पंचायत की स्वीकृति आवश्यक है। यदि परियोजना लागत रु. 2।15 से 5 लाख तब जिला पंचायती राज अधिकारी (डीपीआरओ) द्वारा स्वीकृति की आवश्यकता होती है। 5 लाख से अधिक लागत

वाली परियोजनाओं के लिए जिला कलेक्टर की मंजूरी अनिवार्य है। आमतौर पर, ग्राम पंचायत द्वारा किए जाने वाले कार्य के प्रकार की एक ऊपरी सीमा निर्धारित की जाती है। मिसाल के तौर पर, छत्तीसगढ़ में ग्राम पंचायत को 20 लाख या उससे अधिक की लागत वाले काम का आरंभ करने का अधिकार नहीं है। ऐसा काम संबंधित लोक निर्माण विभाग के माध्यम से किया जाता है। इसी प्रकार, मध्य प्रदेश में ग्राम पंचायत अध्यक्ष रु। 15 लाख तक के कार्य आरंभ कर सकते हैं।

सिफारिशें:

- जीपीडीपी सूत्रीकरण प्रक्रिया का विवरण लोगों और यहां तक कि ईआर द्वारा अच्छी तरह से समझा नहीं गया है। जीपीडीपी का विवरण और उपयोगिता पर ग्राम सभा की बैठकों में सरल भाषा में चर्चा की जानी चाहिए ताकि आम जनता इसे समझ सके।
- जीपीडीपी निर्माण ग्राम प्रधान और अन्य ईआर के दिए जाने वाले प्रशिक्षण का हिस्सा होना चाहिए।

निर्वाचित प्रतिनिधियों के बीच जागरूकता:

सरकार ग्राम पंचायतों के प्रभावी कामकाज को सुविधाजनक बनाने के लिए ईआर की क्षमता निर्माण का काम करती है। जीपी के प्रबंधन से संबंधित विभिन्न घटकों के लिए प्रति ग्राम पंचायत औसतन 7 ईआर को प्रशिक्षण दिया जाता है। यह प्रशिक्षण आमतौर पर राज्य के ग्रामीण विकास संस्थानों द्वारा, जिला या ब्लॉक स्तर के स्थानीय निकाय कार्यालयों आदि में आयोजित किया जाता है। अधिकांश ग्राम पंचायत प्रतिनिधि अपनी भूमिकाओं और जिम्मेदारियों पर प्रशिक्षण प्राप्त करते हैं। प्रशिक्षण के पाठ्यक्रम में बजट एवं योजना, परियोजनाओं का कार्यावयन, लागत दक्षता, पारदर्शिता और लेखांकन शामिल होते हैं।

अध्ययन में लिए गए नमूने में 70% से अधिक जीपी अध्यक्षों और ईआर ने चुनाव के 6 महीने के भीतर प्रशिक्षण प्राप्त किया था। हालांकि, काफी सारे जीपी अध्यक्ष इस प्रशिक्षण के बुनियादी भागों को समझने में असमर्थ थे। औसतन 43 फीसदी ग्राम प्रधान, ग्राम पंचायतों द्वारा उपयोग किए जाने वाले प्रमुख सॉफ्टवेयर से अवगत हैं।

सिफारिशें:

- चुनाव के बाद समय पर (6 महीने के अंदर) प्रशिक्षण संख्या में वृद्धि करने की आवश्यकता है ताकि कार्यो को प्रभावी और कुशल तरीके से करने के लिए प्रधानों और अन्य ईआर को मदद मिल सके। ई-सॉफ्टवेयर / पोर्टल उपयोग / ई-साक्षरता पर प्रशिक्षण दिए जाने की आवश्यकता है। पंचायत सचिवों को भी ई-सॉफ्टवेयर और पोर्टल के उपयोग पर प्रशिक्षण दिया जाना चाहिए।

- सरकार को ग्राम पंचायत कार्यक्रमों पर सूचना प्रसारित करने के लिए एक स्थानीय व्यक्ति / सामुदायिक कार्यकर्ता / स्व-सहायता समूह (एसएचजी) आदि की मानदेय के साथ नियुक्ति के बारे में सोचना चाहिए।

- प्रशिक्षण अध्ययन-परिणाम आधारित होना चाहिए।

एफएफसी अनुदान हस्तांतरण और उपयोग:

एफएफसी ने ग्राम पंचायतों को धन हस्तांतरण के लिए दो घटकों की सिफारिश की है, मूल अनुदान और प्रदर्शन अनुदान जिनका अनुपात क्रमशः 90:10 है। जहां उपलब्ध हैं, वहां ग्राम पंचायतों के मध्य वितरण एफएफसी अनुदान का वितरण राज्य वित्त आयोग (एसएफसी) के मानदंडों के अनुसार किया जाना है, अन्यथा, अनुदान का वितरण जनसंख्या और भौगोलिक क्षेत्र के आधार पर किया जाता है (क्रमशः 90% और 10% महत्व)।

सरकार ने 2015-16 से 2018-19 तक 114 चयनित ग्राम पंचायतों को 9855.1 लाख की मूल अनुदान राशि हस्तांतरित की थी। नमूने में प्रत्येक ग्राम पंचायत को औसतन रु. 172.8 लाख मिले थे। कोल्लम और बीरभूम में कुल छह ग्राम पंचायतों में प्रत्येक को क्रमशः रु. 1990 लाख और रु. 1696 लाख प्राप्त हुए थे। जूनागढ़, अमरावती, रायगढ़, गोमती और बेमेतरा में ग्राम पंचायतों को उपर्युक्त अवधि के दौरान रु. 200 लाख से कम राशि प्राप्त हुई थी। ग्राम पंचायतों में स्थानांतरण 2015-16 से बढ़ा और 2017-18 में चरम पर पहुंच गया। 2015-16 से 2018-19 की अवधि के दौरान लगभग 37% हस्तांतरण वर्ष 2017-18 में देखा गया था।

2016-17 में प्रदर्शन अनुदान 46 ग्राम पंचायतों को जो पात्र थे उन्हें अनुदान प्राप्त हुआ था। पात्र ग्राम पंचायतों की संख्या क्रमशः 2017-18 और 2018-19 के दौरान 36 और 8 तक काफी ज्यादा गिर गई थी। प्रदर्शन अनुदान में गिरावट मुख्यतः (a) ओएसआर में 5% वृद्धि और (b) ऑडिट रिपोर्ट प्रस्तुत करने की आवश्यकता, इन दो कारणों से हुई थी।

2015-16 से 2018-19 तक की अवधि में एफएफसी अनुदान का संपूर्ण उपयोग लगभग 78% है। दो गतिविधियाँ – सड़क निर्माण और रखरखाव, और पीने का पानी – प्राथमिक गतिविधियों के रूप में चिन्हित की गयी थीं। दूसरी प्रमुख गतिविधियों में: ए) सड़क, बी) पीने का पानी, सी) सड़कों पर लाइट्स, डी) स्वास्थ्य, ई) स्वच्छता, एफ) अन्य और जी) ऑपरेशन और रखरखाव आदि शामिल हैं। अधिकतर ग्राम पंचायतों में एफएफसी अनुदान के माध्यम से तीन शीर्ष प्रमुख गतिविधियों पर 60% से अधिक खर्च होती हैं। महिला-मुखिया ग्राम पंचायतों में औसतन, रु. 84 लाख खर्च होते हैं, जबकि पुरुष-प्रधान ग्राम पंचायतें रु. 49 लाख खर्च होती हैं।

उपयोग दर को समझने के लिए प्रतिगमन विश्लेषण मॉडल का उपयोग करते हुए हमने पाया कि:

- एफएफसी अनुदान की समय पर प्राप्ति उपयोग को 18% तक बढ़ाती है।
- गतिविधियों की संख्या जितनी अधिक होगी, उपयोग दर भी उतनी ही बेहतर होगी।
- पूर्वी क्षेत्र की तुलना में उत्तरी क्षेत्र में उपयोग दर अधिक पाया गया है।
- न तो सरपंच का लिंग और न ही उनका शिक्षा स्तर उपयोगिता दर को चरितार्थ करने में महत्वपूर्ण रहा।

इसी तरह, WASH (पानी, स्वच्छता और स्वच्छता) व्यय पर प्रतिगमन विश्लेषण के परिणाम बताते हैं कि सरपंचों के लिंग और क्षेत्र WASH व्यय को समझने के लिए दो महत्वपूर्ण घटक हैं। महिला प्रधान ग्राम पंचायतों की तुलना में पुरुष प्रधान ग्राम पंचायतों के लिए WASH का खर्च हिस्सा 19 प्रतिशत अधिक है।

सिफारिशें:

- ग्राम पंचायतों को बेहतर उपयोग करने हेतु समय पर अनुदान जारी किया जा सकता है।
- चूंकि प्रदर्शन अनुदान के लिए पात्र ग्राम पंचायतों की संख्या घट रही है, प्रदर्शन अनुदान के कुछ मानदंडों को फिर से जांचने की आवश्यकता हो सकती है।

स्वयं का राजस्व स्रोत (OSR):

चयनित किये गए अधिकांश ग्राम पंचायतें स्व-राजस्व को बढ़ाने के प्रति अनिच्छुक हैं। यह कई कारकों जैसे कि, कर के प्रावधानों को लागू करने के लिए स्थानीय अधिकारियों की अनिच्छा, संग्रह में दक्षता की कमी, कर प्रणाली को संचालित करने के लिए अधिकारियों की सीमित क्षमता के कारण होता है। हालांकि, कुछ ग्राम पंचायतें दुकानों के किराए, गृह कर और जल कर आदि के रूप में स्व-राजस्व उत्पन्न करने में सक्षम हैं। असम, केरल, त्रिपुरा, और पश्चिम बंगाल जैसे राज्य इस मामले में अग्रणी भूमिका में हैं और यहाँ स्व-राजस्व उत्पन्न करने के विविध स्रोत उपलब्ध हैं।

सिफारिशें:

- ग्राम पंचायतों को निरंतर और स्थायी तरीके से स्व-राजस्व उत्पन्न करने और बढ़ाने के लिए संपत्ति बनाने की आवश्यकता है। कुछ मामलों में, ग्राम पंचायतों में पर्यटन गतिविधियों का विकास राजस्व का एक स्रोत हो सकता है। ग्राम पंचायतें अपने भवन दुकानें किराए पर देकर, पर्यटकों और व्यापारियों से शुल्क वसूलने की संभावनाओं पर भी विचार कर सकती हैं।
- जहां भूजल पीने के लिए सुरक्षित नहीं है, वहां ग्राम पंचायतें फिल्ट्रेशन के बाद स्वच्छ जल पर शुल्क लगा कर निवासियों को प्रदान कर सकते हैं।

- ग्राम पंचायतों को स्थानीय जरूरतों और संभावित राजस्व अर्जन के लिए चौदह वित्त आयोग अनुदान का अधिकाधिक उपयोग करने के लिए लचीला बनना होगा।

गतिविधियों का अभिसरण:

एफएफसी अनुदानों के अलावा, ग्राम पंचायतों के लिए वित्त के प्रमुख स्रोतों में से एक राज्य वित्त आयोग के माध्यम से प्रदान की गई अनुदान है। हालांकि, सभी राज्यों में एसएफसी प्रावधान नहीं है और न ही राशि को सीधे स्थानांतरित किया गया है। ग्राम पंचायतों को स्वच्छ भारत मिशन (SBM), राष्ट्रीय ग्रामीण आजीविका मिशन (NRLM), महात्मा गांधी राष्ट्रीय ग्रामीण रोजगार गारंटी योजना (MGNREGS) और राष्ट्रीय सामाजिक सहायता कार्यक्रम (NSAP) आदि कार्यक्रमों के लिए भी अनुदान प्राप्त होता है।

सरकार का एक उद्देश्य समान उद्देश्यों वाले दो या अधिक कार्यक्रमों के समिलन को प्रोत्साहित करना होता है। हालांकि, अध्ययन में शामिल किए गए ग्राम पंचायतों में से केवल 31 (26%) में किसी प्रकार का अभिसरण था। ग्राम पंचायतों में अभिसरण जनशक्ति, वित्तीय या तकनीकी रूप में रीपोर्ट कीया गया था। अधिकांश अभिसरण गतिविधियां सड़क, जल निकासी और स्वच्छता, पानी की सुविधा, सड़क प्रकाश (स्ट्रीट लाइट), सौर ऊर्जा प्रकाश और शिक्षा के विकास से संबंधित हैं।

अध्ययन में पता चला कि गतिविधियों के अभिसरण की कमी के लिए विभिन्न कार्यक्रमों के लिए अलग-अलग दिशानिर्देशों को एक प्रमुख बाधा के रूप दर्शित किया गया था। कुछ मामलों में अभिसरण होने पर अलग-अलग विभागों के लिए अलग लेखांकन भी प्रमुख समस्या के रूप में पहचाना गया है।

सिफारिशें:

- संबंधित लाइन विभागों के कुछ कार्यक्रमों को लागू करने के लिए ग्रामीण स्तर पर ग्राम पंचायतों को एक महत्वपूर्ण सहयोगी माना जा सकता है। इसके दोहरे लाभ हैं: एक, यह अधिक सन्मिलन की अनुमति देता है और स्थानीय संदर्भ और प्रासंगिकता में प्रभावी ज्ञान साझा करने की सुविधा प्रदान करता है। दूसरा, काम की कुछ जिम्मेदारियों के एक प्रतिनिधिमंडल को सौंपने से लाइन विभागों को लाभ हो सकता है।
- वित्तपोषण एजेंसियों के संघ के लिए संमिलन करने पर उचित दिशा-निर्देश और जवाबदेही के मापदंड विकसित किए जा सकते हैं।

ग्राम पंचायत कार्यालय मूलभूत सेवाएं:

ग्राम पंचायत कार्यालय निर्वाचित प्रतिनिधियों, ग्राम पंचायत अधिकारियों और समुदाय के सदस्यों की बैठकों की सुविधा के साथ-साथ कार्यालय के रिकॉर्ड और अन्य दस्तावेजों, पुस्तकालय आदि के रखरखाव के लिए के लिए बहुत महत्वपूर्ण है। चयनित

ग्राम पंचायतों में से 15% के पास अपना भवन नहीं है। अपने स्वयं के भवन के अभाव में, ग्राम पंचायतें स्कूलों, आंगनवाड़ी केंद्र, पुस्तकालय भवन या यहां तक कि अध्यक्ष के घर आदि से भी भवन साझा कर रही हैं। ऐसे मामलों में, पंचायत सचिव संबंधित दस्तावेजों की योग्य देखभाल करने में सक्षम नहीं होता है।

लगभग 75% ग्राम पंचायतों में शौचालय, पेयजल, और बिजली कनेक्शन जैसी सुविधाएं हैं, और अन्य 10% जीपी जिनके पास भवन तो हैं लेकिन उनमें शौचालय या बिजली की सुविधा नहीं है। बहुत कम ग्राम पंचायतें ऐसी हैं जिन्होंने पुरुषों और महिलाओं के लिए एक सार्वजनिक स्थान पर अलग-अलग शौचालय का निर्माण किया था। 69% ग्राम पंचायतों में कंप्यूटर सुविधा थी जबकि केवल 53% में प्रिंटर और इंटरनेट की सुविधा उपलब्ध है। केवल 28% ग्राम पंचायतों में इनवर्टर और 13% में टेलीफोन सुविधाएं उपलब्ध हैं। काफी ग्राम पंचायतों में ब्रॉडबैंड और कुछ में ई-मित्रा योजना के तहत इंटरनेट कनेक्शन उपलब्ध हैं, लेकिन अधिकांश मामलों में वे काम नहीं कर रहे हैं। डेटा प्रविष्टि करने के लिए, पंचायत आधिकारी सम्बंधित विकास खंड कार्यालयों की यात्रा करते हैं।

सिफारिशें:

- ग्राम पंचायतों की स्वयं की इमारत न होना प्रथम प्राथमिकता से देखा जाना चाहिए।
- ग्राम पंचायतों को योग्य कार्यवाही के लिए बिजली, शौचालय और अन्य सुविधाओं को विकसित करने की जरूरत है।
- यदि इंटरनेट सुविधाओं में सुधार किया जाता है, तो ग्राम पंचायतों में विभिन्न योजनाओं के इंटरनेट से संबंधित गतिविधियों को जोड़ना संभव होगा।

ग्रामोदय संकल्प पत्रिका:

ग्रामोदय संकल्प पत्रिका (जीएसएम) भारत सरकार के पंचायती राज मंत्रालय द्वारा प्रकाशित की जाती है और भारत में ग्राम पंचायतों को वितरित की जाती है। ग्रामोदय संकल्प पत्रिका निर्वाचित प्रतिनिधियों के लिए स्वयं सीख सकने का एक प्रमुख जरिया हो सकता है। पत्रिका निर्वाचित प्रतिनिधियों की भूमिकाओं और जिम्मेदारियों की समझ में सुधार कर भारत सरकार की विभिन्न नीतियों और कार्यक्रमों के बारे में जागरूकता बढ़ाने से निर्वाचित प्रतिनिधियों की क्षमता निर्माण में मदद कर सकती है जो ग्रामीण विकास और कल्याण के लिए एक महत्वपूर्ण योगदान हैं।

यह निराशाजनक है कि इतनी उपयोगी होने के बावजूद यह पत्रिका हर जगह नहीं पहुंच पा रही है। ग्रामोदय संकल्प पत्रिका की प्राप्ति के बारे में पूछे जाने पर, कुल 120 चयनित ग्राम पंचायतों में से केवल 26 ने पत्रिका प्राप्त होने की सूचना दी है। कर्नाटक, केरल, महाराष्ट्र और पश्चिम बंगाल के 30 ग्राम पंचायतों ने ग्रामीण विकास गतिविधियों से संबंधित राज्य पत्रिकाओं को प्राप्त होने की भी सूचना दी है।

सिफारिशें:

- मंत्रालय द्वारा प्रकाशित ग्रामोदय संकल्प पत्रिका के पाठकों को बढ़ाने के लिए, सरकार को टेलीविजन और रेडियो द्वारा पत्रिका की विज्ञापन पर विचार कर सकती है। चूंकि बहुत कम ग्राम पंचायतों ने यह पत्रिका प्राप्त होने की सूचना दी है, इसलिए डिलीवरी प्रक्रिया में संभावित त्रुटि को पहचाना और जांचा जा सकता है।
- निर्वाचित प्रतिनिधियों के सभी वर्गों के साथ-साथ जनता में रुचि बनाने के लिए, छापी गई सामग्रियों को जहां संभव हो एक चित्रात्मक प्रकार में दर्शित किया जाना चाहिए।
- निर्वाचित प्रतिनिधियों के प्रशिक्षण में ग्रामोदय संकल्प पत्रिका पर एक सत्र रखकर और इसमें त्वरित प्रतिक्रिया कोड (क्यूआर कोड) का उपयोग शामिल किया जा सकता है।
- ग्रामोदय संकल्प पत्रिका कुछ चयनित विषयों पर ध्यान केंद्रित कर सकता है जो निर्वाचित प्रतिनिधियों की क्षमता और सामान्य रूप से ग्राम पंचायतों की क्षमता को विस्तृत कर सकते हैं। इसमें प्रतिस्पर्धा की भावना पैदा करने के लिए ग्राम पंचायतों द्वारा अपनाई गई नवीन परियोजनाओं और पद्धतियों की सफल कहानियों को शामिल किया जा सकता है।
- केंद्र और राज्य में सरकारों द्वारा किए जा रहे विभिन्न कार्यक्रमों पर विशेष मुद्दों से संबंधित जानकारी भी प्रदान की जा सकती है।

सामुदायिक भागीदारी और धारणा:

एफएफसी अनुदान के कुल 1256 प्रत्यक्ष और/या अप्रत्यक्ष लाभार्थियों को अनुदान के प्रभाव के बारे में 119 ग्राम पंचायतों का चयन उनके धारणा और दृष्टिकोणों द्वारा किया गया था। व्यक्तियों का चयन इस मानदंड पर आधारित था कि नमूना विभिन्न सामाजिक समूहों का प्रतिनिधि होना चाहिए लिंग के रूप में एफएफसी अनुदान आधारित काम और गतिविधियों के बारे में उनके विचारों और धारणाओं को सर्वेक्षण के माध्यम से पर्याप्त रूप से समझ कर किया गया है। इसके अलावा, उत्तरदाताओं को यादृक्षिक तरीकों से उन गांवों के विभिन्न हिस्सों से चुना गया था जहां एफएफसी समर्थित गतिविधियां की जा रही थीं। कुल मिलाकर, नमूने में 72% पुरुष और 28% महिलाएं शामिल थीं।

एफएफसी का ज्ञान और उनकी जागरूकता उच्च माध्यमिक या कॉलेज शिक्षा प्राप्त लोगों में बहुत अधिक था। उच्च शिक्षा हासिल करने वाली महिलाओं में भी जागरूकता का स्तर भी अधिक पाया गया था। व्यावसायिक समूहों में नियमित वेतनभोगी समूह वाले लोगों को एफएफसी का अधिक ज्ञान पाया गया है। हालांकि, महिला कृषि मजदूरों में एफएफसी के बारे में जागरूकता के स्तर बेहतर थे।

ग्राम सभा की बैठकों में भागीदारी उत्तरदाता की शिक्षा से जुड़ी हुई पाई गई है। अधिक शिक्षित उत्तरदाता (पुरुष और महिला दोनों) की भागीदारी भी अधिक रिपोर्ट की गई है। विशेष रूप से, स्नातक और उससे उपर की शिक्षा प्राप्त लोगों में 50% से अधिक भागीदारी की रिपोर्ट है। एपीएल श्रेणी से महिलाओं की भागीदारी का स्तर बीपीएल परिवारों की महिलाओं की तुलना में थोड़ा अधिक है। साथ ही, एससी या ओबीसी समुदाय की महिलाओं की भागीदारी कम रिपोर्ट की गई है। आदिवासी महिलाएं ग्राम पंचायत कार्यों में अधिक भागीदारी करती हैं। छत्तीसगढ़ में, लगभग सभी महिला उत्तरदाताओं ने चयनित ग्राम सभाओं में भाग लेने की सूचना दी। असम, बिहार, राजस्थान और उत्तर प्रदेश की चयनित ग्राम पंचायतों में महिलाओं के बीच उपस्थिति का स्तर अत्यंत कम था।

90% उत्तरदाताओं के पास पेयजल (या तो हैंड पंप या नल के पानी) की सुविधा उपलब्ध है। लगभग 60% उत्तरदाताओं ने जानकारी दी है कि उनकी पंचायत में स्ट्रीट लाइट्स उपलब्ध है। 60% से अधिक प्रतिवादीयों ने खुले में शौच में एक महत्वपूर्ण सुधार की सहमति दर्ज कराई है। हालांकि, ठोस अपशिष्ट प्रबंधन और अपशिष्ट निपटान, साथ ही संपूर्ण स्वच्छता, आदि मुद्दों में अभी भी काफी सुधार की आवश्यकता है। 50% से अधिक ने बताया कि उनके आस-पास ड्रेनेज सुविधाएं उपलब्ध हैं। लेकिन जब ढंके हुए ड्रेनेज के बारे में पूछा गया, तो कुल उत्तरदाताओं में से 10 प्रतिशत से कम ने कहा कि उनके पास अब बेहतर ढंके हुए ड्रेनेज उपलब्ध है।

सिफारिशें:

- ऐसा लगता है कि समुदाय को बुनियादी सुविधाएं प्रदान करने में ग्राम पंचायतों की उपलब्धियां केवल आंशिक ही रही हैं, हालांकि यह सीमा प्रत्येक सुविधा के लिए अलग-अलग होती है। विकास की वर्तमान स्थिति को देखते हुए, राष्ट्र को लगभग सार्वभौमिक आधार पर जरूरी सुविधाएं प्रदान करने में सक्षम होना चाहिए। शेष कार्य को निर्धारित समय सीमा में पूरा किया जाना चाहिए।
- कुछ ग्राम पंचायतें ऐसी हैं जहाँ कार्यावित गतिविधियों के लिए प्रदर्शन बोर्ड नहीं लगाए गए थे। यह सिफारिश की जाती है कि कार्य के पास साईन बोर्ड लगाकर इस बारे में जानकारी देना चाहिए क्योंकि यह जनता को अनुदान और उनसे संबंधित गतिविधियों से अवगत कराने के आसान तरीकों में से एक है। इससे समुदाय के सदस्यों को अपनेपन का एहसास होगा और उन्हें ग्राम पंचायत के निर्णय लेने में शामिल होने में मदद मिलेगी।

ग्राम पंचायत गतिविधियों में संतुष्टि का स्तर:

हमारे नमूने में कुल मिलाकर 63% उत्तरदाताओं को ग्राम पंचायत की गतिविधियों से संतुष्ट पाया गया, महिलाएं (60.2%) पुरुषों

की तुलना में अधिक (69.6%) संतुष्ट पायी गई हैं। यह पाया गया है कि जैसे-जैसे उम्र बढ़ती है, 59 साल तक ग्राम पंचायतों की गतिविधियों के प्रति संतुष्टि का स्तर बढ़ जाता है, और उसके बाद यह घट जाता है। उत्तरदाताओं की शैक्षणिक स्तर से पता चलता है कि शिक्षा का स्तर जितना ऊंचा होगा, संतुष्टि का स्तर भी उतना ही अधिक होगा। अन्य व्यावसायिक श्रेणियों उत्तरदाताओं की तुलना में वेतनभोगी उत्तरदाता अधिक संतुष्ट हैं। सामाजिक समूह द्वारा उत्तरदाताओं की संतुष्टि का स्तर 60% और 65% के बीच काफी कम फर्क होता है।

संतुष्टि का स्तर कई घटकों पर निर्भर करता है जिनमें ग्राम पंचायतों द्वारा बनाई गई संपत्ति का रखरखाव शामिल है। इनमें चार प्रकार की संपत्तियों पर जैसे कि, सीसी सड़कें, नालियां, स्ट्रीटलाइट, हैंड-पंप और नल-जल आदि का विचार किया गया है। लगभग 49% उत्तरदाताओं ने कहा कि सीसी सड़कों की आंशिक देख-रेख की जाती है, जबकि 36% ने उत्तर दिया कि वे अच्छी तरह से बनाई और रखी जाती हैं। उत्तरदाताओं में से लगभग 57% और 23% ने बताया कि हैंड-पंप को क्रमशः आंशिक रूप से और अच्छी तरह से, बनाया गया है और उनकी देख-रेख भी होती है। नमूने में आधे उत्तरदाताओं ने रिपोर्ट किया है कि नल के पानी की सुविधा की अच्छी तरह से देख-रेख की जाती है। नमक्कल जिले में, सभी उत्तरदाताओं ने बताया कि उनके नल द्वारा जल सुविधा अच्छी तरह से देख-रेख की जाती है।

केवल 25% उत्तरदाताओं ने बताया कि उनके संबंधित ग्राम पंचायतों में नालियों का रख-रखाव अच्छी तरह से किया गया है, जबकि 47% को लगता है कि यह आंशिक रूप से किया जाता है। स्ट्रीट लाइट रखरखाव के मामले में, 55% और 27% उत्तरदाताओं ने क्रमशः आंशिक और अच्छी तरह से रख-रखाव की जाने की सूचना दी।

सिफारिशें:

- भारत में सार्वजनिक उपयोग के लिए बनाई गई संपत्ति का रखरखाव एक बड़ी समस्या रही है। निर्मित परिसंपत्तियों के रख-रखाव के लिए पर्याप्त संसाधनों को, दोनो वित्तीय या जनशक्ति, उपलब्ध कराने की आवश्यकता है।
- यह देखा गया है कि विभिन्न क्षेत्रों में संपत्ति के रख-रखाव के कार्य को सामाजिक-राजनीतिक कारक भी प्रभावित करते हैं। चूंकि प्रदान की गई सेवाएँ सार्वजनिक सुविधाओं के लिए हैं, इनकी गुणवत्ता से समझौता नहीं किया जाना चाहिए। ग्राम पंचायतों की संपत्तियों के रख-रखाव के लिए स्थानीय लाभार्थियों को शामिल किया जाना चाहिए।

सामान्य सिफारिशें:

- एफएफसी की सिफारिशों के अनुसार, स्थानीय निकायों के लिए कुल अनुदान जनसंख्या और क्षेत्र के मानदंडों के

अनुसार ग्राम पंचायतों में वितरित किया जाता है। पिछड़े क्षेत्रों में ग्राम पंचायतों की अंतर्निहित अक्षमताओं को देखते हुए, पिछड़ेपन की सीमा का, ग्राम पंचायतों में धन आवंटित करने हेतु पूरक संकेतक के रूप में उपयोग करना उचित हो सकता है। यदि ग्राम पंचायतों में पिछड़ेपन का मापदंड संभव नहीं है, तो एससीधएसटी जनसंख्या का अनुपात को एक प्रतिनिधि के रूप में उपयोग किया जा सकता है। वास्तव में, यह पिछले एफसी द्वारा अपनाए गए मानदंडों में से एक था।

- एक जिले के विभिन्न ग्राम पंचायतों के कुछ मुख्य कमाई घटकों के तहत आय और व्यय की जानकारी राज्य या केंद्र की वेबसाइट पर आसानी से उपलब्ध हो सकती है। यह उपयोगकर्ता के लिए सुविधाजनक होना चाहिए जिसमें दो से अधिक चरण शामिल न हों। विभिन्न ग्राम पंचायतों की तुलनात्मक चित्र जमीनी-स्तर पर प्रतिस्पर्धी परितंत्र के निर्माण में मदद कर सकती है।
- निर्वाचित प्रतिनिधियों द्वारा सक्रिय रूप से भाग लेने के लिए समय पर चुनाव किए जाने की आवश्यकता है। आमतौर पर जब चुनाव समय पर नहीं होते हैं, तब विशेष कर्तव्य अधिकारी (ओएसडी) की नियुक्त राज्य सरकार द्वारा की जाती हैं। हालांकि, ओएसडी की इस प्रकार की नियुक्ति को निर्धारित समय से आगे नहीं बढ़ाया जा सकता है।
- विभिन्न मूलभूत सुविधाओं की परियोजनाओं की निगरानी में सुधार के लिए पंचायत स्तर पर आईसीटी तकनीकी (जियो-कोडिंग) की शुरुआत कर और उनको मजबूत किया जाना चाहिए।

- कुछ राज्यों में, आमतौर पर 6–10 ग्राम पंचायतों का एक पंचायत सचिव प्रभारी होता है। यह सिफारिश की जाती है कि पंचायत सचिवों के काम का बोझ नई भर्तियों से कम हो सकता है, और साथ में आबादी के आकार एवं क्षेत्र के अनुसार उनकी जिम्मेदारियों को दो या तीन से अधिक ग्राम पंचायतों की देख-रेख करने के लिए सीमित किया जा सकता है।
- कुल मिलाकर, एफएफसी अनुदान न केवल परिसंपत्तियों या बुनियादी सेवाओं को बनाने के लिए बल्कि ग्राम पंचायतों की देख-रेख के लिए भी आवश्यक हैं। चूंकि ग्राम पंचायतों को प्रत्यक्ष हस्तांतरण हुआ है, ग्राम पंचायतों को स्थानीय जरूरतों पर खर्च करने के लिए संतोषजनक रकम मिल रही है। इन हस्तांतरणों का उपयोग गाँवों में बुनियादी सेवाओं के निर्माण और उन्हें बनाए रखने के लिए प्रदान करने की आवश्यकता है। इसके साथ-साथ, पंचायत अधिकारियों की क्षमता निर्माण के माध्यम से ग्राम पंचायतों की गतिविधियों और कार्यप्रणाली को मजबूत किया जा सकता है।
- अंत में, हम इस बात पर जोर देते हैं कि नागरिकों द्वारा लोकतंत्र में भागीदारी की प्रक्रिया में ग्राम पंचायत तीसरे स्तर पर आती है। ग्राम सभा में ग्रामीण समुदाय द्वारा सक्रिय भागीदारी के लिए इस ग्राम सभा प्रणाली को मजबूत किया जाना चाहिए ताकि, इन सभाओं में शामिल होकर लोग प्रत्यक्ष रूप से गांव की निर्णय प्रक्रिया और शासन में भाग ले सकें।

EXECUTIVE SUMMARY

The Fourteenth Finance Commission (FFC) allocated Rs.200292 crores towards Gram Panchayats (GPs) during its award period 2015-20. This represented a substantial increase compared to the amount granted by the previous Finance Commissions. The FFC stipulated that 90 percent of the grants would be basic grants and 10 per cent be performance grants (applicable from 2016-17). The grants provided were intended for supporting delivery of important basic services including water supply, sanitation, sewerage, and solid waste management, storm water drainage, maintenance of community assets, maintenance of roads, footpaths and street-lighting, burial and cremation grounds and any other basic service within the functions assigned to GPs under relevant legislations.

