

minutes earlier. Issues relating to safe drinking water, street lights, sanitation etc. were not specifically resolved under different titles. Umereli Gram Panchayat of Kartala Janapad in Korba district started to review the progress of implementation of various scheme and also review the performance of local institutions.

There are four mandatory Gram Sabhas with fixed dates, as 14th April – (Birthday of Dr. B.R.Ambedkar), 20th August (Birthday of Rajiv Gandhi), 2nd October (Gandhi Jayanthi) and 23rd January (Birthday of Subhash Chandra Bose). In addition to the mandatory Gram Sabha, Special Gram Sabhas are also summoned during the months of June and November for the social Audit of MGNREGA and other schemes of Central and State Governments. The Sarpanch and *Sachiv* of the Saroli Gram Panchayat in Sarguja District have stated that after getting the award the participation of people in Gram Sabha have increased. Information regarding the number of SC/ST members and women with the percentage of attendance was not properly recorded earlier. The indicator on the percentage of attendance in the verification format under PEAIS gave a clear message regarding the necessity of recording the details. The unanimous decision for total prohibition vides resolution No.21 of Govindpur Gram Sabha of Kanker District on 27th January 2008 which is placed among the best practice forms a role model to other Panchayats, commented Shri. Chaman Lal Salam, Sarpanch, Kulhad Katta Gram Panchayat. Sarsoli in Lakanpur of Sarguja District is an award winning Gram Panchayat reported that there is record participation in the Gram Sabha meeting of the GP. Where as in Umereli Gram Panchayat of Karthala in Koraba District reported that the participation in the Gram Sabha has improved and they take necessary steps to full participation in the Gram Sabha. They reported that the importance of Gram Sabha is realized only after filling up the PEAIS Performa.

One of the award winning Janpath Panchayats namely Lakhanpur at Sarguja district reported that the monthly review meeting of the functionaries of the Janapad is more effective after winning the PEAIS. It is also reported that after winning the award there

is cent percent attendance in the meetings of the Janpath Panchayat Committee. The CEO of the Lakhapur Janapad Panchayat reported that after winning the award the responsibility of the Panchayat is increased hence the working time of the Panchayat has been extended by two hours in the evening and they also started working in Sundays. In Kartala Janapad Panchayat of Korba district reported that after winning the award the committee meeting is more effective and all the elected representatives are well aware of the national achievement. The Panchayat developed a monitoring system effectively after the PEAIS. Improvement in the quality of service delivery formed a major item in the agenda. Efficient performance in the implementation of the schemes and the review of the work of the officers concerned are being done. Lakhanpur Janpad Panchayat committee has also started the review of the schemes implemented with the attendance of officers after the verification for PEAIS. It was also revealed that the percentage of attendance of officials is increasing after the award.

The formation and functioning of standing committees as an indicator for PEAIS have given a picture to all that they are equally important as that of the Panchayat committees. The indicator relating to the attendance of officials in Panchayat meeting is directly connected with the devolution index of the State. The District Panchayats and Janpad Panchayats of Chhattisgarh are provided with a greater number of functionaries while the Gram Panchayats are having only one secretary called *Sachiv*

It is interesting to know that the Karthala Janapad Panchayat has introduced new award for improving enrollment in the schools and improve the standard of education in schools. In addition to this, the President has introduced an award for best student whereas the Vice President introduced another award for the best teacher in the Janapad Panchayat area.

Management of Personnel and Capacity Building

All elected representatives and functionaries of the Panchayati Raj in the State have undergone training programmes organized by the nodal agencies like SIRD at the least for one time. Shri Narayan Singh Sorri, Sarpanch of Tarasgaon Gram Panchayat who have attended four training programmes organized by the SIRD says that “*the questions for the PEAIS was a refresher course which reminded the duties and responsibilities of the Panchayats*”. He attended an exposure visit to Sarguja District Panchayat and it provided him to identify the procedure followed in the implementation of development programmes. But it was only the PEAIS that gave him the idea of gender budget, review of the performance of officers, the power and responsibilities of Gram Sabha etc.