The overall objective of this study is to examine the utilization and effectiveness of the FFC funds received by a sample of 120 GPs in 20 districts spread across 16 Indian states. The study specifically aims at examination of the following:

- Process of decision making followed for use of FFC grant.
- Receipts and utilisation of FFC grants by the GPs during 2015-16 to 2018-19.
- Activities carried out by the GPs utilizing FFC fund.
- Status of the infrastructure of record-keeping, training and accountability and transparency.
- Perception of beneficiaries on the impact of expenditure.
- Availability of other departmental funds to supplement the FFC funds.

- Verification of the use of PFMS/PRIA software for FFC funds transactions.

- Status of awareness about Gramodaya Sankalp Magazine

The 16 states were decided in consultation with the Ministry of Panchayati Raj which provided the financial support for the study. The study team chose the districts randomly from a selected State. Two large states Uttar Pradesh and Maharashtra were first stratified into regions (four regions in Uttar Pradesh and two regions in Maharashtra) and then one district was randomly selected from each region. It turned out that the selected districts cover various geographical areas: plains, deserts, hills, and flood-prone and coastal regions. They also exhibit inclusiveness from a social and policy perspective; for instance, some are 'aspirational districts' that aim at improving the socio-economic status of the most backward areas in the country (Purnia, Ramgarh, Nuapada and Jaisalmer), and some districts are carved out from old ones and newly established some years ago (Bemetara and Gomati).

Within a district, two blocks – the best and the lowest performing ones – were chosen based on their developmental status obtained by averaging GP scores in Mission Antyodaya. The GPs in each block were arranged in ascending order of the Antodaya scores and divided into 3 groups each covering almost equal number of district. One GP has been randomly selected from each of the 3 groups in a block. Considering the objectives of the study, five schedules were prepared for interviewing various stakeholders.

We summarize below the main findings and recommendations of the study.

CHARACTERISTICS OF GP HEADS AND ERs IN THE SAMPLE

In our sample, about 55 per cent GP Pradhans are women. Two thirds of the selected GPs (i.e. 80 out of 120) fall in the reserved category for Pradhans. 12.5 per cent of the Pradhans have no formal education, 12.5 per cent have completed primary education, 46.7 per cent have completed between 8th to 12th standards, and 28.3 per cent are graduates. Out of a total of 1593 elected representatives (ERs), 52.7 per cent are female and 47.3 per cent are male.

GRAM SABHA MEETINGS

The Gram Sabha (GS) prepares the Gram Panchayat Development Plan (GPDP) for various developmental activities of the GP. The FFC grant utilisation is part of this process. Gram Sabha provides a platform to engage people in the decentralized democratic process through which they can fulfill their local developmental needs. It is also a channel to include a less privileged section of society giving them an opportunity in the form of participation in the village level governance.

The study finds that the average number of Gram Sabha meetings in a year varies from 2 to 8 in the selected districts. Four days of National importance have been identified as preferred dates for the Gram Sabha meetings for adequate participation. They are- Republic Day (26th January), Labour Day (1st May), Independence Day (15th August) and Gandhi Jayanti (2nd October). However, GPs are free to conduct Gram Sabha on other dates according to the convenience.

The participation in the last Gram Sabha meeting was high in the GPs of Kerala (12,169 participants) and West Bengal (1,448 participants) where GP/ward population is relatively large. The less privileged sections of the society have participated in the Gram Sabha meeting across the districts. Further, 49.5 per cent of the female participated in the last Gram Sabha meeting in all the districts together.

Recommendations:

- It was generally observed that attendance in GS is low in most of the GPs except on special occasions

like October 2nd (Mahatma Gandhi Jayanti). Detailed discussion of GPDP in an extensively attended GS by all stakeholders is necessary to make a comprehensive assessment of various needs of the GP.

- Awareness and interest of the citizens on activities of the GS must be enhanced for wider participation. It was reported that the elected representatives in some cases call only their relations and friends for the Gram Sabha. Such incidents should be discouraged.
- In this context, the attempt to increase participation in Kerala could be instructive. Apart from the efforts of elected representative (ER) and Panchayat Secretary, notice/invitation is printed and distributed one week before the scheduled meeting. Also, information about GS meeting is disseminated through schools, Anganwadis, NGOs, SHGs, Public libraries, NCC Cadets, college students, and co-operatives. This may be replicated in other states. Mobile applications may also be used to disseminate local people about the GS meetings by the ERs and Panchayat Secretaries.

GPDP FORMULATION

GPDP formulation is essential to ensure community participation in the rural areas which is governed by Gram Panchayats. This facilitates and gives momentum to the decentralization process envisaged by the 73rd amendment of the Constitution. Also, it helps to address the local needs at the community level and gives opportunities to people to ensure their developmental aspirations, be it infrastructural, social, and economic or community development. This bottom up approach is meant to reflect felt need of various stakeholders. Formulation of GPDP improves efficiency of public services.

It is noted that more or less similar mechanisms and processes are used across states for the development of GPDP and approval of various works and activities for funding through the GP. It was noted that the procedures and protocols adopted by the GPs in Kerala were very elaborate and systematically documented.

Some variations in financial sanction norms for GPDP work are noted across states. For instance, the GPs in Uttar Pradesh cannot decide the projects which cost more than Rs.2 lakhs. If a project costs Rs.2 to 2.5 lakh then approval of ADO Panchayat is required. If the project costs Rs. 2.5 to 5 lakh then the approval of the District Panchayati Raj Officer (DPRO) is required. For projects costing more than 5 lakh the approval of the District Collector is mandatory. Usually, an upper limit is prescribed for the nature of work to be undertaken by the GPs. For instance, in Chhattisgarh, the GPs are not empowered to initiate work costing Rs.20 Lakh or above. Such work is carried out through the respective Public Works Department. Similarly, in Madhya Pradesh the GP President can undertake work up to Rs. 15 Lakh.

Recommendations:

- The details of GPDP formulation process is not well understood by the people and even by ER in several instances. Explanation of what is GPDP and its usefulness should be discussed in GS meetings in simple language so that general public understand it.
- GPDP formulation should be part of training for Mukhias and other ERs.

AWARENESS AMONG ERS

The government provides for capacity building of ERs to facilitate the effective functioning of the GPs. On average, 7 ERs per GP receive training for various components related to management of the GP. Training is usually planned at the State Rural Development Institutes, District or Block level local body offices etc. The majority of GP representatives receive training on the roles and responsibilities of ERs. The syllabus of training also covers Budget and Planning, Execution of projects, Cost efficiency, Transparency and accounting.

Above 70% of GP presidents and ERs had received training within 6 months of an election in the sample. However, many of the GP Presidents were not able to explain the basic components of such training. On an average 43 per cent Gram Pradhans are aware of major software used by the GPs.

Recommendations:

- There is a need to increase the number of timely training so that it helps Pradhans and other ERs to carry out their functions in an effective and efficient manner. Training on e-software/portal use/e-literacy is needed. Panchayat Secretaries may also be provided training on the use of e-software and portals.
- The Government may think of appointing a local resource person/community worker/ Self-Help Groups (SHGs) with an honorarium to disseminate information on GP programmes.
- Training should be learning-outcome oriented.

FFC GRANTS TRANSFER AND UTILIZATION

The FFC has recommended two components viz. Basic Grant and Performance Grant for transfer of funds to the GPs in the ratio 90:10 respectively. The distribution of FFC grants among GPs is to be carried out as per the State finance Commission's (SFC) norms where available. Otherwise, the grant is distributed on the basis of population and geographical area (90 per cent and 10 per cent weights, respectively).

Government has transferred Rs. 9855.1 lakhs basic grants to 114 selected Gram Panchayats from 2015-16 to 2018-19. On an average, a GP received Rs. 172.8 Lakh in the sample. Total Six Gram Panchayats in Kollam and Birbhum each received Rs. 1990 lakhs and Rs. 1696 lakhs, respectively. Gram Panchayats in the Junagadh, Amravati, Raigad, Gomati, and Bemetara received less than Rs. 200 lakhs during the above-mentioned period. The transfers to GPs increased from 2015-16 and peaked in 2017-18. About 37% of the transfers during the period 2015-16 to 2018-19 were observed in the year 2017-18.

About 46 GPs had been eligible for and received the Performance Grant in 2016-17. The number of eligible GPs drastically declined to 36 and 8 in 2017-18 and 2018-19 respectively. The decline in performance grants is mainly due to the requirement to fulfill (a) 5 % increment in OSR, and (b) submission of an audit report.

The overall utilization of FFC grants from 2015-16 to 2018-19 is about 78%. Two activities – road

construction and maintenance, and drinking water – were found to be priority activities. Second major activity includes: a) road, b) drinking water, c) streetlights, d) health, e) sanitation, f) others and g) operational and maintenance. Three top major activities account for more than 60 % expenditure through FFC grants in the majority of the GPs. Female-headed GP spend, on an average, Rs.84 lakh, while male-headed GPs spend Rs.49 lakh.

Using a regression model to explain utilization rate, we found that:

- Timely receipts of the FFC grant increases the utilization by 18 percentage.
- The more the number of activities, the better the utilisation rate.
- The utilization rate in the north zone more compared to the east zone.
- Neither gender of Sarpanch nor his/her education level turned out to be significant in explaining utilization rate.

Similarly, regression results on WASH (water, sanitation and hygiene) expenditure suggests that gender of Sarpanch and zones are turned out to be two significant variables in explaining WASH expenditure. The expenditure share of WASH is 19 percent higher for male-headed GP than that of female-headed GP.

Recommendations:

- Timely release of grants may be made for better utilisation by GPs.
- As the number of eligible GPs for performance grants is declining, some of the criteria for performance grants may need to be re-examined.

OWN SOURCE REVENUE (OSR)

Most of the GPs are reluctant to raise OSR in the selected sample. This is attributable to a variety of factors such as unwillingness by local officials to enact tax provisions, lack of efficiency in collection, limited capacity of officials to administer a tax system. However, some of the GPs are able to generate OSR in the form of tax or non-tax revenue by renting shops, house tax and water tax. States like Assam, Kerala, Tripura, and West Bengal have more varied OSR sources.

Recommendations:

- GPs need to create revenue-generating assets to enhance their own revenue in a continuous and sustainable manner. In some cases, developing tourism activity in the GP could be a source of OSR. The GPs may explore possibilities by renting out the building for shops, collecting fees from tourists and trade etc.
- Where ground water is not safe to drink, GPs can provide safe water after necessary treatment and charge a fee.
- GPs should be flexible to utilize most of the FC grants according to local needs and potentially revenue generating activities.

CONVERGENCE OF ACTIVITIES

Apart from the FFC grants, one of the major sources of finance for the GPs is the grants provided through the State Finance Commission. However, not all the states have SFC provision nor the amount is directly transferred. GPs also receive grants for programmes such as Swachh Bharat Mission (SBM), National Rural Livelihood Mission (NRLM), Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) and National Social Assistance Programme (NSAP) etc.

One of the objectives of the government has been to encourage convergence of two or more programmes having similar objectives. However, only 31 (26 %) of the visited GPs had some convergence. Convergence was reported in some GPs in the form of manpower, financial, or technical. Most of the convergence activities are related to roads, drainage and sanitation, water facilities, street (solar) lights and education developments.

Enquiries revealed that different guidelines for different programmes were cited as a major constraint for lack of convergence of activities. Separate accounting to different departments could also be a problem in some cases if convergence takes place.

Recommendations:

- The GPs can be considered as an important collaborator at the village level to implement

certain programmes of the concerned line departments. This has twin benefits: one, it allows greater convergence and facilitates effective knowledge sharing in the local context and relevance. Second, the line departments may benefit from a delegation of some of the work responsibilities.

- Proper guidelines may be developed for convergence and accountability may be to a consortium of funding agencies.

GP OFFICE INFRASTRUCTURE

The Gram Panchayat Office is important to facilitate meetings between ER, GP officials and the community members as well as for maintenance of office records and other documents including library support. 15% of the selected GPs do not have own building. In the absence of its own building, GPs are sharing space in Schools, AWC, and library building or even in President's house. In such cases, the panchayat secretary is not able to take care of relevant documents properly.

About 75% of the GPs have facilities like toilets, drinking water, and electricity connection and another 10% GPs that have buildings but do not have toilet or electricity facilities. Very few GPs have built a separate toilet for male and female at the commonplace. 69% of GPs reported having computers but only 53% have printers and internet facilities. Only 28% of GP have inverters and 13% have telephone facilities. Many GPs are having internet connections through broadband and some under e-mitra scheme, but they are not functioning in many cases. For data entry purposes, panchayat official visit to block development offices.

Recommendations:

- Absence of own building of the GPs need to be looked aton priority.
- Electricity, toilets, and other facilities need to be developed for the proper functioning of the GP.
- If internet connectivity is improved, it would be possible to combine internet-related work of different schemes operating at the GPs.

GRAMODAY SANKALP MAGAZINE

The Gramoday Sankalp Magazine (GSM) is published by the Ministry of Panchayati Raj, Government of India and is circulated across the Gram Panchayats (GPs) in India. The Gramoday Sankalp magazine can be a major source of self-learning for the elected representatives (ERs). The magazine can support capacity building of ERs by improving the understanding of roles and responsibilities and enhancing awareness on various policies and programmes of the government of India that are instrumental for rural development and well-being.

It is disappointing that despite being this much useful, this magazine is not able to reach everywhere. On being asked about receipt of GDS, only 26 out of total 120 sample GPs reported of receiving the GDS magazine. 30 GPs from Karnataka, Kerala, Maharashtra and West Bengal reported receiving state magazines related to GP or rural development activities.

Recommendations:

- To increase the readership base of the Gramodaya Sankalpa Magazine published by the Ministry, the government may consider advertising about the magazine through television and radio. Since very few GPs reported receiving GSM, possible leakage in the delivery process may be found and checked.
- To generate interest among all sections of the ERs as well as public, the materials of the contents made be delivered in a pictorial mode where possible.
- The training of ERs may have a session on GDS and may include use of Quick Response codes (QR codes).
- GDS can focus on a few selected themes that can enhance the capacities of ERs and the functioning of GPs in general. It can include success stories of various innovative projects and approaches adopted by GPs to build a sense of competitiveness.
- Special issues can also be explored on the different programmes being undertaken by the governments at the Centre and State.

COMMUNITY PARTICIPATION AND PERCEPTION

A total of 1256 direct and/or indirect beneficiaries of FFC grant were interviewed from 119 GPs selected for their perception about the impact of the grant. The selection of the individuals was based on the criterion that the sample should be representative of various social groups as well as gender such that their views and perceptions regarding the FFC grant-based work and activities are adequately captured through the survey. Also, respondents were randomly selected from different parts of the villages where FFC supported activities were undertaken. Overall, the sample comprised of 72% males and 28% females.

Knowledge and awareness of FFC were much higher among those with higher secondary or college education. The awareness level was also higher among females who had higher education. Among occupational groups, regular salaried group have a greater knowledge of FFC. However, female agricultural labour had better awareness levels about FFC.

Participation in GS is found to be associated with the education of the respondent. More educated respondents (both males and females) report greater participation. In particular, those with a college education and above report over 50% participation rate. The participation level among females from the APL category is slightly higher than BPL households. Also, females from SC or OBC community report lower participation. Tribal women report greater participation in GP engagements. In Chhattisgarh, almost all the female respondents reported attending the selected Gram Sabha. Attendance level was very low among females in selected GPs of Assam, Bihar, Rajasthan and Uttar Pradesh.

90% percent of the respondents have access to either hand pump or tap water. Nearly 60% of the respondents reported that they have street light available in their panchayat. More than 60% of the respondent agreed that there is a significant improvement in open defecation. However, solid waste management and waste disposal, as well as overall cleanliness, still need considerable improvements. More than 50% reported that they

have access to some drainage facilities. But when asked about access to the covered drain, less than 10 per cent of total respondents said they have access to improved drainage coverage.

Recommendations:

- It seems that achievements of GPs in providing basic facilities to the community has only been partial, though the extent varies from one facility to another. Given the current state of development, the nation should be in the position to provide the essential facilities on nearly universal basis. The remaining task should be completed within given time frame.
- There are some GPs where display boards were not put for activities undertaken. It is recommended to give information on display board near the work done as it is one of the easier ways to make the public aware of grants and activities. This will help the community members to have a sense of belonging and get involved in GP decision making.

PERCEIVED SATISFACTION ABOUT GP ACTIVITIES

Overall 63 per cent respondents in our sample found to be satisfied with GP activities; women are more satisfied (69.6 %) than that of males (60.2 %). It is found that as age increases, the satisfaction level towards GP activities tend to increase till 59 years and thereafter it decreases. The educational profile of respondents reveals: the higher the education level, the more the satisfaction level. Salaried respondents are more satisfied than the respondents belonging to other occupational categories. The satisfaction level of the respondents by social group differs in a small range varying between 60% and 65%.

Satisfaction level depends upon several factors including the maintenance of assets created by GP. Four kinds of assets considered for it namely, CC roads, drains, streetlight, hand-pump, and tap-water. About 49% of the respondents replied that CC roads are partially maintained while 36% replied they are well maintained. About 57% and 23% of the respondents reported that hand-pumps are partially and well maintained respectively. Half of the respondents reported in the sample feel that tap water facility is well maintained. In Namakkal

district, all respondents reported that their tap-water facility is well maintained.

Only 25% of respondents reported that drains in their respective GPs are well maintained while 47% feel that it is partially maintained. In case of street light maintenance, 55% and 27% of respondents reported a partial and well maintenance respectively.

Recommendations:

- Maintenance of assets for public utility has been a major problem in India. Adequate resources, both financial and manpower, need to be made available for maintenance of assets created.
- It has also been observed that socio-political factors influence asset maintenance in different localities. Since the services provided are of public goods nature, the quality should not be compromised. The GPs should involve local beneficiaries in for maintenance of the assets.

GENERAL RECOMMENDATIONS

- As per recommendations of the FFC, the total grant for local bodies is distributed across GPs on the basis of population and area criteria. Given the inherent disabilities of GPs in backward regions, it may be advisable to use the extent of backwardness as a supplementary indicator in allocating funds across GPs. In case the measurement of backwardness at GPs is not feasible, the proportion of SC/ST population could serve as a proxy for it. Indeed, this was one of the criteria adopted by an earlier FC.
- Information on income by source and expenditure under a few major heads of different GPs of a district should be easily accessible on a website of the State or the Centre. It should be user-friendly not involving more than couple of steps.

A comparative picture of different GPs could help in building a competitive ecosystem at the grass-root level.

- There is a need to have timely elections and elected representatives to actively participate actively. The Officer on Special Duty (OSD) is usually appointed by the state government when elections are not held on time. However, such an appointment of OSD should not be extended beyond the stipulated time.
- ICT Technology (Geo-coding) should be introduced and strengthened at the Panchayat level to improve the monitoring of various infrastructure projects.
- In some states, one Panchayat secretary is usually in charge of 6-10 GPs. It is recommended that the work burden of the Panchayat Secretaries may be reduced by new recruitments and restricting their responsibilities to oversee no more than two or three GPs depending on population size and area.
- Overall, FFC grants are necessary not only to create assets or basic services but also to maintain them in the GPs. Since the direct transfer to GP has happened, GPs are getting a substantial amount of money to spend on local needs. Such transfer is further required in order to maintain and provide basic services to the villages. Furthermore, the GP activities and functioning can be further strengthened through capacity building of the GP officials.
- Lastly, we may emphasize that GPs are third tier in the democratic participation process by the citizens. The system should be strengthen for an active participation by the rural community in Gram Sabha so that people can directly take part in the decision making process and governance of the village.



BACKGROUND AND OBJECTIVES

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1.1. INTRODUCTION

Since the 73rd Amendment of the Constitution of India, Gram Panchayats (GPs) have assumed greater responsibility for the maintenance of local amenities such as village roads, street lights, drinking water facilities and community buildings in the country. The aim of the GP is to improve the condition of the villagers and to make them self-sufficient. Currently, in India this system exists in mostly all the states, except for a few. Apart from this, GPs have also been responsible for identifying beneficiaries for various Central and State government schemes and programmes such as Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Pradhan Mantri Awaas Yojana- Gramin (PMAY-G), National Social Assistance Programme (NSAP), National Rural Livelihood Mission (NRLM), Swachh Bharat Mission (SBM), State poverty alleviation programmes, etc.

A key motivation for the 73rd Amendment was the belief that local governments may be better placed to identify and respond to the needs of villagers in terms of the provision of public goods. It was also held that the villagers may find it easier to monitor local politicians (Besley et al., 2007). Moreover, GPs in India have generally faced resource crunch as most of the GPs are unable to raise their own resources and State or Central governments did not provide enough funds for provision of basic services. This affects the quality of life of the rural population which is dependent to a large extent on the adequacy and efficacy of such provisioning by GPs.

In view of this, the Fourteenth Finance Commission (FFC) allocated a substantial amount of funds

(Rs 200,292 Crore, during 2015-20) toward GPs. The amount is notably a three-fold increase over the grants recommended by Thirteenth Finance Commission for the award period 2010-15. The FFC stipulated that 90 per cent of these grants are basic grants and 10 per cent are performance grants (applicable from 2016-17). Further, performance grants are given to GPs on various parameters including generation of own source revenue and adhering to routine procedures such as account audits.

The FFC recommended that the grants be distributed among the GPs using the formula prescribed by the respective State Finance Commissions (SFCs). However, in the absence of SFC formula, grant was distributed by allocating 90 per cent weight to the population of Panchayat as per Census of India 2011 and 10 per cent weight to the area of GP. Based on this, the Uttar Pradesh received the highest share of grants followed by Bihar, Maharashtra and West Bengal. The grants provided are intended to be used to support and strengthen the delivery of important basic services such as water supply, sanitation including septic management, sewerage and solid waste management, storm water drainage, maintenance of community assets, maintenance of roads, footpaths, street-lighting, burial and cremation grounds, and any other basic service within the functions assigned to GPs under relevant legislations.

While there is considerable autonomy for GPs for utilization of FFC fund, guidelines are issued from time to time by government on some priorities certain activities in utilization of grants. For

instance, the FFC did not distinguish between capital expenditure and operations and maintenance (O&M) expenditure, but the Ministry of Finance (MoF) has advised that the cost of technical and administrative support towards O&M should not exceed 10 per cent of the allocation to a Gram Panchayat. MoF has also advised that all expenditure incurred by Panchayats on basic services within the functions devolved to them under the State laws may be incurred after proper plans are prepared by the Panchayats. Subsequently, the Ministry of Panchayati Raj (MoPR) issued a model guideline for preparation of Gram Panchayat Development Plans (GPDs). Similarly, state or district level guidelines have been issued in districts, where there is scarcity of safe drinking water, to spend certain minimum percentage of grants received on drinking water facilities.

In general, there is a dearth of evaluations studies to comprehend the performance or challenges associated with utilization of Finance Commission Grants and its impact on development and well-being across Gram Panchayats. Nevertheless, some area-specific assessments are available that provide some vital insights on the subject at hand.

Four salient aspects emerging from the literature are as follows:

First, though people's participation in Gram Sabha meetings is appreciable, their participation in plan preparations and documenting, and register works is found unsatisfactory. In this regard, studies have argued that mechanisms should be made to enhance awareness about the guidelines of FFC and accordingly improve the efficacy of GPs in utilization of FFC grants.

Second, FFC fund has impacted positively the development environment and daily lives of the citizens. Significant changes are noted particularly in the provision of drinking water and sanitation situation.

Third, convergence across line departments or across policies and programmes is a critical concern. Studies have noted that adequate finances are usually not available with GPs, while there are procedural constraints that affect the utilization of resource available with the line departments. Therefore, there is a near complete lack of convergence among

different development schemes and GP members do not have requisite capacities in implementation.

Finally, it is revealed that GPs have an important role in dealing with natural disasters such as management of flood situation. GPs overcome consequences of natural disasters in multiple ways—by repairing river embankments, warning villagers through public announcement and providing them with relief materials after the disasters. Clearly, it is apparent that GPs are instrumental in facilitating development and change at the village level; however, there is a need to alleviate operational and financial constraints for expansion of infrastructure and basic services across villages and for accelerating rural development.

1.2. LITERATURE REVIEW

This section summarizes some key studies conducted to understand the utilization of financial grants to GPs as well as other related issues. Most of the studies summarized here were regional studies conducted in different states.

Barnabas and Bohra (1995) studied the finances of Panchayati Raj Institutions in three selected states namely Maharashtra, Gujarat and Rajasthan and found that adequate finances are not available for performing the functions allotted to the PRIs. They also noted that the GPs do not have the freedom to tap and utilize the resources according to their needs, nor do they have funds for discriminatory expenditure. It was mentioned that about 70 to 80 per cent of the grants were spent on establishment (salaries, maintenance, transport etc.) in all the three states. The study suggested that if PRIs were to be effective there was a need for greater delegation of powers in planning, utilization of resources and adequate administrative set up with greater control. There Vaddiraju and Mehrotra (2004) in their commentary argued that gram panchayats should be accountable to the Gram Sabha and suggested that strengthening people's participation in the Gram Sabha is a critical prerequisite for making panchayats accountable to people in the select locations of Andhra Pradesh. The findings depicted that the resources with the panchayats were limited and the grievances of the people were many. The authors concluded that PRIs operate in a complex

social environment and it was also found that caste, class and gender hierarchies have a crucial bearing on institutional processes and democratic practices. Jha (2004) reviewed the current status of functions transferred to PRIs in the wake of 73rd Amendment and examined whether the resources transferred to them were adequate to perform these functions and fulfill their responsibilities across different states. It was found that the responsibilities and functions carried out by PRIs at different levels show a distinct pattern across states. Gram Panchayats seemed to be active in most states. Panchayat Samitis (Block Panchayats) were highly dependent on state grants and most of their expenses were on salaries without leaving much resources for developmental activities. The author suggested that steps were required to make PRIs financially stronger to meet their needs. They needed better tax collection authority and capacity, more untied grants and help with improving accounting and record keeping. However, at the same time they also needed to work towards expenditure reform and vitalized service delivery.

Narayana (2005) analysed the functioning of the elected representatives at the GP level in Madhya Pradesh, Tamil Nadu and Kerala. The study focused on their responsibilities, covering their involvement in activities of Gram Panchayat and consultation with citizens. It was concluded in the study that the elected ward members of the Kerala state were well aware about their powers and responsibilities, but not in Madhya Pradesh and Tamil Nadu. It was also noted that panchayat presidents in the three states attended training classes, except for Women Sarpanches in Madhya Pradesh who were dependent on their sons, or husband to understanding the rules and procedures of PRIs. Membership of SHGs and political parties is an important additional factor as PRIs are often discussed in the meetings of these organizations. It was observed that the Madhya Pradesh and Tamil Nadu panchayats were perceived as agents of state governments, whereas in Kerala they were taken as local governments. In all three states, panchayat presidents understood the legislation better but planning for development was a far cry as little effort seemed to have gone into capacity building and devolution of powers and resources. Unless larger powers and resources were devolved and elected representatives were trained,

the dream of well-functioning local government would not be fulfilled.

Besley et al (2007) in their study based on a sample of 500 villages in the four southern Indian states of Andhra Pradesh, Karnataka, Kerala and Tamil Nadu, examined how the functioning of the Panchayat system mandated by the 73rd Amendment to the Constitution had an impact on the economic status of villages and the households. The study found that GPs, created by this massive experiment in democratic tilizingonon, have had an effect on the delivery of public services, for example, in the targeting of beneficiaries of welfare programmes, but also the positive outcomes are linked to the political elites thrown up by the system

A report by Guerrero et al. (2008) used findings from a mapping exercise of Bank-financed operations in Panchayati Raj Institutions, analyzed the public financial management and accountability (PFMA) and procurement arrangements to determine what has or has not worked well and whether they can be replicated or mainstreamed. The report also covered the efficiency issues of Panchayati Raj Institutions (PRIs) dealing with multiple financing sources with a resulting heavy-load of reporting requirements; the extent to which existing PRI systems are being utilized or could have been utilized, and the views of PRI staff. Palekar (2009) on the basis of review of various studies concluded that there is no doubt that the developmental programmes have not been tilizing through GPs fully, but it must be understood that it has many achievements to its credits in introducing the process of democratic seed drilling in the Indian soil, in bridging the gulf (gap) between the bureaucratic elite and the people in generating a new leadership, not relatively young, in age but pro-social change in outlook. Greater dynamism in rural areas will increase capabilities of the political system as a whole which, in turn, will increase the effectiveness of Panchyati Raj, as an instrument of tilizingon including economic development.

Garg and Thawani (2011), in their study examined the role of Panchayati Raj Institutions (PRIs) in Watershed Development Programme (WDP) with special reference to Songadh and Uchhal Taluka in Gujarat. It was observed in the study that the PRIs involvement at the organizational level was

limited as well as their role in the implementation of the programme was restricted to sanctioning and monitoring the work. It was found that work was mostly implemented by the adhoc manpower which were drawn largely from Self Help Groups. It was suggested that a permanent and separate unit with full time, experienced and qualified members with decent salaries should be appointed. It was suggested that in order to involve the PRIs in the WDP, Government should provide some incentives to PRIs to carry out the functions assigned to them. Further, the study advised that the guidelines should clearly specify the role, responsibility and coordination among PRIs and Watershed Institutions.

Rajasekhar and Manjula (2012) analysed the question of whether GPs can afford the provision of streetlight services. To address the question, data was collected from 5,212 GPs in Karnataka. A regression model worked out to analyse the factors influencing the affordability with the ratio of expenditure as a dependent variable. The author found that 67 per cent of GPs were provided with streetlights. It was also found that only 18.5 per cent of GPs in the State installed 10 to 15 streetlights for every 100 households at a distance of 35 metres between two light poles as per the norms. The authors concluded that the gram panchayats in Karnataka are provided with some untied grant, their expenditure autonomy relating to development is eroded due to high expenditure on the provision of services such as streetlights.

Gochhayat (2013) attempted to study the extent of the political participation of women in the functioning as well as the electoral process of panchayats and their problems in Hindol block of Dhenkanal district of Odisha. The study revealed that the participation of women in the functioning and the electoral process of panchayats were very disappointing. It was also concluded that some of them even were not aware the names of the political parties and they cast their votes by identifying the symbols of the political parties. A conservative approach for cultures, patriarchal society and low level of education are responsible for their backwardness.

Mondal et al. (2014) conducted a study covering 150 Gram Panchayat members, in Aila affected

areas of North and South 24 Pargana district of West Bengal. The results of the empirical study indicated that the main role of Gram panchayat in disaster management according to the performance are- arrangement of disaster shelters, arranging awareness camp, forecasting early warning system, repair of river embankment, protection of vulnerable groups of the people and providing relief materials. The comparative study found that hierarchy of role of gram panchayats in disaster management were repair of river embankment, arrangement of disaster shelters, forecasting early warning system, arranging awareness camp, protection of vulnerable groups of the people and providing relief materials. The study identified drinking water scarcity as the major problem of the affected area. Therefore, a sufficient number of tube-well should be erected through a soft loan scheme or non-refundable donation.

Sinha (2017) has conducted a study to assess the Utilization of FFC Grant across GPs in the context of Assam. Although People's participation in the preparation of GPDP and attendance in the Gram Sabha meetings are appreciable, the study highlighted that the GPs have not been adequately made aware of the guidelines of the FFC as a result of which a large number of the works were outside the purview of basic services. With respect to performance grant, out of 2200 GPs, only 1455 were eligible for receiving performance grant in the year 2016-17. The study also found that GPs have maintained their accounts properly. However, GPs were facing operational difficulties of accounts as they have to maintain five to six accounts. In this regard, it is suggested that all the accounts of GPs should be merged into one account and GPs may be asked to maintain separate heads under which they receive money. The study indicated that the idea of GPDP was to prepare a comprehensive development plan under GP converging resources from various sources. Moreover, the GPDP contained the list of works to be undertaken using the 14th Finance Commission and other sources. Nevertheless, in practice works were not converged in true spirit as expected. For example, many of the roads constructed under 14th Finance Commission could have been suitably done in convergence with the MGNREGAs but funds were not merged with other

schemes. It was also suggested in the study that GPs should be made aware about the guidelines of FFC funds and funds should not be exhausted only in the construction of capital intensive assets. Another study by Sinha (2018) to understand the people's participation in GPDP and GS carried out in five GPs of Gharaunda Block in Karnal district of Haryana. Study observed that the participation is one of the most important dimensions of good governance and has positive correlations with other dimensions such as transparency and accountability. It has the potential to not only deepen democracy but to strengthen good governance also. Study pointed out that only enabling legal framework does not ensure people's participation in rural local governance. It needs to be facilitated and triggered with conscious and planned activities. It is further pointed out that to enhance the participation of women in GPs, tilizing women SHGs to engage with GPs and GS could be an effective strategy. A multi-stakeholders collaboration involving community-based organisations (SHG federations, Nehru Yuva Kendras, sports club, water user groups etc.), Civil Society Organisations (NGOs, media and academics), Panchayats and administration is more likely to be effective in ensuring participation.

1.3. EVALUATION QUESTIONS AND OBJECTIVES

Against this background, this evaluation study examines the following questions:

- Are GPs aware about the amount of FFC grant that is given to them? Was grant utilized in time?
- Are GPs aware about the performance grant? Are they familiar about the guidelines to get performance grant?
- Are the grants received in time during the year? In how many installments were they received? In case of delay, how did it affect the works undertaken?
- Did the elected representatives in GPs get any training regarding the use of the grant?
- What kinds of activities (or works) were chosen in the projects? Were the works undertaken planned in the Gram Sabha? Did GPs participate for prioritizing the works undertaken?

- Are grants used for permissible work? Was any work undertaken that was not permissible?
- Were assets created perceived to be of good quality? Did GP get any technical support from the block level to create quality assets? How do people rate the benefits from the creation of these assets?
- Have assets created under FFC converged with that of other Central or State schemes? If yes, which schemes were undertaken with convergence? How the quality of assets created was viewed after convergence?
- Was the work monitored from time to time by any block or district level official?
- Are GPs equipped to deal with necessary accounting and related book keeping requirements?
- Are GP representatives aware of the Electronic Fund Management System (e-FMS) for accounting transactions? Do GPs aware and use Panchayati Raj Institutions Accounting Software (PRIA) for financial and inventory management? Did GPs get any training on how to use the software?
- Are utilized grants timely audited by any of the empaneled Cas/Auditors?

Given the above questions, the overall objective of this study is to examine the utilization and effectiveness of the FFC funds in the selected Gram Panchayats of 20 districts spread over 16 states. The study also examines the status of infrastructure of record keeping and training and the efforts taken to maintain visibility, accountability and transparency of the GP operational mechanism for utilization of FFC grant.

Further, the study assesses the efficacy of utilization of various departmental funds in the GPs which are associated with utilization of the FFC funds as well as to check whether 10 per cent of the grants allotted for maintenance and administration are utilized for these purposes. Availability of performance grants and utilization is also analyzed. In addition, verification of the use of PFMS/PRIA software for FFC funds transactions as well as perceptions on impact of expenditure on sanitation, health, education infrastructure etc. is attempted.

The specific objectives are as follows:

- To study the amount received under FFC grant and efficacy of utilization in various types of works with reference to basic services.
- To examine the effectiveness of GPs operational mechanism on the basis of plans for utilizing the FFC grants and on the basis of functions devolved to them.
- To assess the status of resource envelope of GPs including FFC, SFC Grants and other sources vis-à-vis expenditure planned and incurred.
- To study the status of infrastructure for record keeping, training of functionaries and actual implementation.
- To assess the effectiveness of the convergence of FFC grants with other schemes in the GPs (such as MGNREGA, NRLM, SBM (G)) if the effective utilisation of FFC Funds is linked.
- To examine the utilisation of 10 per cent grants allocated for maintenance and administrative purposes.
- To assess the use of performance grants, and their impact in GPs.
- To assess the efforts of GPs towards ensuring visibility, accountability and transparency towards FFC grants' utilisation.
- To verify the use of e-FMS/PRIA Software for FFC funds accounting transactions.
- To analyze the possible outcomes of expenditure in terms of sanitation, health, education, infrastructure, etc.
- In the light of the above analysis, to examine the various factors influencing the performance of GPs.
- Finally, to suggest measures to make the bottom up development process more sustainable and self-reliant.

1.4. METHODOLOGY

In consultation with the MoPR, this study has covered a total of 20 districts across 16 Indian states. The districts are selected randomly from each of the State. In case of Uttar Pradesh and Maharashtra, the districts were first stratified as per the region

(four regions in Uttar Pradesh and two regions in Maharashtra) and then randomly selected.

It may be noted that the selected districts exhibit diversified coverage from geographical, social and policy perspective. They cover several types of agro-climatic areas: plains, desert, hills, and flood-prone and coastal regions; four districts –Purnia, Ramgarh, Nuapada and Jaisalmer – are in the classification of 'aspirational districts' by the government which aim to improve the socio-economic status of the most backward regions, and two districts, Bemetara and Gomati, have been formed recently carving out from old ones.

Within districts, the blocks were stratified based on their development scores using in Mission Antyodaya GP indicators. The following GP indicators are used to compute the GP score for ranking purposes:

- Basic parameters such as irrigated area
- Key Infrastructure such as household engaged in non-farm activities, availability of banks, ATM, roads, public transports, internet I, electricity, PDS, markets, piped water, telephone services, kuccha wall & roofs, schools, educational centres, sub-centres, post office, veterinary clinic hospitals, drainage etc.
- Economic development and livelihoods such as availability of soil testing centres, government seed centres and fertilizer shops.
- Health, nutrition and sanitation such as availability of Anganwadi Centres, community wastes disposal system, bio gas, recycle of waste, open defecation free (ODF).
- Women Empowerment such as number of households mobilized into SHGs, Producer groups, supported by village based agriculture and livestock extension workers.
- Financial Inclusion such as number of SHGs accessed bank loans.

The weights for the above six parameters in GP score are as follows:

- Basic parameters: 4 per cent
- Key infrastructure parameters: 64 per cent
- Economic development and livelihood: 4 per cent
- Health, nutrition and sanitation: 18 per cent

- Women empowerment: 7 per cent
- Financial inclusion: 3 per cent

Maximum Score: 100 per cent

Selection of Blocks

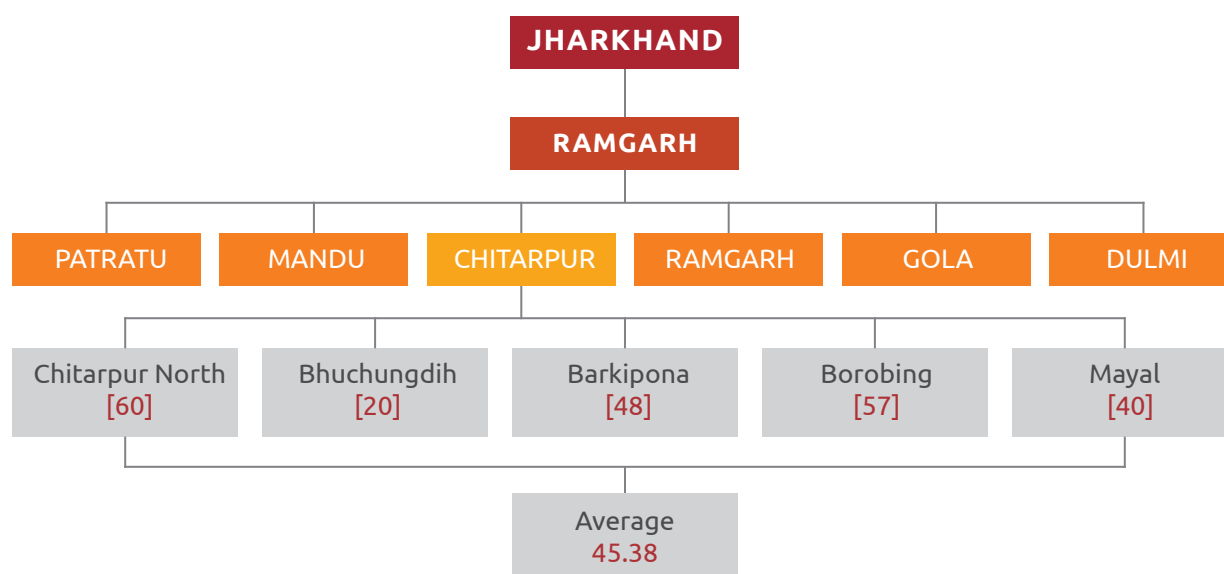
The average block level scores are calculated from the scores of GPs for the selection of blocks. The average scores of blocks are used to arrange all the blocks in the ascending order. Then, two blocks with highest and lowest average GP scores are selected for the evaluation. The list of selected blocks is presented in Table 1.1.

Selection of Gram Panchayats (GPs)

Within each selected block, the GPs are selected based on the GP score list. All the GPs from selected blocks are arranged in ascending order and are then divided into three equal groups. Further, one GP is selected randomly from each group for the field work. The list of selected GPs by population is presented in Table 1.1.

For more clarification of the criteria for selection of Blocks and Gram Panchayats an example given below for the Jharkhand State:

Criteria for selection of blocks



Criteria of selection of Gram Panchayats

Blocks	No. of GPs	Average GP Score
CHITARPUR(6716)	13	45.38
MANDU(3172)	36	44.22
PATRATU(3174)	41	43.15
RAMGARH(3175)	3	39.33
GOLA(3168)	21	38.33
DULMI(6717)	9	38.22

Block	Gram Panchayat	Score
CHITARPUR(6716)	CHITARPUR NORTH(113702)	60
	BOROBING(113699)	57
	CHITARPUR SOUTH(113703)	51
	SEWAI SOUTH(113721)	51
	CHITARPUR WEST(113704)	51
	CHITARPUR EAST(113701)	50
	BARKIPONA(113696)	48
	LARIKALAN(113714)	47
	MARANGMARCHA(113715)	44
	SUKRIGARHA(113727)	41
	MAYAL(113717)	40
	SEWAI NORTH(113720)	30
	BHUCHUNGDIH(113698)	20

Interview Schedules

Five schedules have been prepared considering the objectives of the study and these schedules are available from the authors on request.

Schedule A is structured to understand the functioning, monitoring mechanism of overall Panchayati Raj Institutions (PRI) in the selected district. It includes information on the various ways through which OSR is / may be generated in district, the role and responsibility of district and block officials to monitor, and to support the planning process of GPDP, and the convergence practices, guidelines issued by state government in regarding the utilization of FFC grants in the district. It helped us understand the similarities as well as different trajectories adopted by states.

Schedule B is devised for the President / Sarpanch / Mukhiya / Head of the Gram Panchayat. It collects information related to the assets available with GPs, ERs' training, funding allocation and awareness regarding FFC grants, the capacity building, and information on Gramodaya Sankalp Magazine, the process of Gram Sabha, solid waste management and audit mechanism. Information on the GPDP preparation and procedure followed as well the major stakes involved the due process was also gathered. General information regarding population, distance from block, and educational status of GP President were also collected.

Schedule C was prepared to collect secondary information regarding funds and its utilization. It gathers data on Own Source Revenue (OSR), FFC Grants' receipts and expenditure on various activities during 2015-16 to 2018-19. Data on capital and maintenance expenditure as well as operation and maintenance expenditure has been collected. Information about FFC grants installments enable us to understand the releasing process of FFC amount in selected state.

Schedule D was structured to provide responses on the following themes: household characteristics, respondent's characteristics, and information about the assets available in GPs, their utilization, quality, and maintenance; awareness regarding various funds, information related to Gram Sabha, satisfaction level of respondents in respect to

work done in GPs. It specifically asks a respondent if Gram Panchayat discusses the expenditure through FFC grants in gram Sabha and whether his / her suggestion was incorporated in GPDP by Gram Panchayat. To put it differently, it makes us understand to which extent the participatory planning is adopted in particular Gram Panchayat. Further it brings information on the impact of basic services that have been provided after year 2015. It enabled us to compare the two points in time the impact of these services in Gram Panchayat. Under 'household characteristics' we sought information on socio-economic characteristics of household members including, landholdings, information related to cooking, information about ration card; MGNREG and about 16 other assets (e.g. fan, cooler, AC, refrigerator, bed, mattress, chairs, table, wrist watch, watch, TV, computer/ laptop, bicycle, bike, car, tractor, thresher, pumping set, irrigated land, un-irrigated land) owned by household.

Schedule E provides the guidelines for conducting Focus Group Discussion in the community. The FGD consisted of 10-15 participants. The FGD was conducted across groups involving community members with varying socioeconomic background.

1.5. REPORT OUTLINE

The report is organized in nine chapters. Chapter 1 provides the background and objectives of the evaluation along with the methodology for the selection of the districts, blocks and GPs for the evaluation. Chapter 2 describes the socioeconomic background of the GP members, Gram Sabha participation and the training status of the GP President and other Elected Representatives (ERs). Chapter 3 presents an analysis of the receipt and utilization of the funds received by the GP through the FFC transfers. The chapter also highlights the key activities and works undertaken using the FFC funds.

Chapter 4 contains details regarding Gram Panchayat Development Plan formulation processes and work approval procedures. It compares the common protocols and outlines variations in practices across states. Chapter 5 analyses the data on GP office infrastructure including physical as well as operational infrastructure (particularly, IT related infrastructure).

Chapter 6 reports the information on receipt and awareness on Gramodaya Sankalp Magazine. It also provides information on other magazines available to the GPs. Further, it reports the feedback received from the GP President regarding the content and expectations from the magazine.

Chapter 7 documents the perception of the community members regarding functioning of the

GPs, awareness about FFC grants as well as the quality of the FFC fund based activities as well as its impact on the community and village development. Chapter 8 highlights some of the best practices across the various GPs visited during the evaluation study. Chapter 9 concludes with a set of recommendations for improving various aspects of GP functioning, particularly in relation to the FFC funds utilization.

Table 1.1: List of selected GPs, Blocks and Districts along with their Mission Antodaya Scores and Population

Sl. No.	State	District (LGD Code)	Block (LGD Code)	Gram Panchayat (LGD Code)	Antodaya Score	Population
1	Andhra Pradesh	Guntur (506)	Amaravathi (4923)	Lemalle (199949)	69	3279
				Unguturu (199958)	79	1993
				Malladi (199951)	83	2582
			Machavaram (4946)	Akurajupalli (200342)	45	2370
				Srirukminipuram (200353)	50	1329
				Pinnelli (200351)	59	9684
2	Assam	Tinsukia (302)	Guijan (2716)	Borguri (107692)	37	24414
				Guijan (107695)	40	18330
				Bozaltoli (107693)	49	21415
			Sadiya (2721)	Borjiya (107757)	25	6706
				Kundil (107761)	29	8206
				Rajgarh (107764)	41	8559
3	Bihar	Purnia (214) (PESA)	Srinagar (2009)	Sighia (99717)	41	12004
				Khutihaseeli (99715)	43	8400
				Garhiabaluwa (99710)	53	7000
			Amour (1996)	Bangramehandipur (99471)	19	1683
				Hafania (99480)	30	2563
				Khareya (99483)	35	2183
4	Chhattisgarh	Bemetara (650)	Bemetara (3630)	Charganwa (124127)	40	2157
				Bhoinabhata (124172)	50	1853
				Jewari (124146)	56	2452
			Nawagarh (3638)	Itai (263573)	26	1627
				Ganiya (124801)	42	1180
				Malda (124828)	47	1465
5	Gujarat	Junagadh (448)	Junagadh (4133)	Rupavati (159383)	62	594
				Vanandiya (159396)	65	427
				Bela (159350)	72	355
			Visavadar (4145)	Ishvariya (gir) (160068)	44	777
				Hadmatiya nana (160066)	51	540
				Jambala (160070)	63	857

Sl. No.	State	District (LGD Code)	Block (LGD Code)	Gram Panchayat (LGD Code)	Antodaya Score	Population
6	Jharkhand	Ramgarh (607)	Chitarpur (6716)	Bhuchungdih (113698)	20	6286
				Barkipona (113696)	48	6616
				Chitarpur north (113702)	60	7000
			Dulmi (6717)	Dulmi (113706)	36	5827
				Soso (113726)	39	6093
				Jamira (113709)	44	6035
7	Karnataka	Chikkamagaluru (532)	Koppa (5804)	Koppa (rural) (216908)	49	5356
				Marithotlu (andhagaru) (216909)	54	2640
				Niluvagilu (216911)	56	1313
			Sringeri (5807)	Kuthagodu (216962)	37	609
				Nemmaru (216965)	42	989
				Markal (kigga) (216963)	50	4535
8	Kerala	Kollam (559)	Kottarakkara (6004)	Veliyam (221336)	78	32030
				Neduvathur (221334)	80	35926
				Ezhukone (221331)	86	24251
			Ithikkara (6002)	Chirakkara (244116)	58	26205
				Chathannur (221324)	70	30516
				Kalluvathukkal (221325)	70	52541
9	West Bengal	Birbhum (307)	Bolpur-sriniketan (2827)	Sattore (108762)	52	22184
				Ruppur (108760)	54	34050
				Singhee (108764)	56	5723
			Mohammad bazar (2834)	Bharkata (108822)	34	19910
				Kapista (108828)	39	10375
				Gonpur (108826)	49	9012
10	Madhya Pradesh	Bhopal (396)	Phanda (3778)	Saistakhedi (134428)	45	1689
				Kodiya (134403)	46	2017
				Khajurisadak (134398)	55	2996
			Berasia (3777)	Megrakalan (134327)	25	1388
				Peepalkheda (134338)	45	1405
				Tarawalikalan (134354)	56	2711
11	Odisha	Nuapada (368)	Khariar (3532)	Chindaguda (120787)	21	2995
				Sunarisikuan (275685)	41	3000
				Chanabeda (275491)	54	4784
			Komna (3533)	Sialati (120819)	24	5033
				Lakhana (120812)	36	4655
				Tarbod (120823)	38	4114

Sl. No.	State	District (LGD Code)	Block (LGD Code)	Gram Panchayat (LGD Code)	Antodaya Score	Population
12	Rajasthan	Jaisalmer (103)	Jaisalmer (697)	Satyaya (38739)	18	4510
				Nachna (38732)	30	1722
				Chinnoo (38718)	44	2567
			Sankra (699)	Sanawara (262632)	28	3318
				Madhopura (262612)	32	3700
				Chhayan (38800)	47	5051
13	Tamil Nadu	Namakkal (580)	Elacipalayam (6239)	Kuppandalalayam (225982)	60	1462
				Bommampatti (225974)	69	4402
				87 goundampalayam (225971)	79	7788
			Kolli hills (6242)	Gundurnadu (226049)	42	3810
				Devannurnadu (226047)	54	2310
				Thinnanurnadu (226053)	62	4402
14	Tripura	Gomati (654)	Kakraban (2426)	Rani (104132)	46	2714
				Tulamura (104134)	57	3065
				Jamjuri(104124)	67	6643
			Amarpur (2423)	Debbari (104074)	43	1011
				West Dalak (104076)	48	1629
				East Rangamati (104078)	63	1152
15	Maharashtra	Amravati (468)	Chandurbz (4303)	Nanori (169709)	41	1084
				Lakhanwadi (169705)	53	1227
				Belaj (169670)	66	1505
			Dharni (4307)	Katkumbh (169949)	24	666
				Zilpi (169978)	41	987
				Chakarda (169924)	59	2332
		Raigad (491)	Murud (4531)	Talekhar (187063)	40	864
				Akdara (187051)	55	2112
			Sudhagad (4537)	Korli (187054)	67	2768
				Mahagaon (187382)	38	1890
				Ghotawade (187375)	43	1432
				Siddheshwar (187395)	50	887

Sl. No.	State	District (LGD Code)	Block (LGD Code)	Gram Panchayat (LGD Code)	Antodaya Score	Population
16	Uttar Pradesh	Mirzapur (170)	Majhawa (1405)	Gegrav (79697)	36	2100
				Sabesar (79717)	46	2500
				Bhainsa (79690)	57	4994
			Patehra (1409)	Kiraha (79977)	13	2019
				Hadaura (79948)	30	3444
				Pateharakalanurfkubari pate (79967)	62	6659
		Farrukhabad (141)	Mohamdabad (1099)	Kuberpurdugarsi (61692)	39	1414
				Achhrora (61655)	48	2026
				Sankisabasantpur (61721)	65	3779
			Rajepur (1101)	Tusaur (61862)	28	1722
				Kola sota (61838)	31	1856
		Lalitpur (161)	Bar (1323)	Jिताुली (61827)	43	3023
				Turka (75065)	36	4200
				Todi (75063)	43	4500
			Jakhaura (1325)	Banpur (75018)	60	13400
				Ghatwar (75151)	21	2400
				Tilhari (75199)	32	2488
		Amroha (154)	Gajraula (1254)	Kala pahar (271366)	49	2438
				Bhikanpurshumali (238732)	29	2015
				Ghasipura (265160)	48	1378
			Dhanaura (1253)	Mohammadabad (238760)	59	5065
				Lahadbar (238688)	33	3913
				Jujhailachak (264933)	42	1287
				Dehra chak (238672)	50	1971

Note: LGD Code in () parenthesis for the respective Districts, Blocks and GPs.

GP MEMBERS AND GRAM SABHA A PROFILE

02

2.1. GRAM PRADHAN AND ELECTED REPRESENTATIVES

The Head of the Gram Panchayat (GP) is designated as Sarpanch / Mukhiya / Pradhan / President in different states or region of the country. We use these designations interchangeably. Table 2.1 provides the profile of Pradhans in the selected GPs regarding education level, gender, category which he /she represents in the GP. In our sample, about 55 per cent GP presidents are women. Two thirds of the selected GPs (i.e. 80 out of 120) fall in the reserved category of which about 76 per cent GPs (i.e. 61 out of 80) are reserved for women heads.

12.5 per cent of the GP presidents had no formal education while another 12.5 per cent had completed primary education. 17.5 per cent presidents have completed education up to middle school education, 29.2 have passed either 10th or 12th. It is worth noting that as many as 28 per cent presidents have completed graduation.

The information regarding the elected members in the selected districts is reported in Table 2.2. Out of a total of 1593 elected members in all the selected districts, 52.7 per cent are female and 47.3 per cent are male members. The districts where the percentage of female members is higher than overall average of 52.7 per cent are: Bemetara (67.7 per cent), Junagadh (65.8 per cent), Bhopal (64.9 per cent), Nuapada (62.5 per cent), Kollam (58.2 per cent), Ramgarh (56.8 per cent), Raigad (54.9 per cent), Chikkamagaluru (53.7 per cent) and Amravati (52.9 per cent). The GPs in rest of the districts have percentages below the overall average of 52.7 per cent (Figure 2.1).

2.2. GRAM SABHA

The average number of Gram Sabha meetings per GP conducted in a year in the selected 6 GPs in a district is presented in Figure 2.2. The average number of Gram Sabha meetings varies from 2 to 8 meetings in the selected districts. For instance, the selected GPs of Ramgarh district have conducted the highest average number of Gram Sabha meetings (8 meetings) during 2018-19; whereas in the GPs of Birbhum district held the lowest (2 meetings) number of meetings.

These Gram Sabha meetings are important as it provides an opportunity to the local people to decide the developmental activities in their locality. In other words, these meetings have the potential to structure democratic institutions to ensure fair and efficient allocation of resources as per felt need of the society. It is worthwhile to mention here that according to the State Panchayati Raj Act, the Gram Sabha must meet at least two times in a year.

Table 2.1: Profile of GP Pradhan of the selected GPs across Districts, 2019

District	Sex		Education Level					GP Category		
	Male	Female	Illiterate	Primary	Up to 8 th	Up to 10 th	Up to 12 th	Graduate & Above	Reserved	Unreserved
Amravati (Maharashtra)	3	3	0	1	1	1	1	2	6	0
Amroha (Uttar Pradesh)	3	3	1	1	1	0	1	2	3	3
Bemetara (Chhattisgarh)	3	3	3	0	1	0	2	0	5	1
Bhopal (Madhya Pradesh)	3	3	2	1	2	0	0	1	4	2
Birbhum (West Bengal)	0	6	0	1	3	1	1	0	6	0
Chikkamagluru (Karnataka)	2	4	0	0	1	1	2	2	3	3
Farrukhabad (Uttar Pradesh)	3	3	0	0	2	2	0	2	2	4
Gomati (Tripura)	4	2	0	0	1	2	1	2	4	2
Guntur (Andhra Pradesh)	2	4	1	3	1	0	1	0	4	2
Jaisalmer (Rajasthan)	4	2	0	0	2	2	0	2	5	1
Junagad (Gujarat)	1	5	3	2	1	0	0	0	6	0
Kollam (Kerala)	1	5	0	0	0	0	2	4	5	1
Lalitpur (Uttar Pradesh)	3	3	2	2	0	1	0	1	4	2
Mirzapur (Uttar Pradesh)	4	2	0	1	2	2	0	1	4	2
Namakkal (Tamil Nadu)*	6	0	0	0	0	0	0	6	0	6
Nuapada (Odisha)	2	4	3	1	0	0	0	2	6	0
Purnia (Bihar)	3	3	0	0	1	2	2	1	3	3
Raigad (Maharashtra)	4	2	0	2	1	1	0	3	2	4
Ramgarh (Jharkhand)	0	6	0	1	1	2	0	2	5	1
Tinsukia (Assam)	3	3	0	0	0	3	2	1	3	3
Total number	54	66	15	15	21	20	15	34	80	40
Total %	45.0	55.0	12.5	12.5	17.5	16.7	12.5	28.3	66.7	33.3

Source: GP Survey, IEG 2019

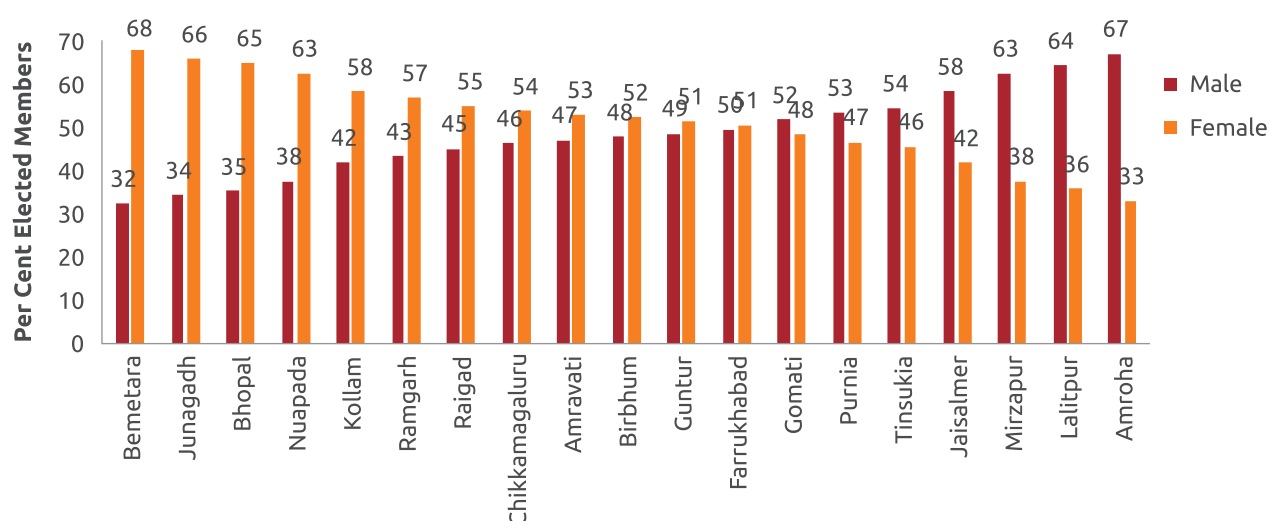


Figure 2.1: Gender of elected representatives across selected GPs, 2019

Source: GP Survey, IEG 2019

Note: GP elections were pending in Tamil Nadu at the time of the survey.

Table 2.2: Gender of elected representatives across selected GPs, 2019

District	State	Number	Male Per cent	Number	Female Per cent	Total Number
Amravati	Maharashtra	24	47.1	27	52.9	51
Amroha	Uttar Pradesh	51	67.1	25	32.9	76
Bemetara	Chhattisgarh	43	32.3	90	67.7	133
Birbhum	West Bengal	41	47.7	45	52.3	86
Bhopal	Madhya Pradesh	53	35.1	98	64.9	151
Chikkamagaluru	Karnataka	25	46.3	29	53.7	54
Farrukhabad	Uttar Pradesh	46	49.5	47	50.5	93
Guntur	Andhra Pradesh	35	48.6	37	51.4	72
Gomati	Tripura	31	51.7	29	48.3	60
Jaisalmer	Rajasthan	35	58.3	25	41.7	60
Junagadh	Gujarat	27	34.2	52	65.8	79
Kollam	Kerala	46	41.8	64	58.2	110
Lalitpur	Uttar Pradesh	54	64.3	30	35.7	84
Mirzapur	Uttar Pradesh	55	62.5	33	37.5	88
Nuapada	Odisha	30	37.5	50	62.5	80
Namakkal	Tamil Nadu	—	—	—	—	—
Purnia	Bihar	62	53.4	54	46.6	116
Ramgarh	Jharkhand	35	43.2	46	56.8	81
Raigad	Maharashtra	23	45.1	28	54.9	51
Tinsukia	Assam	37	54.4	31	45.6	68
All Districts	All States	753	47.3	840	52.7	1593

Source: GP Survey, IEG 2019

Note: GP elections were pending in Tamil Nadu at the time of the survey.



Figure 2.2: Average number of Gram Sabhas held per Gram Panchayat

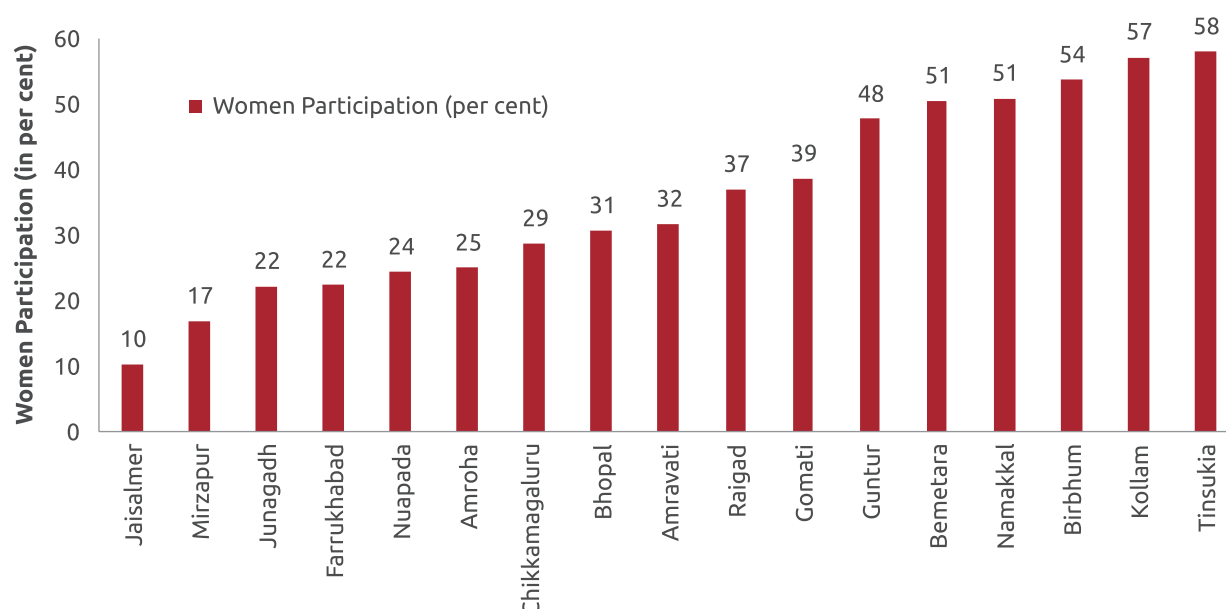


Figure 2.3: Women participation in Gram Sabha, 2018-19

Source: GP Survey, IEG 2019

Note: GP elections were pending in Tamil Nadu at the time of the survey. Based on 69 GPs across 20 districts. No data was available for any of the 6 selected GPs from Lalitpur, Purnia and Ramgarh districts.

In order to attract adequate participation, it is observed that the GPs in most of the districts have identified four important public holidays as preferred dates for the Gram Sabha meetings. They are- Republic Day (26th January), Labour Day (1st May), Independence Day (15th August) and Gandhi Jayanti (2nd October). However, GPs are free to conduct Gram Sabha on other dates according to convenience.

The information pertaining to the participation of people in Gram Sabha meetings is obtained for 69 GPs out of 120 GPs for 2018-19 in the selected GPs (Table 2.3 and Figure 2.2). The participation in the last Gram Sabha meeting was high in the GPs of Kerala (12,169 participants) and West Bengal (1,448 participants). None of the GPs in other districts have participation more than 1,000. However, the participation from less privileged sections of the society is also noticed in the Gram Sabha meeting across the districts.

Table 2.3: Participation in last Gram Sabha in selected GPs, 2018-19

Districts	State	Gram Sabha Participants			Total	% Women	GPs Data
		SC/ST	OBC	General			
Amravati	Maharashtra	170	152	94	416	31.7	6
Amroha	Uttar Pradesh	35	38	15	88	25	2
Bemetara	Chhattisgarh	28	59	20	107	50.5	4
Birbhum	West Bengal	793	242	413	1448	53.7	3
Bhopal	Madhya Pradesh	155	212	102	469	30.7	6
Chikkamagaluru	Karnataka	114	136	151	401	28.7	6
Farrukhabad	Uttar Pradesh	17	42	66	125	22.4	2
Guntur	Andhra Pradesh	81	67	47	195	47.7	3
Gomati	Tripura	436	122	291	849	38.6	5
Jaisalmer	Rajasthan	42	184	17	243	10.3	1
Junagadh	Gujarat	25	84	143	252	22.2	6
Kollam	Kerala	4133	1822	6214	12169	57.2	6
Lalitpur	Uttar Pradesh	NA	NA	NA	NA	NA	0
Mirzapur	Uttar Pradesh	486	263	80	829	16.9	2
Nuapada	Odisha	306	192	47	545	24.4	4
Namakkal	Tamil Nadu	434	56	332	822	50.9	6
Purnia	Bihar	NA	NA	NA	NA	NA	0
Ramgarh	Jharkhand	NA	NA	NA	NA	NA	0
Raigad	Maharashtra	111	173	157	441	37	6
Tinsukia	Assam	24	20	6	50	58	1
All Districts	All States	7390	3864	8195	19449	49.5	69

Source: GP Survey, IEG 2019

Note: GP elections were pending in Tamil Nadu at the time of the survey. Based on 69 GPs across 20 districts. No data was available for any of the 6 selected GPs from Lalitpur, Purnia and Ramgarh districts.

Further, 49.5 per cent of the female participated in the last Gram Sabha meeting (out of 19449 participants) in all the districts together. The female participation in Gram Sabha meetings were found lower in the GPs of following districts: Jaisalmer (10.3%), Mirzapur (16.9%), Junagadh (22.2%), Nuapada (24.4%), Farrukhabad (24.4%), Amroha (25.0%), Chikkamagaluru (28.7%), Bhopal (30.7%) and Amravati (31.7%).

It turned out from interactions with GP residents that communication of information to villagers regarding holding of Gram Sabha meetings is a critical factor determining attendance in the meeting. In order to ensure effective participation in the Gram Sabha, the members should be formally

and compulsorily informed at least a week before hand. It may be noted that the Secretary of the Gram Panchayat (who is not an elected person but is appointed by the government) is responsible for calling the meetings of the Gram Sabha and keep a record of the proceedings.

The significant participation of women in the Gram Sabha meeting is attributed to the concerted efforts taken by the women elected representatives in the GPs. This also pointed towards leadership capacities of female representatives and their ability to build interpersonal relations. It came out during the interaction with women participants in focused group discussions, though the women participation is increased in the Gram Sabha meetings motivated

especially by the women Self Help Groups but they are still often hesitant to actively participate in Gram Sabha.

2.3. CAPACITY BUILDING OF ELECTED REPRESENTATIVES

Elected representatives receive training in order to develop their capacities in governance and implementation of various developmental schemes and plans. Training related information of elected representatives is presented in Table 2.4. The total number of ERs who have been provided training in 120 GPs is 825, i.e. 8.7 per GP. GP wise data shows that out of 120, in 104 GPs, elected representatives have received training from the officials. Most of them have received training once in a year. Table 2.4 also provides information on average number of ERs receiving training, institutions providing training, and whether the training was received within 6 months of election of the ER.

The government has provision for capacity building of ERs to facilitate effective functioning of the GPs. On an average, 7 ERs per GP receive training for various components related to day-to-day management of the GP. It was noted that the lowest training number (about 3 ER per GP) was found in Raigad district followed by Amaravati (about 4 ER per GP). The highest numbers of ERs receiving training (18 ERs) was found in Kollam district of Kerala followed by Lalitpur with 11 members. Lowest number of training has been found in Purnia district where only 3 GPs reported that they had gone through any kind of training. The data was unavailable for Namakkal (Tamil Nadu) where elections have not been held since 2017-18.

The GP officials reported that the training frequency varies from monthly to annual. Trainings have been imparted at the State Rural Development Institutes, District or Block level local body offices etc. In some

cases, feedback received from block or district level officials in monthly meetings have been counted as training. Majority of GP representatives received training on roles and responsibilities of ERs, and formulation of plans. However, only about one third GP Presidents have received any training within 6 months of election. GPs in Purnia reported receiving training only once in the last five years. Apart from normal training, GP Presidents from Ezhukone and Neduvathoor GPs from Kollam and GP Presidents from Dulami and Jamira GP of Ramgarh have participated in exchange programme to visit another state.

Table 2.6 and 2.7 present the information regarding the mode and syllabus of training for ERs in selected GPs. It is found that classroom-based training, projector / PPT based training and focus group discussion-based training is provided to ERs. It is also reported that the training was given using participatory tools. For instance, the group was given some exercises and was asked to solve problems. Exposure visits were also conducted as a part of training thereby the governance and decision making would be improved. About 35% of ERs reported to have received a community-based training.

The syllabus of training covers Budget and Planning, Execution of projects, Cost efficiency, Transparency and accounting, Role and responsibility of elected members. Of the ERs who went for training, about 80% to 90% received training on these aspects. Data available indicated that only 40% of the ERs have gone through training covering the development planning and executions. About 30% of the ERs have received training related to computer application.

Table 2.8 shows awareness among GP Presidents about softwares used in the GPs. Awareness about GIS and PRIA softwares was the highest at 48-49% and that of Actionsoft is lowest at 30 per cent. Awareness about email and MS office use in GPs falls in between.

Table 2.4: Training of Elected Representatives (ERs) in selected GPs and Districts, 2018-19

District	State	Training received(GPs)			Frequency of Training (%)					ERs Trained
		No	Yes	Monthly	Quarterly	Bi-annually	Yearly	Once in 5 Years	Don't know	
Amravati	Maharashtra	1	5	0	0	20	80	0	0	26
Amroha	Uttar Pradesh	0	6	0	0	33.3	66.7	0	0	64
Bemetara	Chhattisgarh	0	6	0	16.7	0	83.3	0	0	50
Birbhum	West Bengal	0	6	0	16.7	33.3	50	0	0	61
Bhopal	Madhya Pradesh	0	6	0	33.3	16.7	50	0	0	37
Chikkamagaluru	Karnataka	0	6	50	33.3	0	16.7	0	0	37
Farrukhabad	Uttar Pradesh	2	4	0	25	25	50	0	0	29
Guntur	Andhra Pradesh	0	6	0	83.3	0	16.7	0	0	32
Gomati	Tripura	1	5	20	0	20	60	0	0	33
Jaisalmer	Rajasthan	1	5	0	0	0	80	0	20	19
Junagadh	Gujarat	2	4	0	0	25	75	0	0	31
Kollam	Kerala	0	6	0	33.3	16.7	50	0	0	110
Lalitpur	Uttar Pradesh	0	6	0	0	0	100	0	0	70
Mirzapur	Uttar Pradesh	0	6	0	16.7	33.3	50	0	0	57
Nuapada	Odisha	0	6	0	16.7	0	83.3	0	0	39
Namakkal	Tamil Nadu	NA	NA	NA	NA	NA	NA	NA	NA	NA
Purnia	Bihar	3	3	0	0	0	100	0	0	32
Ramgarh	Jharkhand	0	6	0	0	0	66.7	33.3	0	
Raigad	Maharashtra	0	6	0	33.3	16.7	50	0	0	45
Tinsukia	Assam	0	6	33.3	66.7	0	0	0	0	49
All Districts	All States	10	104	5.4	19.7	12.6	59.4	1.8	1.1	825

Source: GP Survey, IEG 2019

Note: GP elections were pending in Tamil Nadu at the time of the survey.

Table 2.5: Details regarding training of ERs for the formulation, implementation, and evaluation of development plans, 2018-19

Districts	GPs with ER Training	Frequency of training	Latest training	Average number of ERs trained per GP	Departments or Training Institutes	Status of training in first six months
Amravati	5	Yearly and Bi-annually	2018 and 2019	3.8	YASHADA and Panchayat Samiti / Block Panchayat	Conducted in 5 GP
Amroha	6	Yearly and Bi-annually	2018	10.7	Panchayatiraj Prashikshan Kendra, Didauli, Amroha, Jila Panchayat Sansadhan Kendra, Block Office,	Within 6 months, 3 days training
Bemetara	6	Yearly and Quarterly	2019	8.3	Zilla Panchayat Research Centre (DPRC), Bemetara	Within 6 months
Bhopal	6	Yearly, Bi-annually and Quarterly	2018 and 2019	6.2	District Training Institute, Patel Nagar and ISGP at Block Office	Within 6 months
Birbhum	6	Yearly, Bi-annually and Quarterly	2018	10.2	Janapad Panchayat and Khetriy Gramin Vikas	Within 6 months, 4 days training
Chikkamagluru	6	Monthly, Quarterly and Yearly	2019 and 2019	6.17	Abdul Nazeer Saab State Institute of Rural Development (ANSIRD)	Within 6 months
Farrukhabad	4	Yearly, Bi-annually and Quarterly	2019	7.25	District Panchayat Office, and Block Panchayat Office	Within 6 months
Gomati	6	Quarterly and Yearly	2019	5.33	Panchayat Raj Training Institution	Within 6 months, 3 days training
Guntur	5	Monthly, Bi-annually and Yearly	2017	6.6	SIRD, and Mandal Praza Parishad (MPP) Office, Machhavaram and Vijayawada	Within 6 months
Jaisalmer	5	Annually	2018 and 2019	4.75	Zila Parishad and Panchayat Samiti	NA
Junagad	4	Bi-annually and Yearly	2017-2018 and 2019	6.2	Gram Vikas Samiti	NA

Districts	GPs with ER Training	Frequency of training	Latest training	Average number of ERs trained per GP	Departments or Training Institutes	Status of training in first six months
Kollam	6	Yearly, Bi-annually, and Quarterly	2018 and 2019	18.33	Kerala Institute of Local Administration, Thrissur	Within 6 months
Lalitpur	6	Yearly	2018 and 2019	11.67	Zilla Gram Vikas Prashikshan Sansthan, Ronda	Within 6 months, 3 days training
Mirzapur	6	Yearly, Bi-annually, and Quarterly	2019	9.5	Zilla Panchayat Sansthan, Bhodasar, Mirzapur, and Gram Vikas Sansthan	Within 6 Months, 3 days training
Namakkal	NA	NA	NA	NA	NA	NA
Nuapada	6	Quarterly and Yearly	2017, 2018 and 2019	6.5	SIRD and DRDA	Within 6 months
Purnia	3	Yearly	2017 and 2019	10.66 (only 2 GPs provided data)	District Office and Block Office	After 6 months (once in 5 year)
Raigad	6	Yearly	2018-2019	2.75	YASHADA, and Block Panchayat Office	Within 6 months
Ramgarh	6	Quarterly Bi-annually Yearly	2018 and 2019	7.5	SIRD Hehal, and Kejariwal Institute of Management Studies (KIMS), Ranchi	After 6 Months
Tinsukia	6	Monthly, and Quarterly	2019	8.17	State Institute of Panchayat and Rural Development (SIPRD), Dibrugarh	Within 6 month

Source: GP Survey, IEG 2019

Notes: Guntur: GP election not taken place since August, 2018. Data related to Gram Pradhan training collected by previous Gram Pradhan; Jaisalmer: One GP Sarpanch had passed away hence information is not captured; Namakkal (Tamil Nadu): Elections had not been held from 2016-17 hence no trainings organized.

Table 2.6: Mode of training of the elected representatives from the GPs

Districts	Class room based training	Projector /PPT based training	Participatory tools	Practical training	Community based interaction	Exposure Visit	Focused Group Discussion
Amravati	✓	✓	✓	✓			✓
Amroha	✓	✓	✓				
Bemetara	✓	✓			✓	✓	✓
Bhopal	✓	✓	✓	✓	✓		✓
Birbhum	✓	✓	✓	✓			✓
Chikkamagluru		✓					✓
Farrukhabad	✓	✓					✓
Gomati	✓	✓	✓	✓	✓		✓
Guntur	✓	✓	✓	✓	✓		
Jaisalmer	✓	✓					
Junagad	✓	✓			✓		✓
Kollam	✓	✓	✓	✓		✓	✓
Lalitpur	✓	✓	✓	✓			✓
Mirzapur	✓	✓					✓
Namakkal	NA	NA	NA	NA	NA	NA	NA
Nuapada	✓	✓	✓	✓	✓	✓	✓
Purnia	✓						
Raigad	✓	✓	✓	✓			✓
Ramgarh	✓	✓	✓				
Tinsukia	✓	✓	✓	✓	✓	✓	✓
Total (in %)	90	90	60	50	35	20	70

Source: GP Survey, IEG 2019

Note: Namakkal (Tamil Nadu): Elections had not been held from 2017-18 hence no trainings organized.

Table 2.7: Syllabus of training of the elected representatives from the GPs

Districts	Budget and Planning	Execution of projects	Cost efficiency	Transparency and accounting	Role and responsibility of ER	Development planning and Execution	Computer Application
Amravati	✓	✓	✓	✓	✓		✓
Amroha	✓	✓	✓	✓	✓		
Bemetara	✓	✓	✓	✓	✓	✓	
Bhopal	✓	✓	✓	✓	✓	✓	
Birbhum	✓	✓	✓	✓	✓		
Chikkamagluru	✓	✓	✓	✓	✓		
Farrukhabad	✓	✓	✓	✓	✓	✓	
Gomati	✓	✓	✓	✓	✓	✓	✓
Guntur	✓	✓	✓	✓	✓	✓	✓
Jaisalmer		✓		✓	✓		
Junagad	✓	✓	✓	✓	✓	✓	
Kollam	✓	✓	✓	✓	✓		
Lalitpur	✓	✓	✓	✓	✓		✓
Mirzapur	✓	✓	✓	✓	✓	✓	
Namakkal	NA	NA	NA	NA	NA	NA	NA
Nuapada	✓	✓	✓	✓	✓	✓	✓
Purnia	✓				✓		
Raigad	✓	✓	✓	✓	✓		
Ramgarh	✓	✓	✓	✓	✓		
Tnsukia	✓	✓	✓	✓	✓	✓	✓
Total (in %)	85	85	80	85	90	40	30

Source: GP Survey, IEG 2019

Note: Namakkal (Tamil Nadu): Elections had not been held from 2017-18 hence no trainings organized.

Table 2.8: Awareness among GP Presidents regarding software, 2019

District	State	PRIASoft	Plan-Plus	GIS	Actionsoft	MS Office	Email
Amravati	Maharashtra	0	0	0	0	0	0
Amroha	Uttar Pradesh	5	5	5	4	3	3
Bemetara	Chhattisgarh	4	4	2	2	0	0
Bhopal	Madhya Pradesh	5	2	3	0	2	0
Birbhum	West Bengal	0	4	4	2	2	3
Chikkamagaluru	Karnataka	6	6	5	6	6	6
Farrukhabad	Uttar Pradesh	0	0	0	0	0	0
Gomati	Tripura	1	1	1	0	0	0
Guntur	Andhra Pradesh	6	6	5	6	6	6
Jaisalmer	Rajasthan	4	3	5	1	2	2
Junagadh	Gujarat	1	3	2	0	3	2
Kollam	Kerala	0	0	3	0	6	6
Lalitpur	Uttar Pradesh	3	3	2	1	0	0
Mirzapur	Uttar Pradesh	4	4	4	2	1	2
Namakkal	Tamil Nadu	6	6	6	6	6	6
Nuapada	Odisha	6	6	4	2	3	2
Purnia	Bihar	0	1	1	0	1	1
Raigad	Maharashtra	0	1	0	1	2	1
Ramgarh	Jharkhand	2	2	3	0	2	1
Tinsukia	Assam	5	4	4	3	4	4
All		58(48%)	61 (51%)	59 (49%)	36 (30%)	49 (41%)	45 (38%)

Source: GP Survey, IEG 2019

FFC GRANTS TO GRAM PANCHAYATS TRANSFERS AND UTILIZATION

03

3.1. BASIC GRANT RECEIPTS

The FFC has recommended two components viz. Basic Grant and Performance Grant for transfer of funds to the GPs in the ratio 90:10 respectively. The distribution of FFC grants among GPs is to be carried out as per State finance Commission's (SFC) norms where available. Otherwise, the grant is distributed on the basis of population and geographical area (90 per cent and 10 per cent weights, respectively).

Table 3.1 provides the details regarding the transfer of FFC Basic Grants in the selected districts. 114 GPs have received FFC grant amounting to Rs. 9855.1 lakhs during 2015-16 to 2018-19. On an average a GP received Rs 172.8 Lakh over the 4 years in the sample. Six selected Gram Panchayats in Kollam and Birbhum each received Rs.1990 lakhs and Rs.1696 lakhs respectively. Gram Panchayats in the Junagadh, Amravati, Raigad, Gomati, and Bemetara received less than Rs. 200 lakhs during the above-mentioned period. The transfers to GPs increased from 2015-16 and peaked in 2017-18. About 37% of the total transfers during the period 2015-16 to 2018-19 were observed in the year 2017-18.

GPs in Purnia district did not have adequate documentation information on receipts for sharing at the time of the field work. Mukhijas of GPs in Bihar stated that their power to spend FFC amounts on developmental activities has been curtailed by the State government since 80% of FFC grant is transferred to Mukhya Mantri Nishchay Yojana (MMNY) and the amount is deposited into GP ward members' accounts. In this process Mukhijas role is limited to carry out 20% of the FFC grant. Since the

Panchayat Grants given to several account holders, the account keeping is very complicated and not properly maintained. We understand that this is the main reason why Panchayat level data is unavailable in Bihar.

3.2. PERFORMANCE GRANT RECEIPTS

About 46 GPs had been eligible for and received the Performance Grant in 2016-17. However, the number of eligible GPs has drastically declined to 36 and 8 in 2017-18 and 2018-19 respectively. The decline in Performance grants is mainly due the requirement to fulfill a) 5 % increment in OSR, b) submission of audit report.

All six selected GPs in Amravati, Namakkal, and Raigad had received the performance Grants in 2016-17 whereas all six GPs in Bemetara, Gomati, and Guntur had been eligible for performance Grant in 2017-18 (Table 3.2). The total amount received as a Performance grant had been increased from Rs. 163.7 lakhs in 2016-17, to Rs. 211.5 lakh in 2017-18 and then declined to only 83.4 lakhs in 2018-19.

Similar to the pattern observed in release of basic grant, it is noted that the amount of performance grant receipt by GPs is higher in the financial year 2017-18. About 45 per cent of the performance grant during the financial years 2016-17 to 2018-19 was received during the year 2017-18.

Table 3.1: FFC transfers to six selected GPs by districts, 2015-16 to 2019-20 (Rs. Lakh)

District	State	2015-16	2016-17	2017-18	2018-19	2019-20*	2015-19
Amravati	Maharashtra	29	40.1	46.3	39.2	27	154.6
Amroha	Uttar Pradesh	24.8	55.2	67.4	105.7	0	253.1
Bemetara	Chhattisgarh	16	44.2	50.3	59.1	7.5	169.6
Bhopal	Madhya Pradesh	24.1	54.7	58.9	62.7	41.2	200.4
Birbhum	West Bengal	132.2	115.2	888	545.9	0	1679.8
Chikkamagaluru	Karnataka	34.2	76.4	78.8	103.6	93.9	292.9
Farrukhabad	Uttar Pradesh	37.6	50.3	54	90	34	231.9
Gomati	Tripura	29.5	40.7	50.4	54.7	22.8	175.2
Guntur	Andhra Pradesh	58.3	76.5	97.2	56.6	0	288.7
Jaisalmer	Rajasthan	213.6	308.5	722.4	257.5	220.4	1502.1
Junagadh	Gujarat	9.5	11.9	14.3	16.6	6.5	52.3
Kollam	Kerala	371.4	488.6	615.1	514.8	667.8	1990
Lalitpur	Uttar Pradesh	46.2	100.6	145.4	233.1	60.2	525.2
Mirzapur	Uttar Pradesh	35.3	65.2	86.1	147.1	26.3	333.7
Namakkal	Tamil Nadu	59.1	52.4	83.7	91.01	0	286.2
Nuapada	Odisha	59.3	79.7	116.4	139.1	98.8	394.5
Purnia	Bihar	—	—	—	—	—	—
Raigad	Maharashtra	26.2	30.3	58.3	33.4	0	148.2
Ramgarh	Jharkhand	21.5	145.9	184	70	27.8	421.4
Tinsukia	Assam	220.7	300.3	282.9	0	0	803.9
All	All	1448.5	2136.8	3699.9	2620.1	1334.2	9903.7

Source: GP Survey, IEG 2019

Note: Data for Purnia was not available during the field visit.

*2019-20: Information on receipt of first installment for the financial year is provided.

Table 3.2: Transfer of Performance grants to 6 selected GPs according to districts, 2016-17 to 2018-19

District	State	Number of GPs (out of 6)			Amount Received (in Lakh)		
		2016-17	2017-18	2018-19	2016-17	2017-18	2018-19
Amravati	Maharashtra	6	0	0	9.7	0	0
Amroha	Uttar Pradesh	0	0	0	0	0	0
Bemetara	Chhattisgarh	0	6	0	0	5.2	0
Bhopal	Madhya Pradesh	5	1	0	7.5	1.2	0
Birbhum	West Bengal	3	3	0	17.7	52.6	0
Chikkamagaluru	Karnataka	3	1	3	5.9	0.4	22.3
Farrukhabad	Uttar Pradesh	0	1	1	0	3.8	6.4
Gomati	Tripura	4	6	0	9.9	5.6	0
Guntur	Andhra Pradesh	1	6	2	1.8	11.9	4.4
Jaisalmer	Rajasthan	3	0	0	25.5	0	0
Junagadh	Gujarat	3	0	0	4.1	0	4.6
Kollam	Kerala	1	3	2	12.9	44.9	45.8
Lalitpur	Uttar Pradesh	0	0	0	0	0	0
Mirzapur	Uttar Pradesh	0	0	0	0	0	0
Namakkal	Tamil Nadu	6	3	0	22.6	30.7	0
Nuapada	Odisha	0	2	0	0	15.4	0
Purnia	Bihar	—	—	—	—	—	—
Raigad	Maharashtra	6	0	0	5.8	0	0
Ramgarh	Jharkhand	1	0	0	13.8	0	0
Tinsukia	Assam	4	4	0	37.1	39.8	0
All	All	46	36	8	174.3	211.5	83.5

Source: GP Survey, IEG 2019

Note: Data for Purnia was not available during the field visit.

3.3. UTILIZATION OF FFC GRANT

The expenditure through FFC grants is presented in Table 3.3. Total expenditure incurred through FFC grants is Rs. 7752 Lakh in all 19 districts from 2015-16 to 2018-19. Table 3.4 shows the percentage utilization of FFC grants from 2015-16 to 2018-19 and exhibits that about 78 % of FFC grants have been utilized during four years in the selected GPs. The percentage utilization of FFC grants shows an increasing trend from 2015-16 to 2018-19 (except for 2017-18) ranging from 72 % to 105 % during these years. The variation in utilization rate was large in the first year of FFC grant. GPs in Bhopal, Gomati, Kollam, Raigad and Tinsukia showed higher than average utilization rate of 72 % in the first year 2015-16. The variation across district in utilization rate has decreased in later years.

The less utilization in the first year in the majority of GPs is due to the lack of awareness, the time taken to understand the guidelines and the selection of works. However, thereafter utilization rate got momentum and began to increase. GPs in Bemetara, Chikkamagaluru, Tinsukia and Namakkal showed less than 70 % utilization till 2018-19. Low utilization was found to be due to several reasons such as geographical and climatic constraints, social conflict in GPs, and capping on the expenditure on certain activities laid down by state governments.

However, interaction with officials and ERs in low utilization districts suggests that these GPs will utilize the unspent amount in the activities listed in their respective GPDs in 2019-20.

3.4. ACTIVITY-SPECIFIC EXPENDITURE

Table 3.5 and 3.6 present the top major three activities undertaken through FFC grants. There are two activities: a) Road construction and maintenance and b) drinking water that emerge as the first major activities in 13 and 6 districts respectively. Similarly, 7 activities turn out as second major activities; these are road, drinking water, streetlights, health and sanitation, others, and operation and maintenance. Top major three activities account for more than 60% expenditure from FFC grants except in the districts

of Amravati and Raigad where the corresponding expenditure is 51 and 58 percentage respectively. Activity-wise expenditure is briefly summarized below.

A. Road

As explained above the road is major activity done through FFC grants, majority of GPs spend substantive amount on it. It covers maintenance and construction of CC road, Kuccha roads, construction of paver blocks, etc. It is noted that GPs in Bhopal district spent as much as 89% of FFC grants on roads followed by the GPs in Lalitpur and Birbhum with 69 % and 63 % respectively. On the other hand, Nuapada and Namakkal spend only 6.1 % and 5.7 % on the road respectively (Fig 3.1).

B. Drinking Water

Expenditure on drinking water turns out to be one of the second major activities carried out from FFC grants in the sample. GPs in Namakkal spent 60% of their FFC grants on water while GPs in Bemetara, Jaisalmer, Guntur, and Nuapada spent on it ranging from 36 % to 32%. GPs in Bhopal district spent the least amount of 0.4 % on drinking water (Fig 3.2).

C. Streetlight

Expenditure incurred on the installation of streetlights is second major activity in the sample. Selected GPs in Amravati have spent about 15.7 % of FFC grants on streetlight provisioning followed by Ramargh, Kollam and Mirzapur where expenditure was 14.7%, 13.8 % and 10.4 % respectively. No expenditure was incurred on streetlight installation in the selected GPs of Jaisalmer (Fig 3.4).

D. Health and sanitation

Expenditure on health and sanitation is found highest in the GPs of Jaisalmer district with 26% of total expenditure. GPs in Bhopal district are found to be spending miniscule expenditure on health and sanitation from FFC grants (Fig 3.3).

Table 3.3: Expenditure of FFC grants across selected GPs, 2015-16 to 2018-19 (Rs. Lakh)

District	State	2015-16	2016-17	2017-18	2018-19	Total
Amravati	Maharashtra	5.2	32.1	33.2	39.8	110.2
Amroha	Uttar Pradesh	0	56.6	63.8	124	244.4
Bemetara	Chhattisgarh	3.1	16.3	42.9	33.1	95.4
Bhopal	Madhya Pradesh	23.4	41.5	83	76.6	224.4
Birbhum	West Bengal	67.8	64.1	621.5	616.6	1368.1
Chikkamagaluru	Karnataka	14.1	56.8	47.8	29.4	148
Farrukhabad	Uttar Pradesh	2.9	35.9	46.2	93.2	178.2
Gomati	Tripura	25.3	36.6	42.8	49.1	153.8
Guntur	Andhra Pradesh	23.7	55.6	64.1	93.6	237
Jaisalmer	Rajasthan	140.8	257.8	286.8	286.9	972.3
Junagadh	Gujarat	3.9	8.6	13.9	16.6	43
Kollam	Kerala	415.9	389.5	490.3	499.5	1795.1
Lalitpur	Uttar Pradesh	6.8	103.3	95.5	264.6	470.2
Mirzapur	Uttar Pradesh	8.4	33.8	94.5	206.4	343
Namakkal	Tamil Nadu	37.9	47.2	18.1	47.9	151.1
Nuapada	Odisha	36.5	81.4	118.2	110.5	346.6
Purnia	Bihar	—	—	—	—	—
Raigad	Maharashtra	20.4	23.1	35.8	32	111.3
Ramgarh	Jharkhand	4.5	101.2	120.6	144.1	370.3
Tinsukia	Assam	204.2	184.7	0.8	0	389.7
All	All	1044.8	1626.1	2319.8	2763.9	7752.1

Source: GP Survey, IEG 2019

Note: Data for Purnia was not available during the field visit.

Table 3.4: Utilization (per cent) of FFC grants of selected GPs, 2015-16 to 2018-19

District	State	2015-16	2016-17	2017-18	2018-19	Total
Amravati	Maharashtra	17.4	80	71.8	101.4	70.7
Amroha	Uttar Pradesh	0	102.5	94.6	117.3	96.5
Bemetara	Chhattisgarh	29.1	67.3	129.2	106.1	95.6
Bhopal	Madhya Pradesh	96.8	75.9	141.1	122	112.0*
Birbhum	West Bengal	51.3	55.7	70	112.6	81.4
Chikkamagaluru	Karnataka	41.3	74.3	60.7	28.4	50.9
Farrukhabad	Uttar Pradesh	7.6	71.4	85.6	103.5	76.8
Gomati	Tripura	85.9	89.8	85	89.9	87.8
Guntur	Andhra Pradesh	40.7	72.7	65.9	165.2	82.1
Jaisalmer	Rajasthan	65.9	83.6	39.7	111.4	64.7
Junagadh	Gujarat	41.1	72.4	97	99.8	82.1
Kollam	Kerala	102.8	78.9	78.9	94.7	87.5
Lalitpur	Uttar Pradesh	14.7	102.7	65.7	113.5	89.5
Mirzapur	Uttar Pradesh	23.7	51.8	109.7	140.3	102.8*
Namakkal	Tamil Nadu	64.1	90.2	21.6	52.7	52.8
Nuapada	Odisha	41.4	93.9	93.9	83.4	82.3
Purnia	Bihar	—	—	—	—	—
Raigad	Maharashtra	77.9	76.4	61.4	95.6	75.1
Ramgarh	Jharkhand	20.9	69.3	65.5	205.9	87.9
Tinsukia	Assam	92.5	61.5	0.3	0	48.5
All	All	72.1	76.1	62.7	105.4	78.3

Source: GP Survey, IEG 2019

Note: Data for Purnia was not available during the field visit.

E. Rural Housing

Rural housing refers to renovation and whitewash of government buildings and boundary wall etc. It seems that GPs in Amravati and Kollam districts spent more than 10 % of FFC grants on it. No expenditure on rural housing was incurred by the GPs in Farrukhabad and Namakkal (Fig 3.5).

F. Minor irrigation

Activities such as pond digging and beautification come under minor irrigation. The GPs in Bemetara and Namakkal had spent almost 11% and 9% FFC amount respectively on it. However, GPs in Farrukhabad, Bhopal, Junagadh, Lalitpur, Amroha, Raigad, Chikkamagalur, and Jaisalmer did not spend any amount on minor irrigation. Expenditure on minor irrigation has mostly taken place where GP owned a pond.

G. Education

The highest expenditure on education is incurred in GPs of Farrukhabad (13.7%) which is followed by GPs in Amravati, and Raigad with 11.8% and 7.7%, respectively. Expenditure on Renovation of school buildings, compound wall construction, E-material such as computer, LED TV and other furniture comes under educational expenditure.

H. Women and Child development

Expenditure incurred in the construction and renovation of Anganwadi centre, providing them minor equipment, furniture, and playing goods are considered as expenditure on women and child development. GPs in Amravati have spent 7.3 % of FFC grants on it. GPs in Kollam, Raigad, Tinsukia, Namakkal and Gomati spent about 1 to 4 % on WCD.

Table 3.5: Three major activities undertaken through FFC grants in the 6 selected GPs according to districts, 2015-16 to 2018-19

District	State	Top Three Activities			Total on 3 major activities %			
		Activities	%	In %				
Amravati	Maharashtra	Drinking water	20.5	Streetlight	15.7	Rural housing	15.1	51.3
Amroha	Uttar Pradesh	Road	62.4	Streetlight	9.0	Drinking water	8.5	79.9
Bemetara	Chhattisgarh	Drinking water	36.2	Health & sanitation	23.0	Minor irrigation	11.5	70.7
Bhopal	Madhya Pradesh	Road	89.0	O&M	3.5	Others	2.1	94.6
Birbhum	West Bengal	Road	69.2	Drinking water	10.9	Health & sanitation	6.7	86.9
Chikkamagaluru	Karnataka	Road	41.5	Drinking water	25.0	Health & sanitation	13.7	80.2
Farrukhabad	Uttar Pradesh	Road	53.0	Health & sanitation	17.0	Education	13.7	83.7
Gomati	Tripura	Road	39.9	Others	19.1	Drinking water	18.5	77.5
Guntur	Andhra Pradesh	Road	46.1	Drinking water	32.3	Health & sanitation	7.6	86.0
Jaisalmer	Rajasthan	Drinking water	33.4	Health & sanitation	26.2	Rural housing	4.5	64.1
Junagadh	Gujarat	Road	62.8	Drinking water	19.9	Social welfare	9.0	91.7
Kollam	Kerala	Road	53.1	Streetlight	13.8	Building	10.5	77.5
Lalitpur	Uttar Pradesh	Road	74.1	Drinking water	8.7	Health & sanitation	6.5	89.3
Mirzapur	Uttar Pradesh	Road	35.8	Health & sanitation	19.6	Drinking water	18.3	73.7
Namakkal	Tamil Nadu	Drinking water	60.1	Others	12.3	Minor irrigation	9.2	81.6
Nuapada	Odisha	Drinking water	32.0	Maintenance community system	18.4	O&M	10.1	60.5
Purnia	Bihar	—	—	—	—	—	—	—
Raigad	Maharashtra	Drinking water	27.1	Road	17.0	Health & sanitation	13.8	57.9
Ramgarh	Jharkhand	Road	36.0	Streetlight	14.7	Drinking water	13.6	64.3
Tinsukia	Assam	Road	31.3	Health & sanitation	17.0	Maintenance community system	17.2	65.5

Source: GP Survey, IEG 2019

Note: Data for Purnia was not available during the field visit

Table 3.6: Count of districts with information on three major expenditure heads through FFC grants, 2015-16 to 2018-19

Activities	1st Major Activity	2nd Major Activity	3rd Major Activity
Road	13	2	0
Drinking water	6	5	4
Rural electrification (Streetlight)	0	4	0
Health & sanitation	0	4	6
Maintenance community system	0	1	1
Minor irrigation	0	0	2
Education	0	0	1
Others	0	2	1
Operations and Maintenance	0	1	2
Rural housing	0	0	2

Source: GP Survey, IEG 2019

Note: Data for Purnia was not available during the field visit

Table 3.7: GP Expenditure on different items by Gender of Sarpanch, 2015-16 to 2018-19 (Rs. Lakh).

Activities	Male Headed GPs	Female Headed GPs
Road	17.7	60.8
Minor irrigation	0.7	0.9
Streetlight	2.2	6.5
Rural housing	2.3	5.0
Drinking water	11.3	13.6
Health and sanitation	7.9	7.5
Education	0.8	1.8
Social welfare	1.9	1.8
Women and Child Development	1.0	1.1
Maintenance of Community System	2.1	2.4
Administrative	0.6	1.3
Social forestry	0.2	0.1
Others	1.3	4.2
Operations and Maintenance	0.5	1.3
Total Expenditure	48.6	83.9

Source: GP Survey, IEG 2019

Note: Data for Purnia was not available during the field visit

An analysis of percentage of utilization of FFC grants according to the gender of GP head is shown in Table 3.7 provides average expenditure on the activities. Female headed GPs on an average spent Rs.84 lakh expenditure over 4 years while male headed GPs spent Rs.48.6 lakh. Thus, total utilization is higher where GP is headed by female than in male headed GPs. Female headed GPs have more expenditure on all activities except for health and sanitation which is relatively higher than male headed GPs.

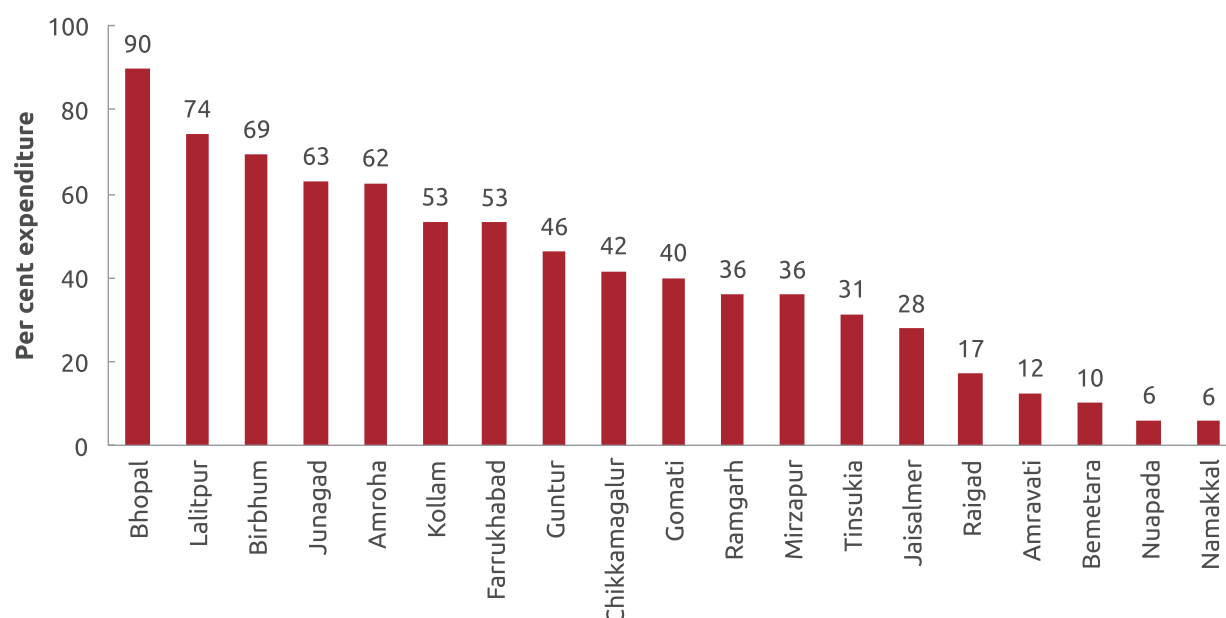


Figure 3.1: Expenditure on Road in 2015-16 to 2018-19 (%)

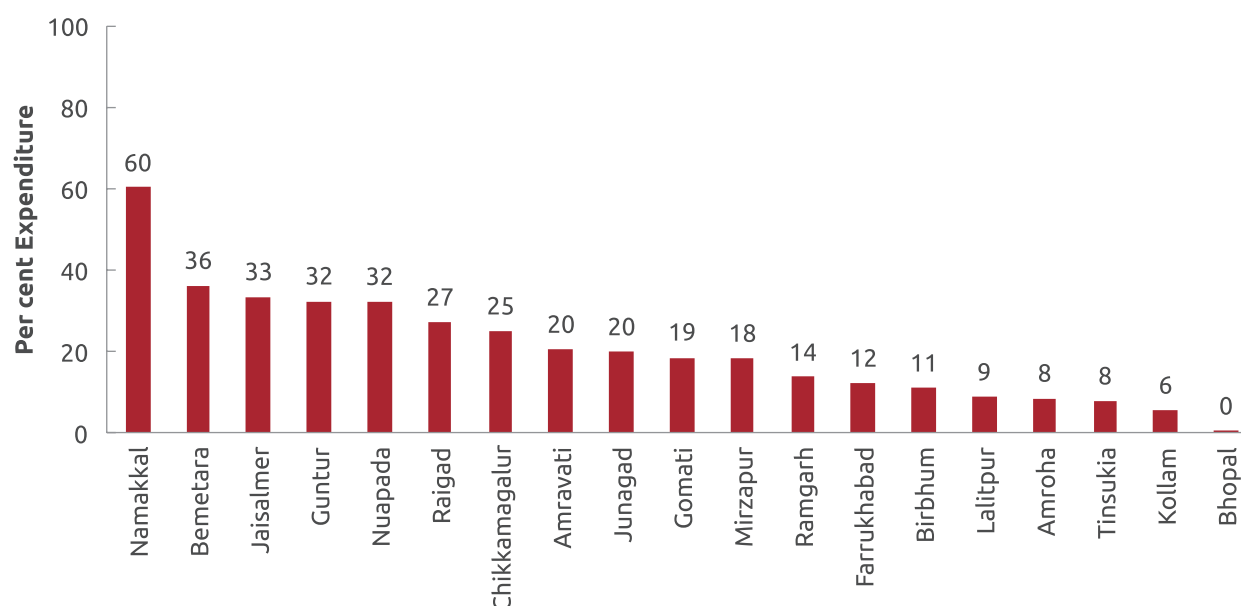


Figure 3.2: Expenditure on Drinking Water in 2015-16 to 2018-19 (%)

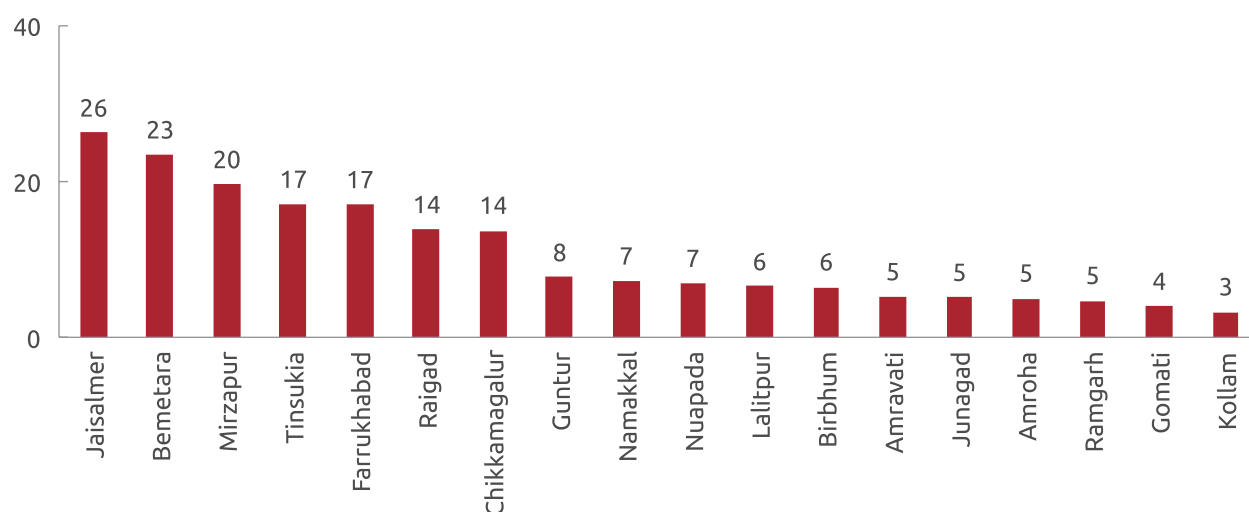


Figure 3.3: Expenditure on Health and Sanitation in 2015-16 to 2018-19 (%)

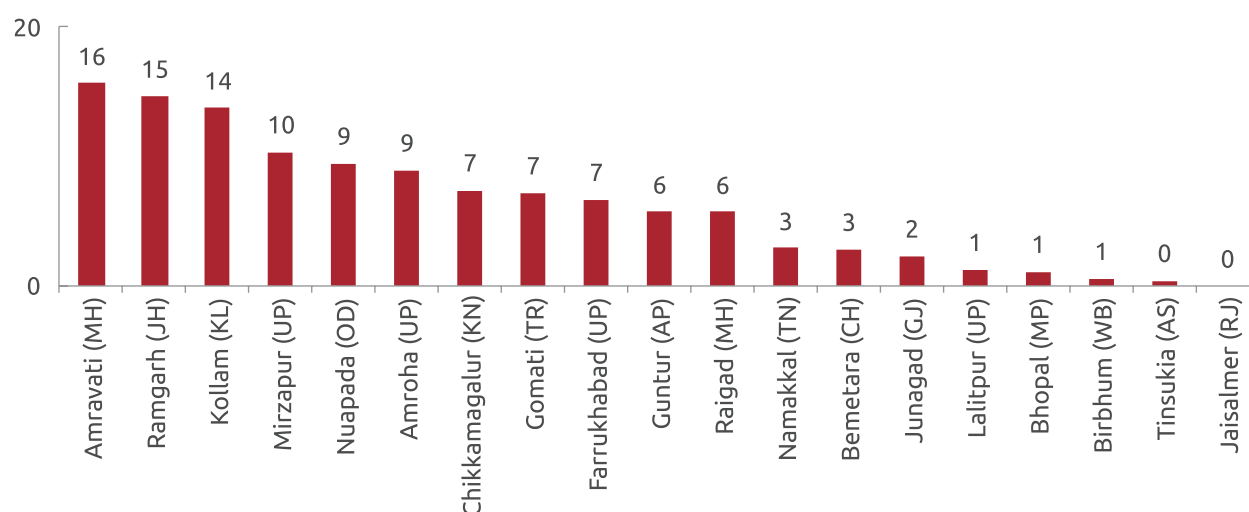


Figure 3.4: Expenditure on Streetlights in 2015-16 to 2018-19 (%)

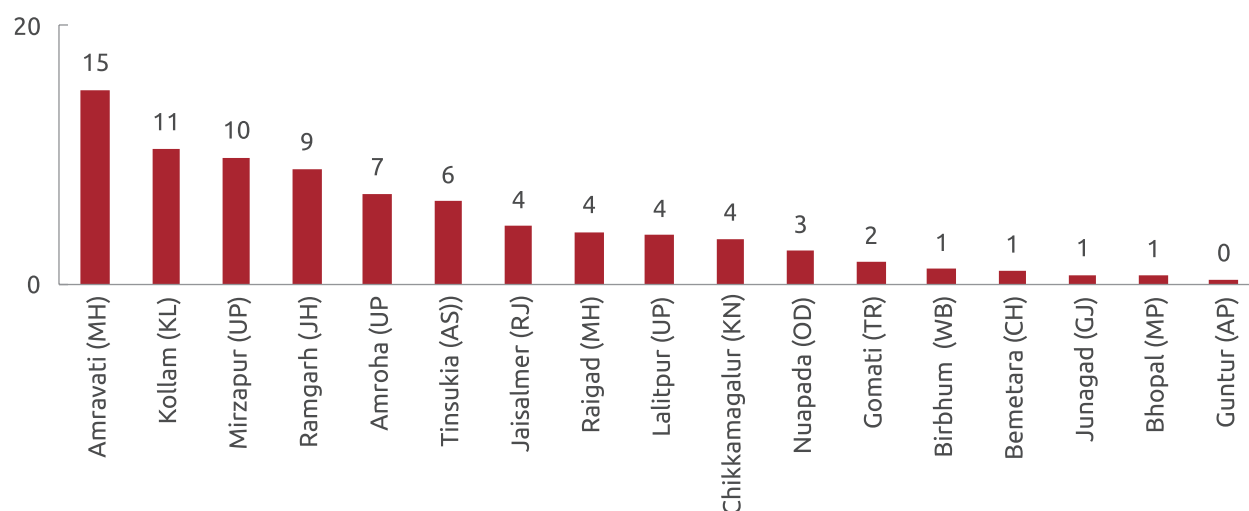


Figure 3.5: Expenditure on Rural Housing/ Building for common purposes in 2015-16 to 2018-19 (%)

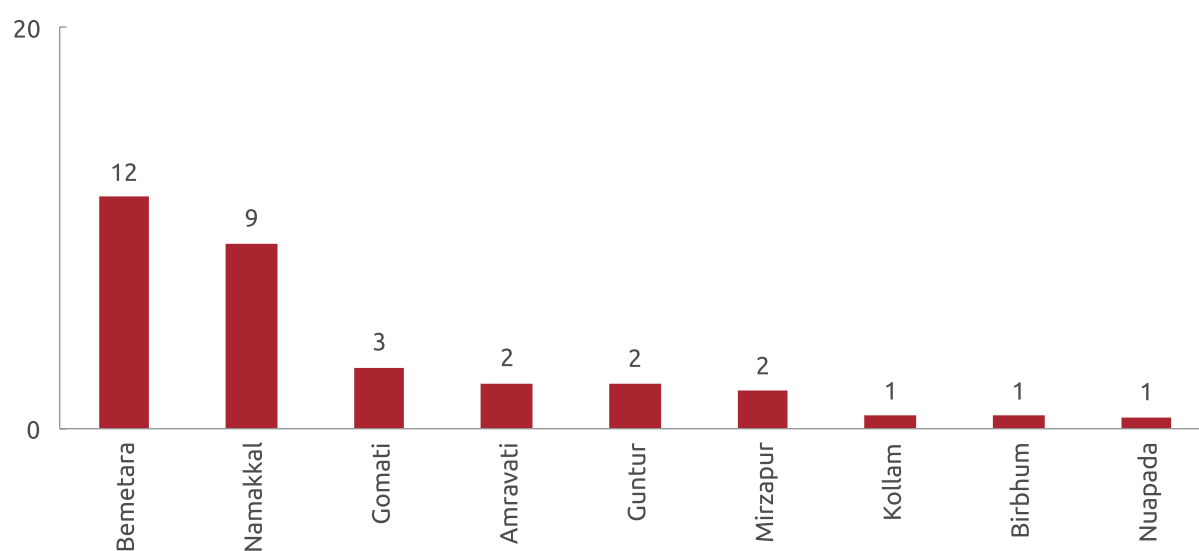


Figure 3.6: Expenditure on Minor irrigation in 2015-16 to 2018-19 (%)



Figure 3.7: Expenditure on Education 2015-16 to 2018-19 (%)

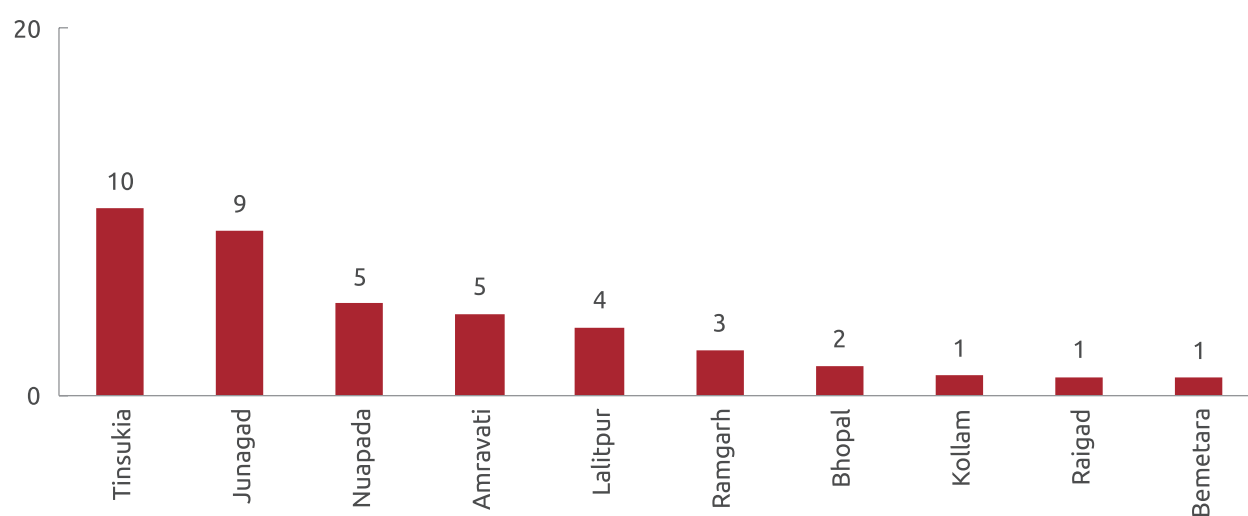


Figure 3.8: Expenditure on Social Welfare 2015-16 to 2018-19 (%)

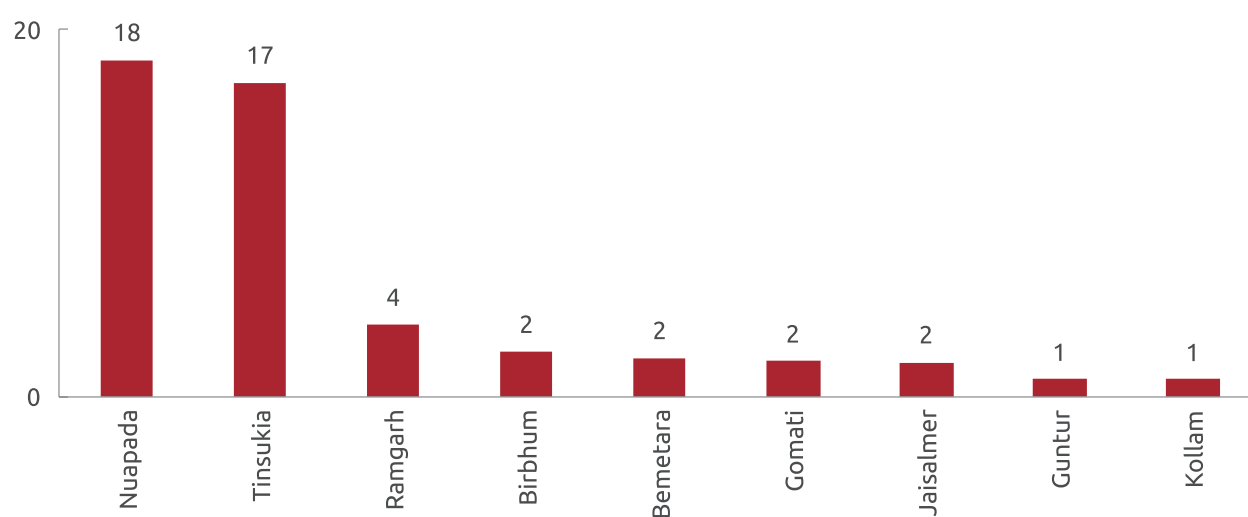


Figure 3.9: Expenditure on Maintenance of Community System 2015-16 to 2018-19 (%)



Figure 3.10: Expenditure on Administration 2015-16 to 2018-19 (%)

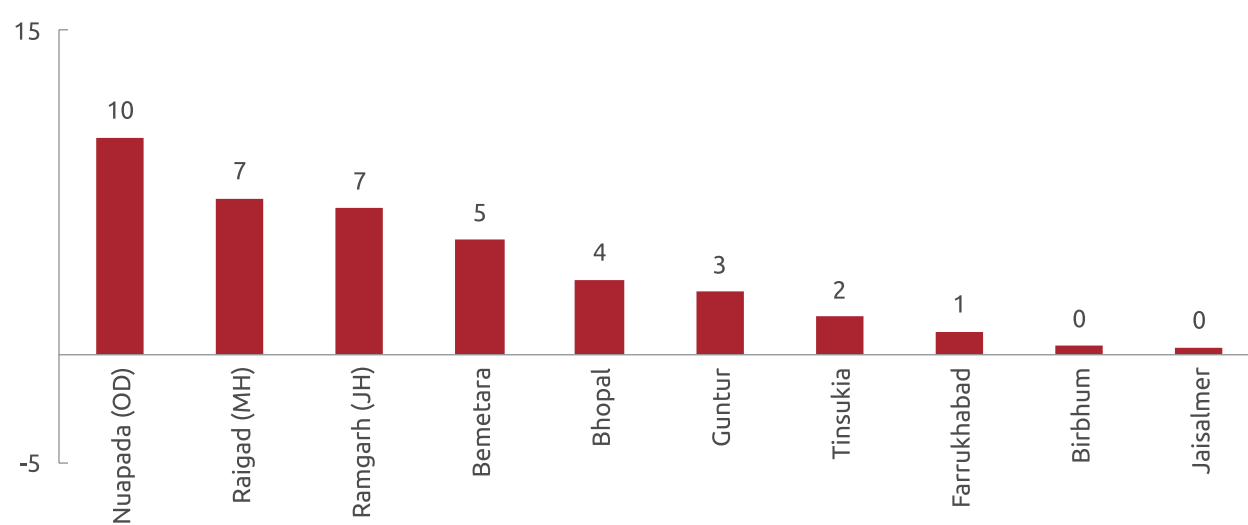


Figure 3.11: Expenditure on O & M 2015-16 to 2018-19 (%)

3.5. UTILIZATION OF FFC FUNDS: A REGRESSION ANALYSIS

Regression model is a popular technique in statistics and econometrics to explore if cross section or time series variations observed in a particular variable (called dependent variable) could be explained by variations in one or more variables (called explanatory variables). Annexure 3 provides some details on the regression model. We have tried to explore below the factors affecting two variables: a) utilization of FFC funds by the GPs, and b) WASH expenditure by the GPs.

A. Utilization Rate

We have used the following explanatory variable in our analysis of utilization rate: GP infrastructure score, number of total activities, timely receipt of FFC grants, gender of Sarpanch and his/her education level, and zones.

A GP level infrastructure index has been constructed assigning scores to 18 infrastructural using principal component analysis. These assets are GP building, fan, cooler, ac table, chair, almirah, toilet, separate toilet for female, availability of running water, electricity, computer, printer, inverter, scanner, internet facility, telephone and library.

The GPs are divided into five zones: east (Chhattisgarh, Jharkhand, Odisha, and West Bengal), west (Gujarat, Maharashtra), north (Bihar, Madhya Pradesh, Rajasthan, and Uttar Pradesh), south (Andhra Pradesh, Karnataka, Kerala, and Tamil Nadu) and northeast (Assam, Tripura). East is considered for a reference category.

Dependent variable in this model is average of utilization percentages over the four years.

The results presented in Table 3.8 are the following:

- Timely receipts of FFC grants increases the utilization percentage by 18 points compared to a situation where grants are not received on time.
- The coefficient for the number of total GP activities indicates that the utilization rate increases by 2.7 per cent when the number of activity increases by one.
- The utilization rate in north zone is 18.7 points more compare to the east zone which is used as the reference. There was no significant difference in utilization rate in other zones controlling for other explanatory variables.
- Neither gender of Sarpanch nor his/her education level turned out to be significant in explaining utilization rate keeping other explanatory factors constant.

Table 3.8: Regression results on utilization rate of FFC grant

Utilization	Coef.	SE	t	P>t	[95% Conf. Interval]	
Grants received timely	17.98	5.70	3.16	0.00	6.68	29.28
GP infrastructure score	1.04	1.14	0.92	0.36	-1.22	3.30
Gender Female	3.76	5.50	0.68	0.50	-7.14	14.66
Education						
Illiterate	reference					
<higher secondary	16.22	10.22	1.59	0.12	-4.06	36.50
> higher secondary	11.86	10.91	1.09	0.28	-9.78	33.50
Total GP activities	2.67	1.21	2.20	0.03	-31.96	4.79
Zone						
East	reference					
2 West	-0.25	8.51	-0.03	0.98	-17.14	16.63
3 North	18.66**	8.30	2.25	0.03	2.19	35.13
4 South	-11.52	7.97	-1.45	0.15	-27.33	4.28
5 North-east	-13.59	9.27	-1.47	0.15	-31.96	4.79
_cons	30.97	17.14	1.81	0.07	-3.03	64.97

- Thus, we can infer that timely availability of grants, diversification of activities are two major determinants for extent of utilization of the grants across zones. The results also indicate that, keeping other factors constants, the north zone has a better utilization rate while there is no significant difference among the rest. Surprisingly, gender and education level of the president of panchayat are not found to have significant influence in our sample

B. WASH Expenditure

Safe drinking water, sanitation and hygiene (WASH) is an important indicator of welfare of the citizens. It also appears as the Goal 6 in the list of SDGs of the United Nations and focus action area of UNICEF.

We have the information of FFC grants utilized on water, sanitation and health which have been clubbed together as a percentage of total expenditure from FFC grants for a regression analysis.

Table 3.9: Regression results on of WASH expenditure in FFC grant

Wash percent	Coef.	SE	t	P>t	[95% Conf. Interval]	
Grants received timely	4.68	5.54	0.85	0.4	-6.3	15.66
GP infrastructure score	-0.53	1.11	-0.48	0.47	-2.72	1.66
Gender Male	19.02***	5.26	3.62	0.00	8.59	29.46
Education						
Illiterate						
<higher secondary	-9.25	9.85	-0.94	0.35	-28.79	-10.29
> higher secondary	-8.49	10.43	-0.81	0.42	-29.16	12.18
Zone						
East						
2 West	-12.93*	7.73	-1.67	0.10	-28.26	2.39
3 North	-23.76***	7.58	-3.13	0.00	-38.79	-8.72
4 South	-6.62	7.44	-0.89	0.38	-21.37	8.14
5 North-east	-19.21**	8.77	-2.19	0.03	-36.61	-1.81
_cons	45.30	11.44	3.96	0.00	22.61	67.97

The results presented in Table 3.9 are the following:

- The gender of Sarpanch and zones are turned out to be two significant variables in explaining WASH expenditure.
- Expenditure share of WASH is 19 percent for male headed GP than that of female headed GP.
- Expenditure share of WASH for West zone is 12 percent less than east zone which is reference case. Similarly, GPs in north and northeast zone spent less by 23 and 19 per cent respectively compared to the GPs in east zone.
- GP infrastructure, timely receipts of grant, and education of Sarpanch do not turn out to have a significant effect on the proportion of WASH expenditure in our sample.

3.6. TOTAL RESOURCE ENVELOPE

Total resource envelope available with Gram Panchayats comes with the various schemes and amount transferred by the state and the central governments. Apart from the FFC grants, one of the major sources of finance in GPs is the grant provided by State Finance Commission. However, not all the states have SFC provision nor is the amount directly transferred. The various Ministries of the Union Government also transfers amount to GPs through Swachchha Bharat Mission (SBM), National Rural Livelihood Mission (NRLM), Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) and National Social Assistance Programme (NSAP) etc.

Table 3.10 shows the district wise addition of total resource envelope available with selected GPs in our sample. It suggests that in majority of the GPs visited for the study, the FFC grants are the major source/fund through which developmental activities are carried out. The proportion of FFC grants in total resource envelope is ranging from 10% to 70% in all districts. The highest percentage of FFC grant to total resource envelope is noted for Junagadh district (70 %).

The various sources of OSR for the GPs is reported in Table 3.11. House tax and water tax are among the more common OSR items. Nevertheless, states like Assam, Kerala, Tripura, and West Bengal have more varied OSR sources.

3.7. CONVERGENCE

One of the objectives of the government has been to encourage convergence of two or more programmes having similar objectives which can supplement each other. The status of convergence is reported in table 3.12. It was found that only 31 (26 %) of the visited GPs were engaged in convergence activities in the form of manpower, financial, or technical. Most of the convergence activities are related to construction of roads, drainage and sanitation, water facilities, street (solar) lights,

and for the educational developments. Lack of sufficient fund in one programme was noted as a major driver for convergence. Some GPs reported lack of technical expertise to carry out works smoothly and efficiently on their own and joined hands with other departments to receive technical helps. In most of the cases, where convergence is noted, the quality of work is reported as good.

Out of 24 GPs visited in Uttar Pradesh, only 2 GPs in Farrukhabad reported of convergence activities. Reasons of not having convergence in 3 other districts in Uttar Pradesh are due to technical issues such as program software does not allow for generation of two different ID for classification of work. MGNREGA's software does not accept the entry without any labor entry which becomes a major problem in convergence.

Delay in labour wage payment as well as wage differentials between MGNREGA and FFC schemes are major reasons for lack of convergence. Absence of proper guideline from the government was also cited as another reason for absence of convergence in several districts. The GP Presidents / Pradhans and Panchayat Secretaries have limited information on planning activities based on a convergence model.

Table 3.10: Total resource envelope (RE) and sources in selected 6 GPs according to district, 2015-16 to 2018-19

Districts	State	Receipts (in Lakh)					% of Total Receipts				
		FFC	SFC	OSR	Others	Total RE	FFC	SFC	OSR	Other	
Amravati	Maharashtra	154.6	0.0	51.2	129.1	334.9	46.2	0.0	15.3	38.5	
Amroha	Uttar Pradesh	253.1	101.5	0.0	295.6	650.2	38.9	15.6	0.0	45.5	
Bemetara	Chhattisgarh	169.6	13.0	1.2	455.0	638.8	26.5	2.0	0.2	71.2	
Bhopal	Madhya Pradesh	200.4	43.9	7.7	732.3	984.3	20.4	4.5	0.8	74.4	
Birbhum	West Bengal	1679.8	130.9	463.2	1791.1	4064.9	41.3	3.2	11.4	44.1	
Chikkamagaluru	Karnataka	292.9	80.0	153.4	2965.4	3491.6	8.4	2.3	4.4	84.9	
Farrukhabad	Uttar Pradesh	231.9	83.7	0.0	207.0	522.7	44.4	16.0	0.0	39.6	
Gomati	Tripura	175.2	0.0	10.3	888.1	1073.6	16.3	0.0	1.0	82.7	
Guntur	Andhra Pradesh	288.7	0.0	119.9	0.0	408.5	70.7	0.0	29.3	0.0	
Jaisalmer	Rajasthan	1502.1	1001.8	0.6	533.1	3037.7	49.4	33.0	0.0	17.6	
Junagadh	Gujarat	52.3	0.0	7.9	11.6	71.9	72.8	0.0	11.0	16.2	
Kollam	Kerala	1990.0	1472.4	1694.1	6281.6	11438.1	17.4	12.9	14.8	54.9	
Lalitpur	Uttar Pradesh	525.2	175.2	0.0	372.1	1072.5	49.0	16.3	0.0	34.7	
Mirzapur	Uttar Pradesh	333.7	175.8	0.0	578.4	1087.9	30.7	16.2	0.0	53.2	
Namakkal	Tamil Nadu	286.2	160.7	36.5	399.8	817.4	35.0	19.7	4.5	48.9	
Nuapada	Odisha	394.5	268.8	10.9	95.4	769.6	51.3	34.9	1.4	12.4	
Purnia	Bihar	—	—	—	—	—	—	—	—	—	
Raigad	Maharashtra	148.2	0.0	82.2	25.8	256.1	57.9	0.0	32.1	10.1	
Ramgarh	Jharkhand	421.4	0.0	0.0	849.1	1270.4	33.2	0.0	0.0	66.8	
Tinsukia	Assam	803.9	27.6	22.6	357.0	1211.1	66.4	2.3	1.9	29.5	
All	All	9903.7	3735.3	2661.7	16967.5	33268.1	29.8	11.2	8.0	51.0	

Source: GP Survey, IEG 2019

Note: Data for Purnia was not available during the field visit

Table 3.11: Own Source of Revenue (OSR) of various GPs according to district, 2019

District	State	No	Yes	Source(s)
Amravati	Maharashtra	1	5	Property tax, water tax, rural market fee, house tax
Amroha	Uttar Pradesh	6	0	No OSR
Bemetara	Chhattisgarh	3	3	Pond lease, haats, land lease, water tax
Bhopal	Madhya Pradesh	2	4	Property tax, professional tax, permissions
Birbhum	West Bengal	0	6	Bus stand, Crusher tax, khadan (mines) tax, shop registration tax, building tax, trade registration fee, pond lease, land gave on rent for poultry, dairy, mobile tower rent, tenders, house tax, land tax, freight license fee, etc.
Chikkamagaluru	Karnataka	2	4	Water tax, commercial tax, house tax, license fee
Farrukhabad	Uttar Pradesh	6	0	No OSR
Gomati	Tripura	0	6	RO water fee, drinking water charge, market stall rent, trade license fee, market fee, community hall rent etc.
Guntur	Andhra Pradesh	0	6	House tax, building approval fee, shop license registration fee, mobile tower rent etc.
Jaisalmer	Rajasthan	5	1	Patta Shulk (tax on land record transfer)
Junagadh	Gujarat	4	2	Water tax
Kollam	Kerala	0	6	Property tax, license fee and profession tax, property tax, profession tax, rent from buildings, license fees, building permit fee
Lalitpur	Uttar Pradesh	6	0	No OSR
Mirzapur	Uttar Pradesh	6	0	No OSR
Namakkal	Tamil Nadu	3	3	House tax, water tax and professional tax
Nuapada	Odisha	0	6	License fee from selling forest products, mangoes, etc.; water tax, pond lease
Purnia	Bihar	6	0	No OSR
Raigad	Maharashtra	0	6	Water tax and house tax
Ramgarh	Jharkhand	5	1	Water tax
Tinsukia	Assam	0	6	Trade license fee, shop rent, certificates issuing fee, charging annual fee form brick industry, tea garden tax, stone crusher machine, etc.
All		55 (46%)	65 (54%)	

Source: GP Survey, IEG 2019

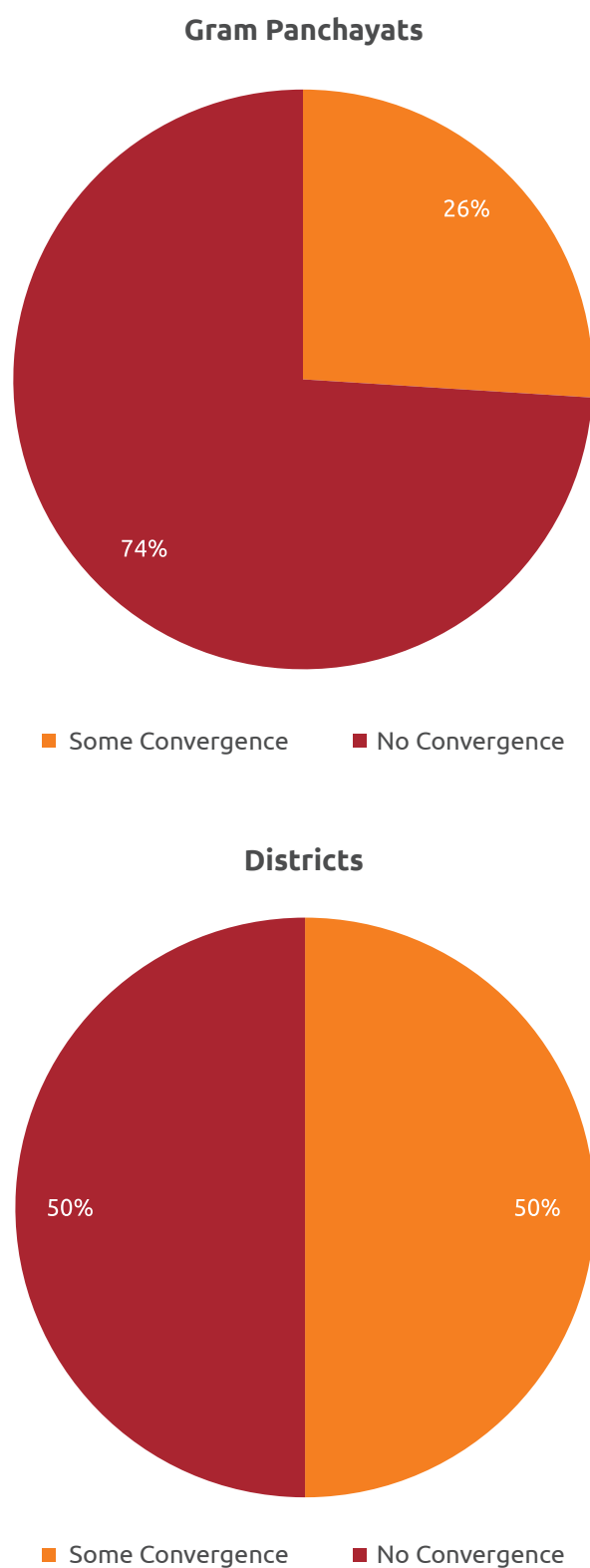


Figure 3.12: Distribution of visited GPs and districts with evidence of convergence-based activities, 2019

Source: GP Survey, IEG 2019

Note: Data for Purnia was not available during the field visit

Table 3.12: Status of Convergence of FFC with other schemes in selected districts

Districts	Convergence	Kind of Convergence	Mode of Decision on Convergence	Quality of Assets after Convergence	Reasons of Convergence/ No-convergence	Kind of Assets Created through Convergence
Amravati	NC				NA	
Amroha	NC				<ol style="list-style-type: none"> 1. Problem in ID generation due to MGNAREGA ID which locally called as dongal problem 2. Delay in labour wage payment in MGNAREGA 3. Conflict of labour wage which is differ in MGNAREGA and FFC 4. Lack of proper guideline 	
Bemetara	4 works are found in three GPs	<ol style="list-style-type: none"> 1. Manpower 2. Technical 	<ol style="list-style-type: none"> 1. Govt. order 2. ER Decision 	<ol style="list-style-type: none"> 1. Poor 2. Good 	<ol style="list-style-type: none"> 1. Technical support is required 	<ol style="list-style-type: none"> 1. Drainage 2. CC Road 3. Tube-well
Bhopal	7 works are found in six GPs	<ol style="list-style-type: none"> 3. Manpower 4. Financial 5. Technical 	<ol style="list-style-type: none"> 3. Govt. order 4. ER Decision 	<ol style="list-style-type: none"> 2. Average 3. Good 	<ol style="list-style-type: none"> 1. Lack of fund 2. To employment generation 	<ol style="list-style-type: none"> 1. Roads 2. Culverts
Birbhum	3 works are found in two GPs	<ol style="list-style-type: none"> 1. Manpower 2. Financial 	<ol style="list-style-type: none"> 1. Gram Sabha decision 	<ol style="list-style-type: none"> 1. Average 2. Good 	<ol style="list-style-type: none"> 1. Lack of fund 2. More development for villagers 	<ol style="list-style-type: none"> 1. Pokhar (Pond) 2. Roads 3. Culverts
Chikkamagluru	3 works are found in three GPs	<ol style="list-style-type: none"> 6. Manpower 7. Financial 8. Technical 	<ol style="list-style-type: none"> 1. Govt. order 2. Elected Representatives 3. Gram Sabha decision 	<ol style="list-style-type: none"> 1. Remained Same 	<ol style="list-style-type: none"> 1. FFC fund is not sufficient to complete major work 2. Less man power 3. Full fill MGNAREGA job card holders demand 	<ol style="list-style-type: none"> 1. Road 2. Foot bridge 3. Open wells
Farrukhabad	2 works are found in two GPs	<ol style="list-style-type: none"> 1. Financial 2. Manpower 	<ol style="list-style-type: none"> 1. Govt. order 	<ol style="list-style-type: none"> 1. Remained Same 2. Good 	<ol style="list-style-type: none"> 4. Lack of fund 	<ol style="list-style-type: none"> 1. Khadanja (Brick Road)
Gomati	4 works are found in three GPs	<ol style="list-style-type: none"> 1. Financial 2. Technical 	<ol style="list-style-type: none"> 1. Elected Representative 2. Gram Sabha decision 	<ol style="list-style-type: none"> 1. Good 	<ol style="list-style-type: none"> 1. Better execution of project 2. Due to unavailability of technical staff at GP level 	<ol style="list-style-type: none"> 1. Drinking water pipe line 2. Community toilet 3. Local market
Guntur	10 works are found in five GPs	<ol style="list-style-type: none"> 1. Financial 2. Manpower 	<ol style="list-style-type: none"> 3. Govt. order 4. Elected Representatives 5. Gram Sabha decision 	<ol style="list-style-type: none"> 1. Good 	<ol style="list-style-type: none"> 1. For better execution of project 2. Lack of fund 3. To improve the infrastructure of GP area 4. Due to Govt. guideline 	<ol style="list-style-type: none"> 1. CC roads 2. Burial grounds 3. School compounds 4. Drainage 5. Electric water motor

Districts	Convergence	Kind of Convergence	Mode of Decision on Convergence	Quality of Assets after Convergence	Reasons of Convergence/ No-convergence	Kind of Assets Created through Convergence
Jaisalmer	3 works are found in three GPs	1. Financial 2. Manpower	1. Elected Representative	1. Good	1. Lack of fund 2. Better utilization of resources	1. Road 2. Panchayat Bhawan
Junagad	NC				NA	
Kollam	3 works are found in two GPs	1. Manpower	1. Gram Sabha decision	1. Remained Same 2. Good	1. The grants are very less for all developmental activities. 2. Project requirement and fund deficiency	1. Anganwadi building 2. Roads 3. Street lights
Lalitpur	NC				1. Not proper government guideline 2. Problem in id generate due to NAREGA id, locally called dongal problem	
Mirzapur	NC				1. Lack of awareness of convergence 2. Not proper government guideline 3. Problem in id generate due to NAREGA id, locally called dongal problem	
Namakkal	NC				NA	
Nuapada	3 works are found in two GPs	1. Financial 2. Technical	1. Elected Representative 2. Govt. order/ Guideline	1. Average	1. Lack of fund. 2. Due to unavailability of technical staff at GP level.	1. Drinking water Pipe line 2. Electrification of school
Purnia	NC				1. Lack of awareness of convergence 2. Not proper guideline from higher authority	
Raigad (Maharashtra)	NC				NA	
Ramgarh	NC				1. Lack of awareness of convergence 2. Not proper government guideline	
Tinsukia	NC				1. Lack of awareness of convergence 2. Not proper government guideline	

Source: GP Survey, IEG 2019

Note: Data for Purnia was not available during the field visit

GPDP FORMULATION STEPS AND PROCEDURES

04

4.1. GRAM PANCHAYAT DEVELOPMENT PLAN (GPDP)

GPDP formulation is essential to ensure the community participation in the rural areas which are governed by Gram Panchayats. This facilitates and gives momentum to the decentralization process envisaged by the 73rd amendment of the Constitution. Also, it helps to address the local needs at community level and gives opportunities to people to ensure their developmental aspirations, be it infrastructural, social, and economic or community development. Through this bottom up approach, it ensures inclusion and welfare of marginalized, SCs and STs, youths, SHGs, agricultural group, and other various stake holders etc. Formulation of GPDP also improves efficiency and efficacy of public services and public goods as the whole process reduces the time in procedural mechanism that was in place prior to 2015. It is noted that across states more or less similar mechanisms and processes are used for development of GPDP and approval of various works and activities for funding through the GP.

4.2. GPDP FORMULATION PROCESS FOR FFC FUNDS UTILIZATION IN KERALA

The procedures and protocols adopted by the GPs in Kerala are very elaborate and systematically documented. This section briefly reviews the process on key components of GPDP development and work approval in Kerala. Section 4.3 deals with some major differences adopted in other states.

The GPDP formulation and work approval process in Kerala can be categorized in 14 steps (Figure 4.1) and is elaborated as follows:

a. Panchayat Level Planning Committee (PLPC)

Formation of the PLPC in Gram Panchayat is the first step toward the GPDP formulation process. The GP President is the chairman of the PLPC and other experts from local area are invited to serve as members of this committee.

b. Working Group Meeting

The GP appoints the working group committee which is a critical step to identify developmental priorities and needs of the GP. All line departments representatives, representative from agriculture, finance, fisheries, SCs, STs, SHGs, animal husbandry, educational development, MGNREGA, etc. are involved in the working groups. The working groups discuss the local needs and priorities and identify various activities that the GP should address. Since this working group consists of all sections, and areas of expertise, the status report with draft project suggestions are prepared.

c. Preparation of Status Report and Draft Project Suggestions

The working group prepares the status report and draft suggestions for submission to the GP for considerations in the stakeholders meeting.

PLAN FORMULATION PROCESS**Figure 4.1: GPDP formulation process in Kerala, 2019**

Source: GP Survey, IEG 2019

d. Stakeholders Meeting

Stakeholders include lead bank managers, agricultural co-operative societies, hospital management committees, SHG like Kudumshree, Youth club, social welfare clubs or societies, AWC etc. Stakeholders' groups who contribute to the GP through financial support such as loans etc. or non-financial support such as suggestions or expertise in various areas. In this meeting, stakeholders share their views and suggestions regarding developmental priorities of the GP. The draft project suggestions of the working groups are also discussed by the stakeholders for planning of activities by the GP.

e. Gram Sabha

Gram Sabha is held in each ward of the GP since GPS in Kerala consist of large population size. The status report prepared and discussed in the working group meetings as well as in the stakeholders meetings are presented and discussed in this forum. Furthermore, the community members are invited to express their views and concerns on various developmental priorities and recommend or suggest activities according to their local needs for implementation by the GP.

f. Status Report

Based on the views and suggestions received in the Gram Sabha, the GP prepares a status report and publishes the report for information. The status report is then sent back to the working group for review and suggestions.

g. Working Group Meeting

The status report prepared on the basis of Gram Sabha meeting provides a comprehensive understanding of the needs and requirements of GP community. This report is discussed in working group meeting for feedback and suggestions.

h. Development Seminar

Following the review from working group, the members of the working group further present the status report in the development seminar. Usually, all working groups present the status reports in the seminar. The seminar participants include the Chairperson of the district planning committee, the

block officials, representatives from the various line departments, experts, and invited members from SHGs etc.

i. Discussion in Different Standing Committees

There are four standing committees namely, finance, planning and development, education and health and standing committee for social welfare. The status report is discussed in these 4 standing committee for financial and technical feasibility.

j. Approval by Panchayat Committee

Panchayat committee that is elected Panchayat council approves the plan then project formulation took place.

k. Project Formulation

Following the approval of the GP committee, the project is formally approved and submitted to higher authorities for next stage approval and implementation.

l. Approval of District Planning Committee (DPC)

Plan formulated is approved by district planning committee. The DPC mainly scrutinize the plan and reviews whether the plan has followed state specific guidelines to carry out activities.

m. Technical Sanction and Vetting of Projects

Technical sanction and vetting of project is done after examining the technical part of plan from the implementing officers, assistant engineer of GP and assistant executive engineer.

n. Project implementation

The approved project is then finally implemented by the GP.

4.3. GPDP PROCESSES IN OTHER STATES FOR FFC FUNDS UTILIZATION

In other states too, the GPDP process is elaborative and inclusive process to ensure that the

developmental needs of the people are effectively addressed. The approval of the GPDP formulation is conducted by Chief Executive Officers or District Magistrate. The officials from district and block level are appointed to facilitate the process. A group committee is formed in the states involving representatives from various line departments to improve ownership and accountability in the process of GPDP formulation.

Block development officer, extension officer, officers from other departments such as agriculture, PWD etc. are usually participate in the Gram Sabha. Other than the key officials, ASHA, ANM, Anganwadi workers, Krishi Sewak, Account Assistant, GP coordinator, Technical Assistant, NRLM-BO, Veterinary Doctor, Tax Collector, Skilled Technical persons, Village entrepreneurs, BDO, and local political leaders also take part in the GPDP meetings. A resource group is formed at village level that scrutinizes the requirements of different localities in the GP and then selects the activities according to local needs.

In all the states, Gram Sabha is held to discuss the activities selected by resource group. The suggestions from Gram Sabha are considered and incorporated in the GPDP. The GPDP is then sent to Block Panchayat for vetting and technical sanction. Officials at Block Panchayat examine the plan for financial and technical feasibility. They also review if the GPDP activities are consistent with the state specific guidelines. After obtaining technical sanction, the plan is submitted to the District Planning Committee (DPC). DPC later sends the plan to Gram Sabha for its sanction. Following this technical estimates are worked upon by the respective line departments. Administrative sanction is also secured to implement the plan.

Some differences are noted in the GPDP formulation processes across states. Working group meetings are held two times in Kerala and members of working group are required to make a presentation of the plan while in other states only one meeting of the working group is deemed adequate. Participation by some stakeholders for their contribution helps GP officials to increase participation of people. While plan formulation goes through 14 stages in Kerala, some of these steps are combined together in several other states.

For instance, a separate development seminar and a second review by the working group practiced in Kerala is not necessarily practiced in other states. However, Karnataka, Tamil Nadu and West Bengal display similarity with Kerala and follow an elaborative GPDP process. Other states like Madhya Pradesh, Maharashtra, Rajasthan, Gujarat, and Andhra Pradesh do not follow all the steps elaborated in above figure while in Odisha all the steps are followed but approval of District Planning Committee is not taken.

Some variation in financial norms for GPDP work is also noted across states. The GPs in Uttar Pradesh cannot directly execute the projects that cost more than Rs. 2 lakhs. If a project cost Rs. 2 to 2.5 lakh then approval of ADO Panchayat is required. If the project costs Rs. 2.5 to 5 lakh then the approval of the District Panchayati Raj Officer (DPRO) is required. For projects costing more than 5 lakh the approval of the District Collector is mandatory. Usually an upper limit is prescribed for the nature of work to be undertaken by the GPs.

In Chhattisgarh, the GPs are not empowered to initiate work costing Rs.20 Lakh or above. Such work is carried out through the respective PWD. Similarly, in Madhya Pradesh the GP President can undertake work related to Rs. 15 Lakh. While in case of West Bengal, contract value of any work up to Rs.3.50 Lakh can be approved by the GP, greater than Rs.3.50 Lakh and up to Rs. 45 Lakh shall be approved by the BDO; and work greater than Rs.45 Lakh shall be approved by Additional Executive Officer / Additional District Magistrate.

Nevertheless, it is worthwhile to note that GPDP formulation in all states require approval from Gram Sabha. No GP was found to have prepared GPDP without the approval and sanction of Gram Sabha. The GP also plays an instrumental role in the monitoring of the GPDP works and activities. In particular, steps are followed for material testing during execution of the works and after completion. Similarly, geo-tagging is emphasized. The GP also takes caution for maintenance of environment and social management parameters. The monitoring is usually performed by the line department officials and engineers as well as GP assistants.

GRAM PANCHAYAT OFFICE

BASIC INFRASTRUCTURE AND FACILITIES

05

5.1. GP BUILDING AND FACILITIES

The Gram Panchayat Office is important to facilitate meetings between ER, GP officials and the community members as well as for maintenance of office records and other documents including library support. The GP office should therefore have adequate physical infrastructure for convenience of the various stakeholders to allow effective functioning.

Table 5.1 shows the number of GPs which have their own building and basic facilities like toilet, drinking water and electricity. Out of the 120 GPs visited for the study, 101 (84%) GPs from 19 districts had their own building. In Farrukhabad (Uttar Pradesh),

none of the GPs visited had their own building. In 5 districts, some GPs had their own buildings while others did not have own. In the absence of their own building, GPSs normally use the school building for meetings. In one GP in Bihar, a library building, which had no books, is used by the GP for its office.

Table 5.1 shows that about 75% of the GPs have facilities like toilet, drinking water and electricity connection. The other 10% GPs that have buildings, but do not have toilet or electricity facility. In some cases where other buildings were used by the GPs they had made provision for drinking water facilities. Very few GPs have built separate toilet for male and female at common place.

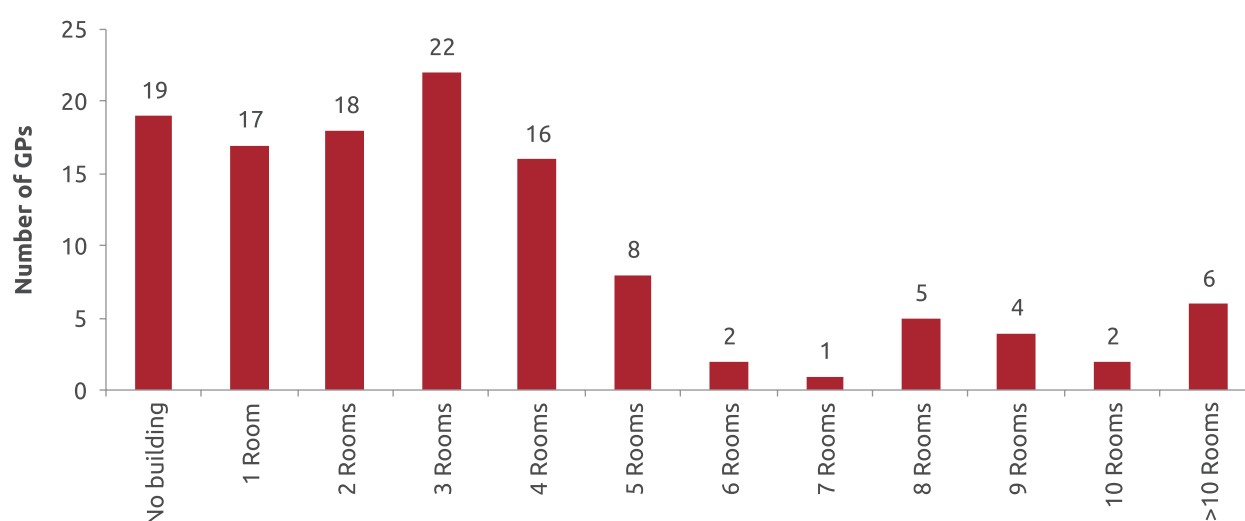


Figure 5.1: GP with building status and number of rooms, 2019

Source: GP Survey, IEG 2019

Table 5.1: GP with building status, amenities and number of rooms, 2019

District	State	Own Building	Toilet	Drinking Water	Electricity	Rooms (Range)
Amravati	Maharashtra	4	1	2	3	1 to 3
Amroha	Uttar Pradesh	3	1	1	0	2 to 3
Bemetara	Chhattisgarh	5	5	4	5	1 to 3
Bhopal	Madhya Pradesh	6	6	6	6	1 to 4
Birbhum	West Bengal	6	6	6	6	4 to 14
Chikkamagaluru	Karnataka	6	6	5	6	3 to 5
Farrukhabad	Uttar Pradesh	0	0	0	0	0
Gomati	Tripura	6	6	6	6	2 to 4
Guntur	Andhra Pradesh	6	6	6	6	2 to 4
Jaisalmer	Rajasthan	6	5	6	5	3 to 6
Junagadh	Gujarat	6	3	6	6	1 to 2
Kollam	Kerala	6	6	6	6	8 to 20
Lalitpur	Uttar Pradesh	3	3	3	1	1 to 4
Mirzapur	Uttar Pradesh	5	3	5	4	1 to 4
Namakkal	Tamil Nadu	6	6	6	6	3 to 3
Nuapada	Odisha	6	6	5	6	1 to 8
Purnia	Bihar	3	3	3	3	2 to 12
Raigad	Maharashtra	6	6	5	6	1 to 5
Ramgarh	Jharkhand	6	6	5	5	3 to 9
Tinsukia	Assam	6	6	6	4	2 to 9
All (out of 120 GP)		101 (84%)	90 (75%)	92 (77%)	90 (75%)	

Source: GP Survey, IEG 2019

Table 5.2: Computer / IT infrastructure of the GPs, 2019

District	State	Computer	Printer	Inverter	Internet	Telephone
Amravati	Maharashtra	6	1	0	2	0
Amroha	Uttar Pradesh	0	0	0	0	0
Bemetara	Chhattisgarh	2	1	0	1	0
Bhopal	Madhya Pradesh	6	5	1	5	0
Birbhum	West Bengal	6	6	6	6	0
Chikkamagaluru	Karnataka	6	6	4	6	6
Farrukhabad	Uttar Pradesh	0	0	0	0	0
Gomati	Tripura	6	5	0	3	1
Guntur	Andhra Pradesh	3	1	0	2	0
Jaisalmer	Rajasthan	5	3	2	6	0
Junagadh	Gujarat	6	6	0	5	0
Kollam	Kerala	6	6	6	6	6
Lalitpur	Uttar Pradesh	0	0	0	0	0
Mirzapur	Uttar Pradesh	0	0	0	0	0
Namakkal	Tamil Nadu	6	6	5	1	0
Nuapada	Odisha	6	6	3	5	0
Purnia	Bihar	3	1	2	2	0
Raigad	Maharashtra	6	3	0	2	0
Ramgarh	Jharkhand	5	6	4	6	0
Tinsukia	Assam	5	2	1	6	2
All (out of 120)		83 (69%)	64 (53%)	34 (28%)	64 (53%)	15 (13%)

Source: GP Survey, IEG 2019

Among the GPs with own buildings, 17 GPs had only one room and 56 GPs had 2 to 4 rooms (Table 5.1). In some districts, GPs had fairly large buildings. The GP building in Kollam (Kerala) had about 8 to 20 rooms whereas the GP building in Birbhum (West Bengal) had about 4 to 14 rooms. In Purnia (Bihar), 3 GPs did not have their own building, but another GP had a building with 12 rooms.

Several GPs have modern communication facilities. Table 5.2 shows that about 83 GPs of the 120 selected have computers and 64 GPs have printer and internet facilities at the GP offices. Only 34 GPs have some kind of inverter. Only 15 reported of having telephone facility. In percentage terms, 69% GPs reported having computers, 53% had printer and internet facilities during our visits in 2019. Only 28% GP had inverters and 13% GPs had telephone facilities.

In 10 districts, all the six GPs visited in a district had computers. In 7 districts all the six GPs have printer and 6 district's all 6 GPs have internet facilities. While 3 districts 5 GPs have computers at the offices. Only 15 GPs have telephone facilities. It was a matter of concern that no computer, printer, internet and inverter facilities was found in any GP of all 4 visited districts of Uttar Pradesh.

Of the six GPs visited in a district, all had computers in 10 districts. All the visited GPs had printer In 7 districts and internet facilities in 6 districts. None of the 24 GPs visited by us in 4 districts of Uttar Pradesh had computer or related facility.

GRAMODAY SANKALP MAGAZINE AWARENESS AND SUGGESTIONS

06

6.1. GRAMODAY SANKALP (GS) MAGAZINE

The Gramoday Sankalp (GS) Magazine is published by the Ministry of Panchayati Raj, Government of India for circulation across the Gram Panchayats (GPs) in India.

The usual content of the magazine is as follows:

- Message from the President or the Prime Minister
- Message from Union Minister for Panchayati Raj and other Ministers
- Information on various aspects of GP
- Information on financial and budgetary allocations of various government rural programmes
- Reporting of activities and achievements across various states and districts
- Information on major policies and programmes of the union government, and their progress and performance
- Information on key initiatives with focus on gender and equity
- QR code based success stories

The Gramoday Sankalp magazine can be a major source of self-learning for the elected representatives (ERs). The magazine can support capacity building

of ERs by improving the understanding of roles and responsibilities and enhancing awareness on various policies and programmes of the government that are instrumental for rural development and well-being. The Gram Pradhans can improve their knowledge and awareness on various operational factors and use of special software like PRIAsoft, PlanPlus etc. that is instrumental for day-to-day functioning and governance of GPs.

The magazine can provide information on best practices to improve coverage and uptake of schemes to promote health and well-being of the rural population. This includes areas such as open defecation, child nutrition and immunization, female education and school drop outs. This also helps them to interact and effectively discuss the various policies and programmes with senior government officials.

Table 6.1 provides information on availability of GS Magazine in the GPs of selected districts for the study. It is disconcerting that despite being this much useful, this magazine is not able to reach everywhere. Only 26 out of the total 120 sample GPs reported of ever-receiving the GS magazine. Moreover, only 7 out of the total 120 GPs reported receiving the latest issue of the GS magazine.

Table 6.1: Availability of Gramodaya Sankalp Magazine in selected GPs, 2019

State	Block, District	Gram Panchayat	Magazine Ever-received	Latest Magazine	Other Magazines
Andhra Pradesh	Amaravathi, Guntur	Lemalle	No	No	No
		Unguturu	No	No	No
		Malladi	No	No	No
	Machavaram, Guntur	Akurajupalli	No	No	No
		Srirukminipuram	No	No	No
		Pinnelli	No	No	No
Assam	Guijan, Tinsukia	Borguri	Yes	No	No
		Guijan	No	No	No
		Bozaltoli	Yes	No	No
	Sadiya, Tinsukia	Borjiya	No	No	No
		Kundil	No	No	No
		Rajgarh	No	No	No
Bihar	Srinagar, Purnia	Sighia	Yes	No	No
		Khuti haseli	No	No	No
		Garhia baluwa	No	No	No
	Amour, Purnia	Bangra mehandipur	No	No	No
		Hafania	No	No	No
		Khareya	Yes	No	No
Chhattisgarh	Bemetara, Bemetara	Charganwa	No	No	No
		Bhoinabhata	No	No	No
		Jewari	No	No	No
	Nawagarh, Bemetara	Itai	No	No	No
		Ganiya	No	No	No
		Malda	No	No	No
Gujarat	Junagadh, Junagadh	Rupavati	No	No	No
		Vanandiya	No	No	No
		Bela	No	No	No
	Visavadar, Junagadh	Ishvariya (gir)	No	No	No
		Hadmatiya nana	No	No	No
		Jambala	Yes	Yes	No
Jharkhand	Chitarpur, Ramgarh	Bhuchungdih	No	No	No
		Barkipona	Yes	No	No
		Chitarpur north	No	No	No
	Dulmi, Ramgarh	Dulmi	Yes	No	No
		Soso	Yes	No	No
		Jamira	Yes	No	No

State	Block, District	Gram Panchayat	Magazine Ever-received	Latest Magazine	Other Magazines
Karnataka	Koppa, Chikkamagaluru	Koppa (rural)	No	No	Panchayat Parishad Patrika, Karmaveera, Karnataka Vikas, Janpad
		Marithotlu (andhagaru)	No	No	
		Niluvagilu	No	No	
	Sringeri, Chikkamagaluru	Kuthagodu	No	No	
		Nemmaru	No	No	
		Markal (kigga)	No	No	
Kerala	Kottarakkara, Kollam	Veliyam	No	No	Janapatham, Panchayatraj, Grambhoomi
		Neduvathur	No	No	
		Ezhukone	No	No	
	Ithikkara, Kollam	Chirakkara	No	No	
		Chathannur	No	No	
		Kalluvathukkal	No	No	
Maharashtra	Chandurbz, Amravati	Nanori	No	No	Shetkari Mitra Lok Rajya
		Lakhanwadi	No	No	
		Belaj	No	No	
	Dharni, Amravati	Katkumbh	No	No	
		Zilpi	No	No	
		Chakarda	No	No	
	Murud, Raigad	Talekhar	Yes	No	
		Akdara	No	No	
		Korli	No	No	
	Sudhagad, Raigad	Mahagaon	No	No	
		Ghotawade	Yes	Yes	
Madhya Pradesh	Phanda, Bhopal	Siddheshwar	No	No	No
		Saista khedi	No	No	
		Kodiya	Yes	No	
		Khajuri sadak	Yes	Yes	
	Berasia, Bhopal	Megra kalan	No	No	
		Peepalkheda	No	No	
Odisha	Khariar, Nuapada	Tarawali kalan	Yes	Yes	No
		Chindaguda	No	No	No
		Sunari sikuan	No	No	No
		Chanabeda	No	No	No
	Nuapada, Komna	Sialati	No	No	No
		Lakhana	Yes	No	No
		Tarbod	No	No	No
Rajasthan	Jaisalmer, Jaisalmer	Satyaya	Yes	No	No
		Nachna	No	No	No
		Chinnoo	Yes	Yes	No
	Sankra, Jaisalmer	Sanawara	No	No	No
		Madhopura	Yes	No	No
		Chhayan	No	No	No

State	Block, District	Gram Panchayat	Magazine Ever-received	Latest Magazine	Other Magazines
Tamil Nadu	Elacipalayam, Namakkal	Kuppandapalayam	No	No	No
		Bommampatti	No	No	No
		Goundampalayam	No	No	No
		Gundur Nadu	No	No	No
	Kolli Hills, Namakkal	Devannur Nadu	No	No	No
		Thinnanur Nadu	No	No	No
Tripura	Kakraban, Gomati	Rani	No	No	No
		Tulamura	No	No	No
		Jamjuri	Yes	No	No
		Debbari	No	No	No
	Amarpur, Gomati	West Dalak	No	No	No
		East Rangamati	No	No	No
Uttar Pradesh	Bar, Lalitpur	Turka	Yes	Yes	No
		Todi	No	No	No
		Banpur	No	No	No
		Ghatwar	No	No	No
	Jakhaura, Lalitpur	Tilhari	Yes	No	No
		Kala Pahar	No	No	No
		Bhikanpur Shumali	No	No	No
	Gajraula, Amroha	Ghasipura	No	No	No
		Mohammadabad	No	No	No
		Lahadbar	No	No	No
	Dhanaura, Amroha	Jujhaila Chak	No	No	No
		Dehra Chak	No	No	No
		Kuberpur dugarsi	No	No	No
	Mohamdabad, Farrukhabad	Achhroa	No	No	No
		Sankisa basantpur	No	No	No
		Tusaur	No	No	No
	Rajepur, Farrukhabad	Kola sota	No	No	No
		Jitauli	No	No	No
		Gegrav	No	No	No
	Majhawa, Mirzapur	Sabesar	Yes	No	No
		Bhainsa	No	No	No
		Kiraha	No	No	No
	Patehra, Mirzapur	Hadaura	No	No	No
		P kalan urf kubari pate	Yes	No	No
West Bengal	Bolpur-sriniketan, Birbhum	Sattore	No	No	Panchayatiraj
		Ruppur	No	No	
		Singhee	No	No	
	Mohammad bazar, Birbhum	Bharkata	Yes	Yes	Sampad Prativedan
		Kapista	Yes	No	
		Gonpur	Yes	No	
16 States	40 Block, 20 District	120 GPs	26 / 120	7 / 120	30 / 120

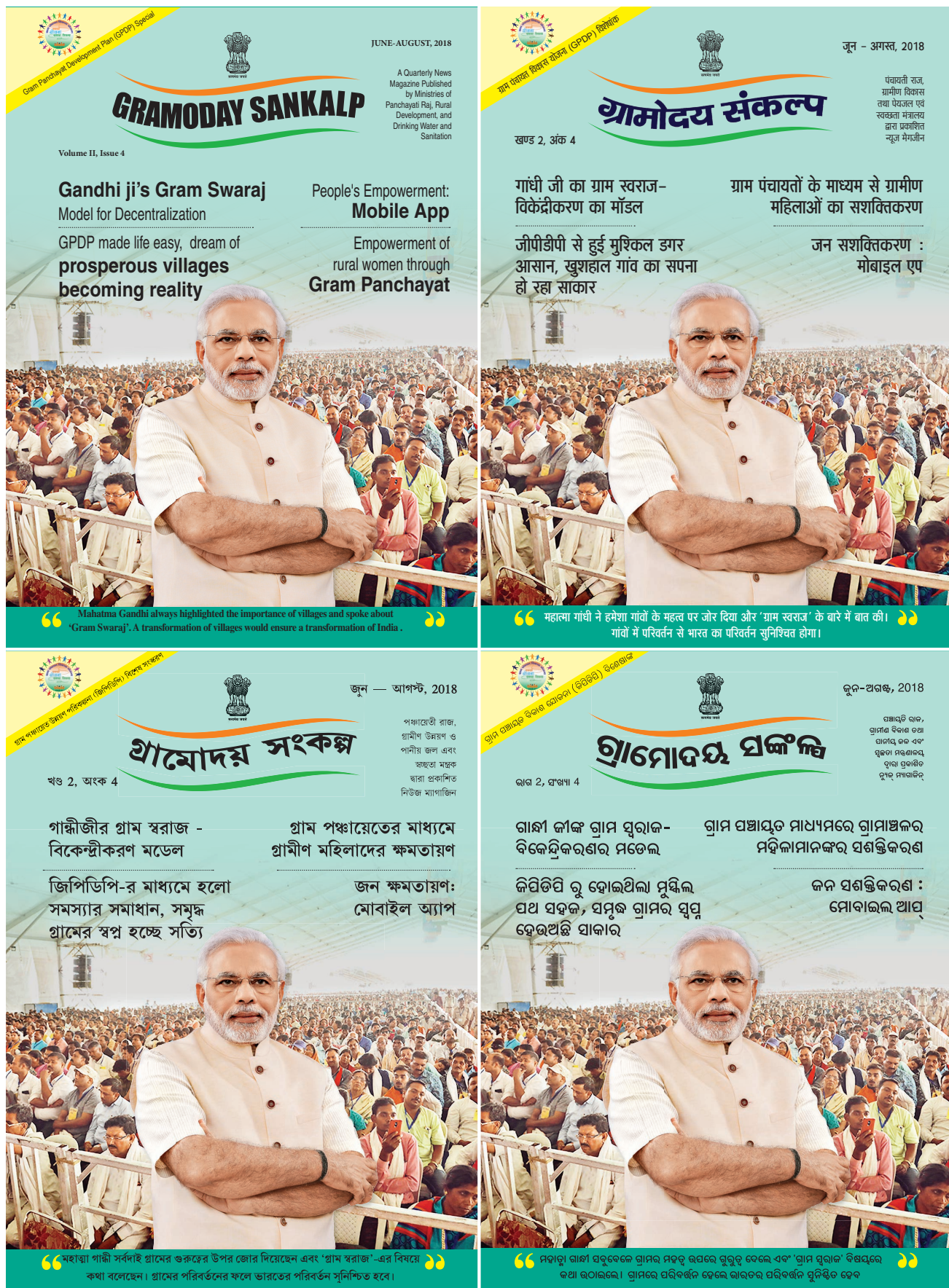


Figure 6.1: A sample issue of GS Magazine in different languages

Source: Ministry of Panchayati Raj

Among the GP Presidents who claimed that they had received the magazine, only 9 of them had glanced through the contents of the GP magazine and found it interesting.

Only 3 GP Presidents reported that they had gone through QR code for the success stories reported in the GS magazine. It was also noticed that many GP Presidents do not know about QR and how it can be used for reading and information purposes.

Most of the GP Pradhans thought the magazine is useful to them. On the question of number of the copies the GPs should receive, almost all PG heads suggested that around 10 copies of the magazines should be provided to each GP. This can help in displaying at GP office and circulating among ward members of the GP. Almost all GP Presidents suggested that the magazine be made available in their local language.

Turning to relevant contents, the GP Presidents mostly prefer information related to GP activities, women empowerment, sanitation, education; health related awareness and knowledge. Government schemes related, and SBM related knowledge are also preferred.

It is also revealed by the study that about 16 to 17 per cent GP Presidents would like to see success stories of other GPs, best practices from other GPs, government schemes and their utilization, and rights and responsibilities of ERs. Very few (5 per cent) GP Presidents were interested to learn software's related contents in the magazine.

Based on the feedback, it is clear that the GS magazine should provide details about government schemes and programmes that are implemented via the GPs. The magazine should document success stories and best practices of various GPs to help mutual learning and enhance scope of scaling up of certain activities. The magazine can develop a section on role and responsibilities of ERs with focus on specific themes and areas.

The magazine can provide support to understand approaches and procedures for grievance redressal. Specific sections and supporting information on government directories for communicating experience and difficulties of functioning with various government officials including Panchayat Secretary and Block Development Officers may be included.

It is important that the magazine is provided in local language. The distribution of the magazine should be improved across various blocks and GPs. Also, awareness level around the magazine can be increased with media efforts and policy advocacy.

It is worth noting that 30 GPs from Karnataka, Kerala, Maharashtra and West Bengal reported receiving other magazines related to GP or rural development activities, namely Panchayatiraj in West Bengal and Shetkari Mitra and Lok Rajya in Maharashtra, Panchayat Parishad Patrika, Karnataka Vikas, Karmveera in Karnataka and Panchayatraj, Janapatham, Grambhoomi in Kerala.

Table 6.2: Perception on GS magazine among GP Presidents, 2019

District/State	Knowledge about GS magazine	Received latest copy	Glanced the Magazine	Found interesting	Used QR Code for success story	Need more copies of magazine	If yes, mention number of copies
Amravati							
Amroha						3	10 copies
Bemetara							
Bhopal	3	2	2	3	1		
Birbhum	3	1	1	1		3	6 to 10 copies
Chikkamagluru						1	2 copies
Farrukhabad							
Gomati	1					6	10 copies
Guntur						6	10 copies
Jaisalmer	3	1				4	5 to 10 copies
Junagad	1	1	1		1	1	10 copies
Kollam							
Lalitpur	2	1				2	10 copies
Mirzapur	2		1	1		5	2 to 10 copies
Namakkal							
Nuapada	1		1	1	1		
Purnia	2					2	10 copies
Raigad	2	1					
Ramgarh	4		3	3		3	3 to 15 copies
Tinsukia	2		1	1		6	10 copies
All	26	7	10	10	3	42	10 copies

Source: GP Survey, IEG 2019

Table 6.3: Perception on GS magazine content among GP Presidents, 2019

District/State	What content liked most	Content relevant to PR's system	What content do you like in future				
			Success stories of other GPs	Best practices from other GPs	Govt. schemes and their utilization	Rights, responsibilities of ERs	Software trainings
Amravati							
Amroha			4	4	4	4	1
Bemetara							
Bhopal	Panchayat's information	Yes	2	2	1	1	
Birbhum			3	4	4	3	
Chikkamagluru			1	1	1	1	1
Farrukhabad							
Gomati							
Guntur							
Jaisalmer							
Junagad			1	1	1	1	1
Kollam							
Lalitpur			2	2	2	2	
Mirzapur	No recall		2	2	4	3	2
Namakkal							
Nuapada	Women empowerment	Yes					
Purnia							
Raigad							
Ramgarh	Health and Education	Yes	3	3	3	3	
Tinsukia	Schemes related information	Yes	1	1	1	1	1
All			19	20	21	19	6

Source: GP Survey, IEG 2019

FFC GRANT ACTIVITIES COMMUNITY PERCEPTION

07

7.1. RESPONDENT PROFILE

This chapter relates to an analysis of response of individual beneficiaries from the GPs. About 10 direct and/or indirect beneficiaries were selected from each selected GP to understand their perceptions regarding the role of and effectiveness of FFC grant supported work and activities in their respective villages.

A total of 1256 direct and/or indirect beneficiaries are interviewed from 119 GP selected for the study (except for one GP in Guntur).

The selection of the individuals was based on the criterion that the sample should cover various social groups as well as gender such that their views and perceptions regarding the FFC grant based work and activities is captured in the survey. Respondents were randomly spotted from different part of the villages where FFC supported activities had been undertaken.

Overall, the sample comprises of 72% males and 28% females. The basic features of the individuals covered in the sample is provided by gender in Table 7.1. About half of the respondents are in the age group 30 to 50 years. Among males, about 16% of the respondents were 60 years and above, whereas among females only 8% are aged above 60 years.

About one-fourth of the respondents are illiterate. About half of the respondents are secondary or higher secondary educated. The distribution of level of education across males and females is more or less similar. 13% males and 12% females respondents had received college education or above.

Among the male respondents, 41% are cultivators, 25% are labourers (agricultural or non-agricultural) and 14% have own enterprise or business. Among females, 31% are homemakers, 21% are cultivators. About 10% of male respondents and 20% female respondents are regular salary earners.

Out of a total of 1256 individuals interviewed for the study, 21% belong and 12% percent of the sample belonged to SC and ST category, respectively (Table 7.1). About 46% of the sample belonged to Other Backward Classes (OBC) whereas 20% are from others category. The sample comprised of 33% population with APL card status. The proportions of male and female respondents are more or less equal across APL card status.

7.2. GRAM SABHA ATTENDANCE AND FFC GRANT AWARENESS

Respondents were asked if they were aware of the FFC grant. Only 18% of male respondents and 28% of female respondents have reported awareness of the FFC funds (Table 7.2). A higher proportion of females are informed about the FFC grants. The awareness was relatively more prevalent among older females compared to older males. Almost all respondents below 20 years of age lacked awareness about the FFC.

Knowledge and awareness about FFC grant among respondents rises with level of education. The highest awareness percentage 50% is observed among females who had higher education. Among occupational groups, salaried group is more aware than others.

Table 7.1: Demographic and socioeconomic profile of the respondents

Age of Respondent	Male		Female		All	
	%	Number	%	Number	%	Number
Below 20	2.4	22	1.4	5	2.1	27
20 to 29	19.0	171	19.2	68	19.0	239
30 to 39	24.9	225	28.8	102	26.0	327
40 to 49	23.3	210	29.7	105	25.1	315
50 to 59	14.5	131	12.7	45	14.0	176
60 years and above	15.9	143	8.2	29	13.7	172
Education						
Illiterate	23.7	214	25.7	91	24.3	305
Primary	11.2	101	12.4	44	11.5	145
Secondary	37.8	341	35.6	126	37.2	467
Higher Secondary	14.3	129	14.1	50	14.3	179
College and above	13.0	117	12.1	43	12.7	160
Occupation						
Cultivator	40.8	368	21.2	75	35.3	443
Other agricultural activity	5.1	46	3.1	11	4.5	57
Agricultural labour	8.8	79	7.9	28	8.5	107
Other labour	15.6	141	13.0	46	14.9	187
Salaried	9.9	89	20.3	72	12.8	161
Own business	13.9	125	3.1	11	10.8	136
Not working/Homemakers	6.0	54	31.4	111	13.1	165
Social Group						
Scheduled Caste	21.0	188	22.4	79	21.4	267
Scheduled Tribe	11.4	102	13.6	48	12.0	150
Other Backward Classes	46.0	413	46.6	164	46.2	577
Others	21.6	194	17.3	61	20.4	255
Ration Card						
BPL/Antyodaya	66.1	597	68.9	244	66.9	841
APL	33.9	305	31.1	110	33.1	415
All	71.8	902	28.2	354	100.0	1256

Source: GP Survey, IEG 2019

Across social groups, the level of awareness among OBCs and STs is higher than that among SCs, though all of these 3 categories reported less awareness compared to 'others'. Poorer households have less awareness levels than those belonging to APL category.

Table 7.2 also presents information on Gram Sabha (GS) participation of respondents. About 37% of the surveyed respondents reported of participating in GS. Among the respondents, the participation level is higher among females (48%) compared to males (33%). GS participation is lower among the younger population (below 30 years) compared to the middle age group (30-50 years). Elderly males have reported much lower participation than their female counterpart.

Participation in GS is found to be associated with education of the respondent. More educated respondents, both males and females, report greater participation. In particular, those with college education and above report over 50% participation rate. Participation level among females from APL category is slightly higher than BPL category.

Also, females from SC or OBC community report lower participation. Tribal women report greater participation depicting more active GP engagements among women.

Figure 7.1 presents the awareness levels regarding FFC grants by districts. Selected districts from Tamil Nadu, Kerala, Karnataka, Maharashtra and Chhattisgarh have relatively higher levels of awareness compared to those selected in other states. Districts with higher overall level of awareness also displayed better awareness levels among females. However, there was more awareness among males in districts with low overall awareness.

Figure 7.2 reports the Gram Sabha attendance status of the respondents. All the states with better FFC awareness also displayed higher GS attendance among both males and females. In Namakkal (TN) and Bemetara (Chhattisgarh), female respondents overwhelmingly (90-95%) reported attendance in the Gram Sabha. Attendance level was very low among females from Assam, Bihar, Rajasthan and Uttar Pradesh.

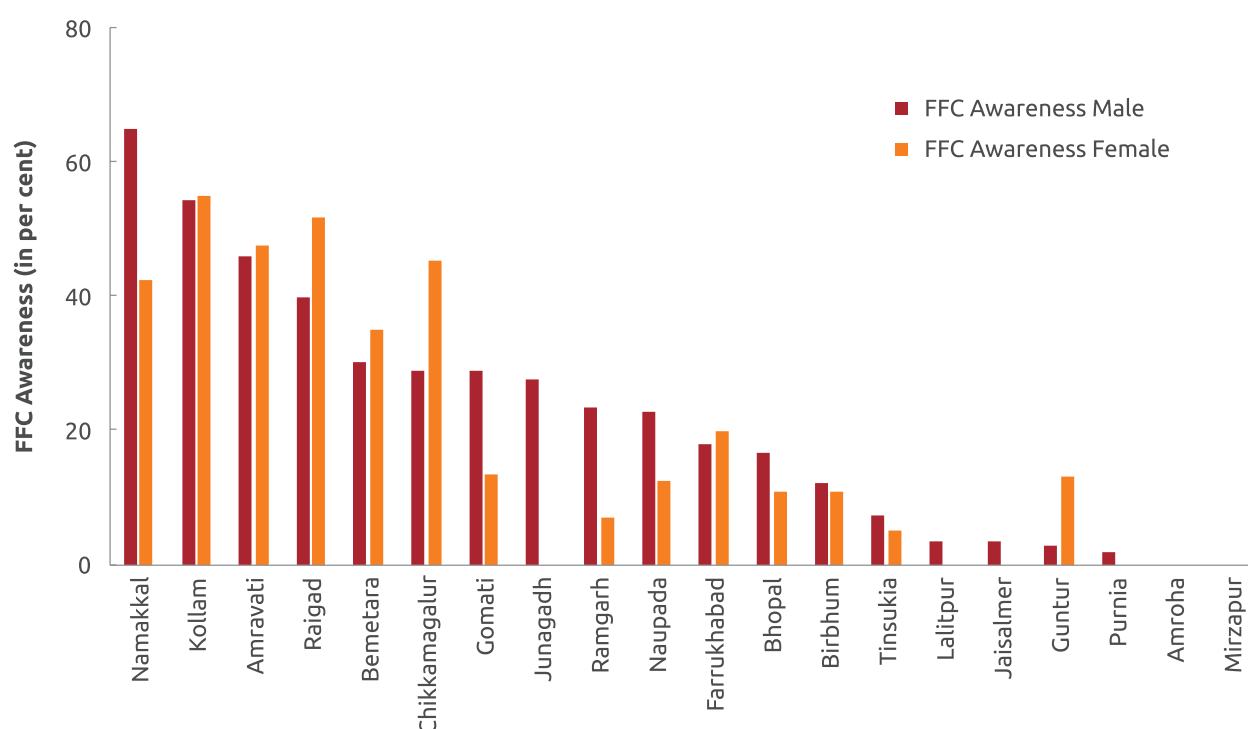


Figure 7.1: Awareness regarding FFC grant by district, 2019

Source: GP Survey, IEG 2019

Table 7.2: Awareness of FFC and attendance in GS by respondent background

Age of Respondent	Awareness of FFC (Yes, %)			Attended Gram Sabha (Yes, %)		
	Male	Female	All	Male	Female	All
Below 20	4.6	0.0	3.7	13.6	0.0	11.1
20 to 29	21.1	22.1	21.3	31.0	38.2	33.1
30 to 39	20.0	27.5	22.3	36.9	50.0	41.0
40 to 49	21.0	29.5	23.8	38.1	52.4	42.9
50 to 59	16.0	35.6	21.0	31.3	51.1	36.4
60 years and above	11.2	31.0	14.5	27.3	51.7	31.4
Education						
Illiterate	7.5	12.1	8.9	23.4	33.0	26.2
Primary	8.9	20.5	12.4	28.7	47.7	34.5
Secondary	15.8	27.8	19.1	32.8	52.4	38.1
Higher Secondary	25.6	50.0	32.4	37.2	58.0	43.0
College and above	43.6	44.2	43.8	51.3	55.8	52.5
Occupation						
Cultivator	17.7	18.7	17.8	33.4	34.7	33.6
Other agricultural activity	17.4	0.0	14.0	30.4	9.1	26.3
Agricultural labour	7.6	35.7	15.0	38.0	82.1	49.5
Other labour	13.5	19.6	15.0	29.1	45.7	33.2
Salaried	40.5	45.8	42.9	49.4	56.9	52.8
Own business	12.0	27.3	13.2	23.2	45.5	25.0
Not working/Homemakers	25.9	27.0	26.7	33.3	47.8	43.0
Social Group						
Scheduled Caste	16.5	16.5	16.5	34.6	39.2	36.0
Scheduled Tribe	18.6	31.3	22.7	38.2	70.8	48.7
Other Backward Classes	17.7	27.4	20.5	34.4	43.9	37.1
Others	20.1	41.0	25.1	25.3	52.5	31.8
Ration Card						
BPL/Antyodaya	16.6	25.8	19.3	35.4	46.3	38.6
APL	20.7	32.7	23.9	28.5	51.8	34.7
All	18.1	27.8	20.9	33.2	48.0	37.3

Source: GP Survey, IEG 2019

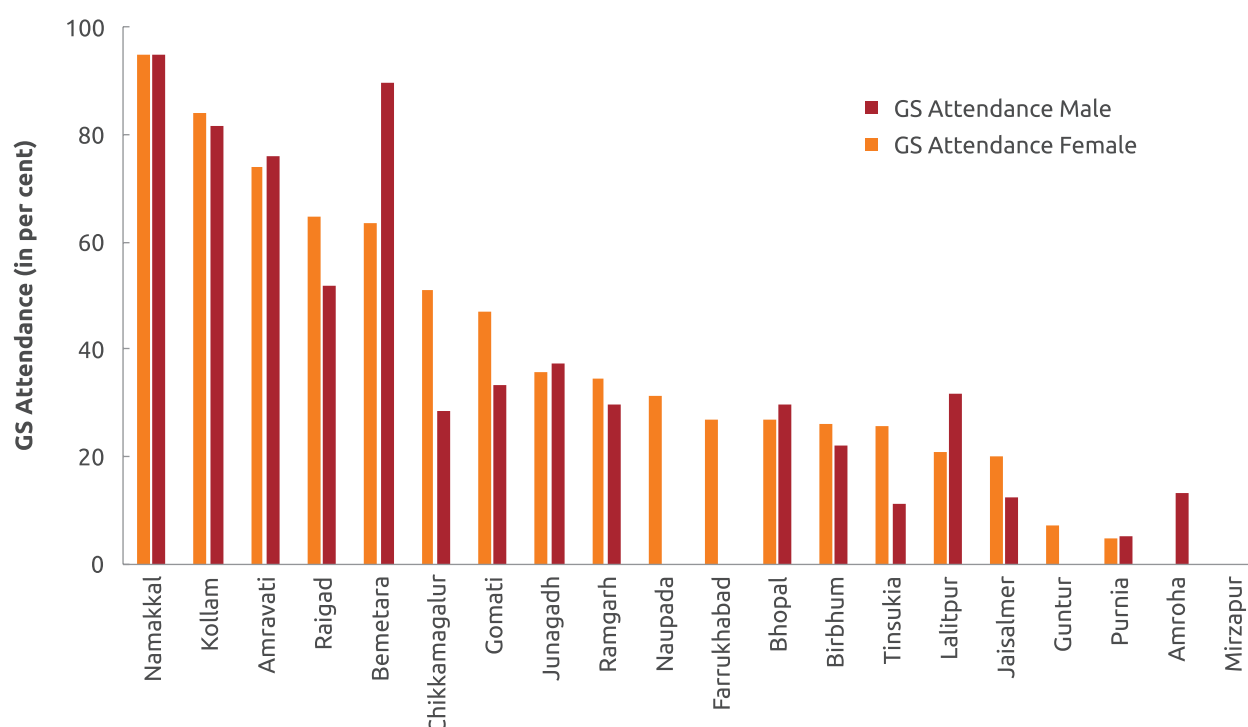


Figure 7.2: Attendance in Gram Sabha by district, 2019

Source: GP Survey, IEG 2019

7.3. VILLAGE AMENITIES AND ACCESS

Public Transport

Availability of public transport is one of the major indicators of development at village/ Panchayat level. The survey team had asked about the availability of public transport in Panchayat. Among all visited Panchayats, only in Kollam, all respondents said, they have access to public transport. More than seventy percent of respondents in Maharashtra said they have access to public transportation in their respective Panchayat. Public transportation facility is poor in Bhopal, Bemetara, Farrukhabad, Nuapada, Purnia, and Lalitpur districts.

Schooling and Education

Although 80% of the respondents give positive response when asked whether they had a primary school in their village. But, only 30% of the respondents said their primary school is maintained well and had good quality of infrastructure and education. Only 20% of the respondents said they have senior secondary school available in their panchayat. Less than 10% of the total respondent

said it is well maintained and quality is also good. Less than 5 percent said they have college education available in their panchayat. Some of the visited Panchayat respondent said that students have to travel more than 20 km to get higher education and this increases the cases of school dropouts.

Covered Drainage

Overall only half of the respondents stated they have access to drainage facility. Maintenance of these drains is more disappointing. Only 13 percent of respondents reported to have well maintained drainage. In many of the visited Panchayats, the dirty water of drainage either goes directly to nearby pond or some secluded area of the village as proper alternative for sewage is not developed. Only ten percent of the total respondents reported that they have covered drainage with 30 per cent reporting poor maintenance of covered drains. However, Junagadh district is performing better as most of the visited GPs of this district have covered drains.

Waste Disposal System

Waste disposal system is an important indicator of health and welfare. However, very few GPs have

proper waste disposal system. Generally people collect waste and use it as organic-compost in their farmland.

7.4. PERCEIVED CHANGES IN ASSETS/AMENITIES SINCE 2015

Street-Lights

Nearly 60% of the respondents reported to have street light in their villages. When asked about its utility, only 40 percent said that street light is useful for them. When same respondents were asked whether there is any improvement in evening mobility, 44 percent approved that night life has improved after 2015. Because of street/solar light, one can protect self from harmful insects and animals. The perception around theft cases has more or less remains same. Only 10 percent of the respondents perceived that women safety has improved after 2015 (Table 7.3).

Open Defecation

About 65% of the respondents agreed that there is a significant improvement in open defecation. Respondents in some of the states reported more positive performance on this front. However,

waste disposal practices still needs considerable improvements. 37% of respondents perceived that solid waste disposal has deteriorated in the last few years.

Road Connectivity

When asked about road connectivity and connectivity to various other centres, most of the respondents said it has improved since 2015. About 80% respondents said general road connectivity has improved since 2015. More than half the respondents stated improvement in road connectivity to school, health centre and in water logging situation since 2015, but 30%-35% perceive that the situation in these respects has remained same.

Drinking Water

Less than 10 per cent of the respondents reported they did not have access to either Hand Pump or Tap Water facility. About half of the respondents said they have access to good quality of water while almost one-half reported issues related with availability of quality drinking water. However, it is perceived that, in general, there is reduction in the distance travelled for collection of drinking water post-2015. Overall, 93% respondents report that they have to travel less distance than before to fetch water.

Table 7.3: Perceived improvements in development factors among respondents, 2019

Change in safety and security after 2015	Improved (%)	Remained Same (%)	Deteriorated (%)
Safety from harmful insect	44	56	0
Theft case	9	73	18
Women safety	10	90	0
Change in health and sanitation after 2015	Improved (%)	Remained Same (%)	Deteriorated (%)
Disposing of solid waste	2	61	37
Open defecation	65	35	0
Change in road connectivity after 2015	Improved (%)	Remained Same (%)	Deteriorated (%)
General road connectivity	79	18	3
Road access to schools	58	35	7
Road access to health center	57	33	10
Water logging	68	30	2

Source: GP Survey, IEG 2019

7.5. COMMUNITY PERCEPTION TOWARDS GRAM PANCHAYATS ACTIVITIES

The responses of beneficiary respondents across all selected GPs are collected through schedule regarding their perception of satisfaction level towards the GP activities. Satisfaction level is coded into five groups namely; highly satisfied, satisfied, neutral, dissatisfied and no opinion. Further, respondent having perception of highly satisfied and satisfied clubbed together in a group labeled "satisfied" whereas respondents having perception of neutral, dissatisfied and no opinion are clubbed together into a group called "not satisfied" for the purpose of analysis. While we could have asked respondents to state only "satisfied" or "not satisfied", the five categories used in the schedule helped them to state their response with freedom to choose from more alternatives.

Table 7.4 presents satisfaction by gender, age, education level, and other characteristics of respondents. Overall 63 per cent respondents in our sample found to be satisfied with GP activities. Women are more satisfied (69.6 %) than that of males (60.2 %) regarding GP activities. It is found that as age increases, the satisfaction level towards GP activities tend to increase till 59 years and thereafter it decreases. Women's satisfaction level (69.6 %) in terms of GP working is relatively higher than that of males (60.1 %). Women belonging to the age groups 20 to 29, and 60 years above reveal less satisfaction than males in corresponding age groups. However, a higher proportion of women in the age group 30 to 59 years expressed satisfaction with GP activities than their male counterpart in same age group.

From the educational profile of respondents reveals, the higher the education level, the more the satisfaction level. Overall 55 per cent illiterate respondents of both genders are satisfied with GP activities. Women showed more satisfaction level across educational attainment than in males. Males having primary education are the lowest satisfied.

Salaried respondents are more satisfied than the respondents belonging to other occupational categories. Respondents from other agricultural

activity showed the lowest level of satisfaction with 53 per cent having only 40 per cent female satisfied with works carried out by GPs in our sample. Women except from other agricultural activity are more satisfied with GP works than their males counterparts in all occupational activities.

The satisfaction level of respondents by social group differ in a small range. About 60 per cent SC respondents are satisfied while about 63 per cent respondents from OBC and 65 per cent from others group are satisfied. For STs, satisfaction percentages are 64.

Maintenance of Assets

We discuss here the maintenance of various assets created by GP for providing services to the villagers. Five types of assets have been considered here. The information produced in Table 7.5 refers to percentage of respondents who answered assets are either partially or well-maintained as per their perception. Response by the rest of the respondents for a particular asset was in the category "not maintained".

The table reveals that 49% of the respondents replied that CC roads are partially while 36% replied they are well maintained. Highest response (88%) on well maintenance was given in Kollam district of Kerala while in none of the respondents in Ramgarh (Jharkhand) reported CC roads are well maintained. In six selected GPs of Gomati did not have CC road. The responses in partially maintained category vary from 12% in Kollam to 71% in Purnia. Note that the well maintained and partially maintained for Kollam add up to 100% implying no one reported that CC roads are not maintained.

In regard with Hand-pump maintenance it is seen that about 57% and 23% of the respondents reported that hand-pumps are partially and well maintained respectively. Beneficiaries from Nuapada district show the highest well maintenance (59%) of hand-pumps followed by Farrukhabad (53%). None of the respondents in Guntur district of Andhra Pradesh reported that hand-pumps are well maintained. In case of partially maintained hand-pumps category, respondents from Chikkamangaluru reported lowest percentage (14%).

Table 7.4: Perceived satisfaction by characteristics of respondents, 2019 (%)

Age of Respondent	Male		Female		All	
	No	Yes	No	Yes	No	Yes
Below 20	46.7	53.3	40.0	60.0	45.7	54.3
20 to 29	36.8	63.2	43.7	56.3	38.9	61.1
30 to 39	43.8	56.2	24.3	75.7	37.6	62.4
40 to 49	38.6	61.4	27.6	72.4	34.9	65.2
50 to 59	39.5	60.5	20.5	79.6	34.4	65.6
60 years and above	38.2	61.8	45.8	54.2	39.4	60.6
Education						
Illiterate	45.1	54.9	44.0	56.0	44.8	55.3
Primary	46.3	53.7	31.8	68.2	41.7	58.3
Secondary	39.7	60.3	25.0	75.0	35.6	64.4
Higher Secondary	35.7	64.3	26.0	74.0	33.0	67.1
College and above	30.6	69.4	20.9	79.1	27.9	72.1
Occupation						
Cultivator	37.5	62.5	33.3	66.7	36.8	63.2
Other agricultural activity	43.6	56.4	60.0	40.0	46.9	53.1
Agricultural labour	49.3	50.7	10.7	89.3	38.8	61.2
Other labour	44.8	55.2	23.9	76.1	39.7	60.3
Salaried	29.8	70.2	28.2	71.8	29.0	71.0
Own business	41.5	58.5	18.2	81.8	39.6	60.5
Not working/Homemakers	40.0	60.0	36.0	64.0	37.1	62.9
Social Group						
Scheduled Tribe	41.2	58.8	24.0	76.0	35.4	64.6
Scheduled Caste	39.8	60.2	40.5	59.5	40.0	60.0
Other Backward Classes	40.6	59.5	29.3	70.7	37.3	62.7
Others	38.2	61.8	25.4	74.6	35.1	64.9
All	40.0	60.1	30.4	69.6	37.2	62.8

Source: GP Survey, IEG 2019

While the respondents in the well maintained category was not high in case of CC road and hand-pump, as many as 49% of the respondents from the sample feel that tap water facility is well maintained. It is worth noting that 100% respondents from Namakkal reported that their tap-water facility is well maintained. In contrast, 100% respondents from Tinsukia (Assam) reported that tap-water is partially maintained. In Farrukhabad district, tap water is not provided in six selected GPs visited.

Considering the entire sample, only 25% respondents reported that drains in their respective GPs are well maintained while 47% feel that it is partially maintained. Respondents from Kollam district of Kerala showed highest (90%) well maintained response in regard to drains. In Purnia, 60% respondents reported that drains are partially maintained while nobody reported well maintenance of drains. Respondents from majority districts perceived low level of well maintenance in drains than national average (25%). Very few respondents

(8%) from Ramgarh, Jharkhand reported that their drains are partially maintained and the rest reported drains are not maintained.

In case of street light maintenance, about 55% and 27% respondents reported that partial and well maintenance respectively. Well maintenance of streetlights provisioning is reported with highest percentage (76%) in Nuapada district, Odisha followed by Kollam (71%). No one from Amroha and Lalitpur reported that street lights are well maintained. The responses in partially maintained streetlights provisioning vary from 23 % in Nuapada to 76% in Amravati. Note that the well maintained and partially maintained for Nuapada and Kollam add up to 100% implying no one reported that streetlights are not maintained.

7.6. A LOGISTIC REGRESSION ANALYSIS

In order to understand what determines overall satisfaction of respondent beneficiaries, we make use of information about the maintenance of the activities such roads, drinking water, drainage system, and streetlights provisioning collected from respondents in the survey. The satisfaction levels of respondents are depended on these activities. Further, their responses were coded into a dichotomous variable as satisfied=1 and not satisfied=0, for the analytical purpose. The logistic or logit regression tells us the likelihood of being satisfied due to different factors (see Annexure 3). The odds ratio estimated in the regression gives the likelihood of a person in being satisfied in relation to a reference group.

The dependent variable used in the regression takes value 1 if respondent is satisfied and 0 otherwise. The independent or explanatory variables are: maintenance of drinking water, maintenance of

drains and drainage, maintenance of streetlights, maintenance of roads, social group, wealth quartile, attendance in Gram Sabha, zones (east, west, north, south, and north east), educational level of respondents, age, and age square.

The results from the regression are summarized in Table 7.6. The odds ratios obtained in the logit regression are analyzed below.

Asset maintenance

Satisfaction level of beneficiaries is likely to rise as the maintenance of drinking water, drainage, streetlights and road carried out by GPs. More specifically, likelihood of being satisfied with overall GP activities is more than twice compared to non-maintenance of drinking water facility, streetlight provisioning and roads. Similarly, people are more than 3 times satisfied with overall activities of GPs if drainage is maintained properly.

Wealth status

We have constructed a wealth index for which 30 assets are taken into account and using principal component analysis, wealth score is predicted. This score later is divided into four quartiles to reflect wealth status. Assets considered for wealth index are: electricity, tap-water, hand pump, fan, cooler, AC, TV, radio, refrigerator, washing machine, sewing machine, mattress, bed, table, chair, sofa, wristwatch, wall clock, pressure cooker, telephone, mobile, computer, laptop, bicycle, bike, car, tractor, thresher, pump, and agricultural land.

Result suggests that a respondent from third quartile (middle income group) is 1.6 times more satisfied with GP activities when compared to respondent from the poorest or first quartile.

Table 7.5: Response of beneficiaries about maintenance status of assets in GP (%), 2019

	CC roads		Hand-pump		Tap-water		Drains		Streetlights	
	Partially	Well	Partially	Well	Partially	Well	Partially	Well	Partially	Well
Amravati	66.0	26.4	53.5	7.0	33.9	64.3	52.4	11.9	76.3	17.0
Amroha	55.9	6.8	53.6	10.7	66.7	0.0	38.3	11.7	46.0	0.0
Bemetara	38.0	42.0	72.0	28.0	70.0	28.0	50.0	24.1	46.0	34.0
Bhopal	55.0	36.7	60.0	36.7	58.3	4.2	48.3	27.6	NA	NA
Birbhum	66.0	18.0	62.1	17.2	63.6	22.7	34.2	15.8	58.8	8.8
Chikkamangalur	48.9	42.2	14.3	7.1	42.1	57.9	45.8	18.8	73.3	13.3
Farrukhabad	45.0	53.3	46.7	53.3	NA	NA	53.3	30.0	44.2	32.6
Gomati	NA	NA	48.8	34.9	49.0	37.3	92.5	7.5	84.0	2.0
Guntur	32.7	67.4	75.0	0.0	71.8	28.2	51.3	33.3	55.3	42.6
Jaisalmer	66.7	33.3	66.7	8.3	88.9	11.1	75.0	8.3	66.7	22.2
Junagadh	25.0	31.7	60.0	5.0	21.7	78.3	50.0	50.0	60.0	40.0
Kollam	11.9	88.1	53.3	46.7	9.7	90.3	9.5	90.5	28.3	71.7
Lalitpur	45.7	15.2	64.1	12.5	66.7	0.0	41.0	12.8	82.4	0.0
Mirzapur	81.8	13.6	76.9	19.2	18.2	81.8	47.2	13.9	50.0	7.7
Namakkal	46.0	54.0	0.0	0.0	0.0	100.0	42.5	37.5	50.0	50.0
Nuapada	50.9	49.2	41.1	58.9	50.0	40.0	40.0	46.7	23.5	76.5
Purnia	71.7	6.5	72.6	11.8	33.3	0.0	60.0	0.0	48.3	20.7
Raigad	64.2	26.4	53.5	7.0	33.9	64.3	51.2	12.2	74.6	17.0
Ramgarh	61.5	0.0	48.6	8.6	70.0	7.5	8.7	0.0	32.8	6.6
Tinsukia	30.8	69.2	68.0	28.0	100.0	0.0	64.7	23.5	64.3	28.6
Total	49.2	35.8	57.5	23.7	44.7	49.3	46.7	25.3	55.4	27.1

Source: GP Survey, IEC 2019

Table 7.6: Odds ratio for satisfaction level of among respondents about GP activities, 2019

Satisfied	Odds Ratio	SE	z	P>z	[95% CI]	
Non-maintenance of drinking water		reference				
Maintenance of drinking water	2.36***	0.53	3.86	0	1.53	3.65
Non-maintenance of drainage		reference				
Maintenance of drainage	3.61***	0.95	4.89	0	2.16	6.04
Non-maintenance of streetlights		reference				
Maintenance of streetlights	2.13***	0.5	3.2	0	1.34	3.37
Non-maintenance of road		reference				
Maintenance of road	2.47***	0.58	3.83	0	1.56	3.93
Social Group						
ST reference		reference				
2 SC	1.02	0.27	0.09	0.93	0.62	1.71
3 OBC	1.09	0.26	0.38	0.71	0.68	1.75
4 Others	0.99	0.28	-0.04	0.97	0.57	1.71
Wealth quartile						
First		reference				
2 Second	0.91	0.17	-0.53	0.6	0.63	1.31
3 Third	1.65***	0.32	2.54	0.01	1.12	2.42
4 Fourth	1.36	0.3	1.37	0.17	0.88	2.11
Not attended GS meetings		reference				
GS meetings attended	1.75***	0.28	3.44	0	1.27	2.41
Zone						
East reference		reference				
2 West	5.72***	1.65	6.03	0	3.24	10.07
3 North	1.78***	0.34	3.05	0	1.23	2.58
4 South	4.13***	1.19	4.92	0	2.35	7.27
5 North-east	2.97***	0.76	4.22	0	1.79	4.92
Education						
Illiterate		reference				
<higher secondary	0.95	0.18	-0.24	0.81	0.66	1.38
> higher secondary	1.19	0.28	0.74	0.46	0.75	1.89
Age	1.03	0.03	1	0.32	0.97	1.09
Age square	1	0	-1.07	0.28	1	1
Cons	0.17	0.12	-2.54	0.01	0.04	0.67

Source: GP Survey, IEG 2019

Gram Sabha Attendance

The likelihood of satisfaction of respondents who attended Gram Sabha meetings is 1.7 times more than a respondent who did not attend GS. The possible reason for this may be that, when a person attends GS, he/she becomes aware of the GP functioning, its problems and constraints, and the importance of participation for good governance. Importantly, he/she can cultivate the feeling of being the part of GP activities and governance.

Zone of Respondent

The sample from 16 states is divided into five zones: east (Chhattisgarh, Jharkhand, Odisha, and West Bengal), west (Gujarat, Maharashtra), north (Bihar, Madhya Pradesh, Rajasthan, and Uttar Pradesh), south (Andhra Pradesh, Karnataka, Kerala, and Tamil Nadu) and northeast (Assam, Tripura). East is considered as the reference category in the logit regression.

Satisfaction level is significantly different depending on the zone of the respondent. Odds ratio suggest

that respondents from west zone are likely to be 5 times more satisfied than respondents from the east zone. Similarly, likelihood of being satisfied with GP activities for north and northeast are 1.7 and 2.9 times more respectively with reference east zone. The respondents from south are 4 times more likely satisfied with GP works than the respondents of east.

Education level

We had noted in the previous section that as education level increases the satisfaction regarding GP activities increase. However, when we test this for significance, we do not find a statistically significant difference according to the educational attainment of the respondents.

Age and Social Group

Age of the respondent or social group do not make a statistically significant difference for the satisfaction level of respondents.

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01

ANNEXURE

SOLID WASTE MANAGEMENT

With respect to the Solid Waste Management (SWM) practices adopted in the selected GPs, it is seen that only 17 GPs are collecting solid waste out of 120 GPs (Table A1). In percentage terms, it is about 15 per cent. Note that, in all the 6 GPs of Kollam district in Kerala has adopted the practices of SWM.

Table A1: Solid Waste Management (SWM) practices in selected GPs, 2019

District	State	Collecting Solid Waste	Dustbins Provided		Interval of Collection
			Households	Community	
Amravati	Maharashtra	0	0	0	Not collecting
Amroha	Uttar Pradesh	0	0	0	Not collecting
Bemetara	Chhattisgarh	0	0	0	Not collecting
Bhopal	Madhya Pradesh	1	0	3	Twice a month
Birbhum	West Bengal	1	0	0	Twice a month
Chikkamagaluru	Karnataka	0	0	0	Not collecting
Farrukhabad	Uttar Pradesh	0	0	0	Not collecting
Gomati	Tripura	1	2	1	Twice a month
Guntur	Andhra Pradesh	2	0	1	Twice a month
Jaisalmer	Rajasthan	2	0	2	Once a year
Junagadh	Gujarat	0	0	1	Not collecting
Kollam	Kerala	6	0	4	Twice a month
Lalitpur	Uttar Pradesh	1	0	2	Twice a year
Mirzapur	Uttar Pradesh	0	0	5	Not collecting
Namakkal	Tamil Nadu	2	0	2	Twice a month
Nuapada	Odisha	0	0	0	Not collecting
Purnia	Bihar	0	0	0	Not collecting
Raigad	Maharashtra	1	0	2	Once a year
Ramgarh	Jharkhand	0	0	0	Not collecting
Tinsukia	Assam	0	0	0	Not collecting
All (120 GP)		17 (14%)	2 (2%)	23 (19%)	

Source: GP Survey, IEG 2019

02

ANNEXURE

SOME BEST PRACTICES

IEG team come across some of the exemplary practices incurred through FFC in GPs. We have outlined some of the best practices in order to highlight the innovative ways through which FFC grants are utilized.

1. Organic Farming

Organic farming implies cultivation practices consistent with soil health and effective use of organic (crop, animal and farm waste, aquatic waste) and bio-degradable materials along with beneficial microbes (bio-fertilizers) to release nutrients to crops for increased sustainable production in the eco-friendly pollution free environment. Ezhukone GP in Kollam (Kerala) focused on implementing project namely Aerobic Composting Units in Public Places for biodegradable waste. The Agricultural Officer informed that the project has recruited 25 members (both men and women) of 'Karshika Karma Sena' (Farm Workers Army) at GP level at Rs. 20,000/-

per month remuneration (equal for both men and women). These recruited members are trained in agriculture work ranging from tilling of land to hi-tech farming.

Under this scheme, organic compost is raised in the form of grow bags with the help of these workers. This model adopts layering technique and a single layer may hold as much as 500 kg of wet organic waste. Nature friendly microbial consortiums and other materials are used to begin the compost process. For example, for raising one grow bag about 8 kg soil +1.5 kg coir pit compost +300 gms of cow-dung (dry)+ 100 gm bone meal +neem cake+ 10 gms. of micro-food is needed. It takes 10 days to make organic compost. Apart from cultivation of crops by using organic manure, this technique also manages community level waste. It can be an important initiative in waste management as well to curb pollution; also it helps increase OSR to GPs.



2. Family Health Centre (FHC)

In GP Veliyam (Kollam), the Primary Health Centre (PHC) is upgraded as FHC under the 'Aardram' Project of the Government of Kerala. The main aim of FHC is to provide modern medical treatment facilities locally. FHC provides services based on the principles of universality, family based, equitable and non-discriminatory, portability and continuity of care, protection of patient rights, community participation, accountability, transparency and responsiveness. All the staff (1 Medical Officer, 3 Doctors, 6 Staff Nurse) is available for the routine outpatient services in the FHC during the prescribed time (9.00 am to 6.00 pm) based on the duty schedule to screen, examine, diagnose, prescribe, investigate/ treat and follow-

up sick patients. On an average, 300 patients visit for OPD care. The FHC collects a nominal fee of Rs. 5/- patient. However, BPL families, pregnant women and children below 18 years are excluded from payment. It is important to be noted that a doctor with monthly remuneration of Rs. 52,000 and a nurse with monthly remuneration Rs. 27,000 has been appointed by the Veliyam GP. By accessing the state-of-the-art FHC facilities, many patients are benefiting at local level. While addressing the health issues of the families, this kind of initiative will also provide livelihood opportunities to majority of people at local level. Also, such initiative will enhance the confidence, and strengthen participatory governance towards GP.



Photo: Family Health Centre, GP Veliyam (Kollam, Kerala)

3. Water Filter Tank

GP Jamjuri Bazar in Gomati (Tripura) has constructed a water filter tank at Radhanagar Jamjuri Bazar School. The water filter has a capacity of 3000 litres and was constructed through FFC funds at a total cost of Rs. 1,71,478. The water filter serves the school which has a total intake of 141 students

and 15 teachers. The school was reported to have drinking water shortage but since the installation of the water filter the issues is now resolved.



Photo: Radhanagar Jamjuri Bazar School, GP Jamjuri Bazar (Gomati, Tripura)

8.4. Plastic Shredding Unit

GP Veliyam has recruited women under the 'Harithakarma Sena' initiative to collect cleaned and dried plastics from households and shops. These plastics are collected from each ward and then shifted to the Shredding Unit located in the Block Office, Kottarakkara in Kerala. There are 38 members in the 'Harithakarma Senas'. Two persons in each ward are paid remuneration for collecting plastics. A user fee of Rs.30 per household per month and Rs. 50 per commercial enterprise per month is collected for the services. This amount is utilized for the payments of the workers.

The members of Haritha Karma Sena convert the dried plastic into the granular form in the shredding unit. These granulars are utilized for preparing tar road. This is one of the sources of own revenue (OSR) at GP level and at the same time it helps to generate livelihood earnings for the local economy. Other benefits of plastic management is to keep the environment free from major toxic pollutants released by plastic that leads to air pollution, land pollution, water pollution and soil pollution.



Photo: Plastic Shredding Unit, GP Veliyam (Kollam, Kerala)

5. Water Points Development

Amar Singh Dhani is an isolated small hamlet of GP Chhayon (Jaisalmer) with a total population of 455 persons. The village was suffering from an acute water shortage problem for drinking purposes. The women of the household were required to travel a distance of over 15 kilometer to fetch water. Often, they used to depend on camel cart and tractors which had both cost and time implications for the

households. Recently, the GP has constructed a series of water points that are useful to supply water to various hamlets, particularly disadvantaged hamlets such as Amar Singh Dhani. In 2018, the GP utilized the FFC grant and spent Rs 4,00,000/- to complete this water point project. In Jaisalmer, a significant proportion of FFC fund is used for arrangement of drinking water for the local people.



Photo: Water Point, GP Chhayon (Jaisalmer, Rajasthan)

6. Solar Water Tank

In Ramgarh district (Jharkhand), some of the GPs have utilized FFC grants for the construction of Jal Minars (Solar Enabled Water Tank) at common places. A Jal Minars is a structure that works through submersible water pumps placed at appropriate locations and is operated via solar energy produced

by the solar panels installed above the water tank. This is an important use of renewable energy for drinking water provisioning. This kind of efforts and initiatives at GP level can be exemplary for other GPs where limited funds and electricity problems are major constraints.



Photo: Solar Water Pump and Water Tank, GP Soso (Ramgarh, Jharkhand)

7. Vegetable Market Shed

GP Jamjuri Bazar (Gomati, Tripura) has utilized FFC funds to construct a vegetable market shed. The construction was carried out at a cost of Rs.319320. Prior to the construction, the vegetable market shed was in poor condition and several buyers and sellers were unable to effectively transact. Following the construction, the number of buyers and sellers using the vegetable market shed has increased. The GP has benefited through increased OSR. The GP collects a

fee of Rs. 10 twice per week for use of the vegetable market shed for business purposes. We can see the furnished sheds with tiles in picture and cleanliness of the place. One of the sellers informed our team the utility and importance of this market shed and said, "Prior to construction and renovation of this market shed, especially in rainy season a mud and dirt was a common problem. That problem is solved with this new construction."



Photo: Vegetable Market Shed, GP Jamjuri Bazar (Gomati, Tripura)

8. School Building Refurbishment

Renovation of school buildings and AWCs is one of the key focuses of in some of the states. However, we present only one case. GP Lakhanwadi (Amravati, Maharashtra) has utilized FFC funds for renovation and refurbishment of the school building. In particular, the GP has provided a LCD screen to facilitate audio-visual learning sessions in the school. The school also received desks and other refurbishments as well as wall painting and learning materials from the GP.

Similarly, GP Zilpi, Amravati (Maharashtra) has utilized the FFC funds to provide e-learning equipment and other infrastructure facilities to the school. This includes basic school furniture such as student desks, tables, cupboards, sports equipments for Anganwadi. The teachers have reported positive impact of these initiatives on student enrolment, attendance and learning outcomes.



Photo: Zilla Parishad School, GP Lakhanwadi, (Amravati, Maharashtra)



Photo: Zilla Parishad School, GP Zilpi, (Amravati, Maharashtra)

9. Water Atm

Scarcity of safe drinking water is a major developmental concern in Nuapada (Odisha). The GPs in Nuapada have allocated substantial proportion of the FFC grants for improving availability of safe drinking water in rural areas. One innovative idea is to construct a coin-based water dispenser system - locally referred to as the 'Water ATMs'. The concept essentially implies payment or user charges for availing purified drinking water. Cost of one such water filter and purification instrument including boring pipe installed in Kureswar GP, Nuapada was

Rs. 5.5 lakh. This work was carried out through the FFC grants. The user charges for drawing water are as follows: Rs.2 for 5 litres of drinking water and Rs.5 for 20 litres of drinking water. The purifier operates through a coin-based dialing system. Through these user charges, the Kureswar GP generate revenue of about Rs.10,000 per month which is adequate enough to meet the maintenance cost of the water purifier. In 2019-20, about 10 Water ATMs have been installed in ten different GPs of the district.



Photo: Water ATM, GP Kureswar (Nuapada, Odisha)

10. Micro-Rwhs (Rain Water Harvesting Structures)

Ground water recharging is increasingly recognized as a major priority for conservation of ground water and for improving availability and quality of safe drinking water in rural areas. In this regard, rain harvesting is identified as an important and cost-effective mechanism for ground water recharging. The importance of the rain harvesting is of high relevance for regions with lengthy summers and below average rainfall. GP Pepal-Kheda in Bhopal

often experiences water shortage, especially during the summer season. Recognizing these concerns, the GP decided to construct a micro-Rain Water Harvesting Structure (micro-RWHS) inside the school premises. The cost of construction was below 2 Lakhs. Such initiatives are useful for water-scarce regions and can help recharge ground water for sustainable use both for domestic and irrigation purposes.



Photo: micro-RWHS, GP Pep

03

ANNEXURE

REGRESSION MODELS

1. Multiple Regression Model

Multiple linear regression attempts to understand the relationship between a dependent variable y and two or more explanatory variables x by fitting a linear equation to observed data. Every value of the independent variable x is associated with a value of the dependent variable y . In other words, the coefficients of explanatory/independent variables describe the mathematical relationship between each independent variable and the dependent variable.

To analyze the problems in which the dependent variable is continuous or discrete in nature we use simple linear regression. When there is more than one independent variable we use multiple linear regressions. For example in the light of present objective that we dealt in chapter 3, the proportion of utilization of FFC grants in GPs would contingent upon various factors or determinants, also it may vary according to the characteristics. Every value of the independent variable x is associated with a value of the dependent variable y .

Based on our survey data, we have used multiple regression analysis to study:

- Utilization of FFC grants
- WASH expenditure

The utilization of FFC funds is depend upon the timely receipts of grants, total activities carried out through FFC grants, perceived level of satisfaction regarding GP activities, GP infrastructure score, zones, and characteristics of Sarpanch such as his/her education, gender etc,

The mathematical specification of multiple regression equation for utilization rate and its explanatory variables takes the following form:

$$Y_i = \beta_1 + \beta_2 X_{2i} + \beta_3 X_{3i} + \beta_4 X_{4i} + \beta_5 X_{5i} + u_i$$

$(i = 1, 2, \dots, 114);$

where,

Y_i = utilization per cent

β_1 = intercept term

X_{2i} = GP infrastructure score

X_{3i} = timely receipts of FFC grants (=1 if received on time and = 0 otherwise)

X_{4i} = gender of Sarpanch (=1 if male, and = 0 if female)

X_{5i} = education level of Sarpanch. It is (1=illiterate, 2=less than higher secondary education completed, 3= more than higher secondary education completed, illiterate is reference)

X_{6i} = total activities in

X_{7i} = zones is categorical variable, (east=1, west=2, north=3, south=4 and northeast=5, east is reference category)

The subscript i runs over 1, ...,114 GPs for which all the data were available.

The slope coefficient of X (independent variable) in regression analysis gives an estimate of its influence on Y (dependent variable) controlling for the effects of all other X variables.

Similarly we modeled WASH (Water, Sanitation and Hygiene) expenditure replacing utilization per cent in above mentioned equation.

2. Logit (Logistic) Regression Model

To analyze the problems in which the dependent variable is categorical or dichotomous in nature, the logit or logistic regression is one of the most widely used qualitative regression model. For example in the light of present objective that we dealt in chapter 7, whether a person is satisfied or dissatisfied with respect to the GP activities could be an important dimension of analysis. In such case respondent have 'yes' or 'no' type of responses, such response can be analyzed considering various correlates or determinants through logistic regression. Logistic regression will estimate the likelihood of the occurrence of the particular event, in our case whether a person is satisfied or not.

Based on our survey results, we have used Logistic Regression Analysis to study:

- Maintenance of drinking water facility, drainage system, streetlight provisioning and road.
- Factors determining the satisfaction level towards GP work.

Factors determining satisfaction level with GP activities.

The perceived level of satisfaction regarding GP activities might be dependent upon the assets created in GPs, their maintenance and quality, a position of person of social ladder, and one's direct or indirect participation in GP governance. However, individual characteristics such as age, educational attainment, occupational activity and economic status could be an important determinant of being satisfied or not. About 63 per cent in our sample reported to have a response of 'satisfied' regarding GP activities

The mathematical specification of the Logistic equation expressing the relationship between the above mentioned variables and the binary dependent variable of likelihood of a person being satisfied is stated as:

$$\ln(P_i/1-P_i) = \alpha + \beta_1 X_{1i} + \beta_2 X_{2i} + \beta_3 X_{3i} + \beta_4 X_{4i} + \beta_5 X_{5i} + \epsilon_i \quad (i = 1, 2, \dots, 1213);$$

where,

$P_i/1-P_i$ = ratio of the probability that an individual will give a response of being satisfied with GP activities carried out time to time to the probability that he/she would not satisfied. $\ln(P_i/1-P_i)$ is the log of the odds which is the dependent variable in the binary logistic regression equation. The slope coefficient of a variable in logit model gives the change in the log of the odds associated with a unit change in the variable under consideration, holding all other variables constant.

X_{1i} = the maintenance of drinking water perceived by the i th respondent, which is assigned value 1 if drinking water is well maintained and 0 if it is not maintained.

X_{2i} = the maintenance of drainage system perceived by the i th respondent, which is assigned value 1 if drainage system is well maintained and 0 otherwise.

X_{3i} = the maintenance of streetlight provisioning perceived by the i th respondent, which is assigned value 1 if streetlight provisioning is well maintained and 0 otherwise.

X_{4i} = the maintenance of road/s perceived by the i th respondent, which is assigned value 1 if road/s is well maintained and 0 otherwise.

X_{5i} = gender of the individual, 1 if male and 0 if female

X_{6i} = social group that a person belongs to. ST=1, SC=2, OBC=3 and Others =4 with ST as reference category.

X_{7i} = Educational status, a categorical variable with Illiterate=0, less than higher secondary=1, more than higher secondary education=3

X_{8i} = attendance in Gram Sabha (GS) a binary variable, 1 if a person attended GS, or 0 if otherwise.

X_{9i} = wealth quartile, poorest/ first quartile=1, second quartile=2, third quartile= 3, and richest/fourth=

X_{10i} = zone, east=1, west=2, north=3, south=4 and northeast=5

04

ANNEXURE

COMMUNITY EXPECTATION FROM GRAM PANCHAYAT AND GOVERNMENT

Community members in selected GPs are aspiring to have better and improved facilities from the Gram Panchayats and government. We tried to table the expectation of the villagers it by states.

Table A4: Community expectation from GPs and Government, 2019

States	Expectation from GP and Government
Andhra Pradesh	<ul style="list-style-type: none"> ■ To make available clean water, connectivity of roads, higher educational institutes and vocational education at GP level. Also, electric voltage needed to be improved.
Bihar	<ul style="list-style-type: none"> ■ Regularity in conducting Gram Sabha as well as publicized methods and willingness on the part of GPs is expected. ■ Swachhha Bharat Abhiyan (SBA) grants to be provided directly to the household to construct toilets. Drains and streetlight provisioning is needed. ■ Primary and secondary schools at GP level is demanded. Also, road connectivity and transportation is identified as an area for improvement.
Chhattisgarh	<ul style="list-style-type: none"> ■ Demanded drinking water provisioning especially in summer season. ■ To ensure greater involvement and a say in the preparation of GPDP.
Gujarat	<ul style="list-style-type: none"> ■ To improve road connectivity and maintenance of old roads as well as repairing and maintenance of school and AWCs is required. ■ To increase the awareness about GPDP and Gram Sabha.
Jharkhand	<ul style="list-style-type: none"> ■ Drinking water facility is demanded, ■ To enhance awareness of GPDP and Gram Sabha is expected. ■ Maintenance of streetlights and the construction of pond is demanded to avoid drinking water scarcity.
Karnataka	<ul style="list-style-type: none"> ■ Provisioning of clean tap water, bus stand constructions, solar light as well as streetlights are demanded. ■ To maintain a waste management system, and drains is demanded, ■ Banking facility as well as ATM facilities is expected. ■ Road maintenance especially <i>kuccha</i> roads, as well as stable electricity supply is requested.
Kerala	<ul style="list-style-type: none"> ■ Road construction, more coverage of PMAY- Gramin, boundary construction for school and AWCs are demanded.

States	Expectation from GP and Government
Madhya Pradesh	<ul style="list-style-type: none"> ■ To improve the effectiveness of Gram Sabha so as to more participation on the part of people is realized. ■ Provisioning of waste management system is needed. ■ Due to road construction earth level has increased for some hamlets or households; it creates water logging problem in rainy season for those houses whose level had gone down. It is expected that prior construction of road or drains, such negative externality of developmental works should not create health related problems. ■ Requirement to spray medicines to reduce malaria, typhoid. ■ Provisioning for stray cattle is demanded.
Maharashtra	<ul style="list-style-type: none"> ■ Construction of separate community toilet for men and women as well as drainage system and drainage maintenance required. ■ Clean drinking water, boundary wall for school and AWC, solar/ street light, waste management and, construction of all-weather roads was also demanded. ■ Availability of school teachers in primary schools is expected as number of teachers in schools is low. ■ Regularity in conducting the meeting of Gram Sabha was also suggested ■ In Raigad district, Mahagaon GP faced a problem of uncounted population. It is reported that total population of the GP is 4200 however, only 1890 people enumerated in 2011 census. ■ More awareness programme and trainings on GPDP formation was one of the demands from community members from both districts (Amravati and Raigad). ■ The development of tourism is suggested /demanded in Raigad district. To create employment opportunities was a demanded.
Odisha	<ul style="list-style-type: none"> ■ To increase the awareness regarding Gram Sabha. ■ Drinking water, health facility, CC road, solar lights, as well as regularity in payments of MGNREGA beneficiaries are requested. ■ To enhance the coverage of PMAY-G, and to consider earth level while constructing drains and roads so as not to face some households water logging problem.
Rajasthan	<ul style="list-style-type: none"> ■ Requirement of water treatment plant at GP level is suggested. ■ Health centre as well as veterinary services demanded. ■ RO/water filters machines in schools. ■ Cremation grounds as well as mobile towers needed.
Tamil Nadu	<ul style="list-style-type: none"> ■ To construct a boundary wall for AWCs, and to improve road and transport facility, MGNREG scheme is well functioning and participation of women is noticed. Many women demanded to increase the employment days under this scheme.
Tripura	<ul style="list-style-type: none"> ■ To improve Gram Sabha participation and dissemination of information. ■ Pipe water connections, repairing of AWC and school building, road and streetlight provisions are needed.
West Bengal	<ul style="list-style-type: none"> ■ To improve the functionality of Gram Sabha ■ Road connectivity, drinking water facility, drainage system, streetlights provisioning needs to be improved. ■ Improvement of health and agriculture is suggested.
Uttar Pradesh	<ul style="list-style-type: none"> ■ Construction and provisions of schools, health facility, and clean drinking water is requested. ■ Job opportunities as well as coverage of needier household in PMAY-G demanded. Requested a provision for stray cattle.

NOTES

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