Out of the 16 members of Dharamgarh Gram Panchayat, Sahasrpur-Lohara Janpad, Kabirdham District 14 are first timers. All of them are trained by the SIRD. The Secretary of the Panchayat is also trained at the regional Panchayat training centre at Chandkhuri. Besides, 10 women members of the Panchayat have got two days special training conducted by the Panchayat Department. The content of the programme was mainly focused on the procedures of Panchayat and Gram Sabha meetings, Taxation etc. Smt. Mahesia Khande, the Sarpanch has her second tenure as Sarpanch, belonging to the scheduled caste, she was elected from a general seat this time. The capacity and awareness achieved during the first term has given her the courage to contest from an unreserved seat. But the PEAIS has brought new ideas regarding the essential formalities to be observed while calling the meetings of Panchayat and Gram Sabah.

After winning the award, the functioning of the committee of Kartala Janpad Panchayat has improved. All members are attending meetings regularly. Moreover, the Committee has decided to conduct an awareness programme to the public on the schemes implemented in the Panchayat. The Committee has admitted that the filling up of application forms for the PEAIS was a self learning process.”*After filling the application, we could understand our responsibilities, powers and functions. When we discussed the*

format item by item, we could judge where we are, what is our strength and weakness”, one member of Kartala Janpad Panchayat commented. Shri.Chaman Lal Salam, 38 years old Sarpanch of Kulhad Katta Gram Panchayat of Bhanupratapur Janpad Panchayat of Kanker District has attended three training programmes conducted by the SIRD.”It was only after forwarding the application for PEAIS we came to know that we are no way to be qualified as per the essential formalities to be followed in the governance of the Panchayat. Hence we have submitted to the Deputy Director of Panchayats and Social Welfare that we may be exempted from receiving the PEAIS award .We have to go a long norms”, said the Sarpanch.

Seventeen members including the Sarpanch of Raur Wahi Gram Panchayat in Durugu Konthal Janpad Panchayat of Kankar District was also trained by the SIRD on matters relating to the functions of the Panchayat and Gram Sabha. The micro planning activities advised and implemented by the supporting organizations (UNICEF and *Samarthan*) is also providing opportunities for familiarizing in participatory planning. Being a non-award winning Panchayat of PEAIS, they have demanded for more training including exposure visits to the award winning Panchayats of the State. Shri.Bharat Netam, the CEO of Durugu Konthal Janpad Panchayat has stated that he will be making arrangements for an exposure visit for the members of the Gram Panchayat to the award winning Panchayats of the District.

The officials of Sarjuga Zilla Panchayat claimed that training programmes for both the elected representatives and officials are being conducted and number of four master trainers trained at the SIRD is engaged in the programmes. The *Sachivs* of the Gram Panchayats are trained in the preparation of records, rules, regulations, taxation and also in computer operation. Majority of the female *Sarpanchs* in the District have proved their excellence in performance after training. However, the Chairman and Vice Chairman of the Zilla Panchayat reported that the capacity building programme of the elected representatives is to be strengthened and they needed more training on Act and schemes.

It is reported that at GP level the training is mainly concentrated for the *Sachivs* of the Gram Panchayats and not for the elected representatives “*Now, after the PEAIS, the demand for training and capacity building programmes are coming from the elected representatives*”, commented the CEO. References regarding the discussions of annual plans can be seen in Gram Sabha records. But in a majority of cases the details of the plans, discussions, suggestions from the participants were not recorded. Hence the felt needs of the people revealed through the suggestions or demands are not clearly reflected in Gram Sabah proceedings. The indicators which are listed in the PEAIS application format on the ‘discussions of annual plans in Gram Sabha meetings’ has given a clear picture to the members of the Panchayat regarding the procedure to be observed in the preparation and implementation of the annual plan. During an interaction with some members of the Gram Sabha it was narrated that before the award (PEAIS) phase the main business of the Gram Sabha was supposed to be the selection of beneficiaries. The indicators on the PEAIS format have given a clear picture regarding the powers and responsibilities of Gram Sabha. The functionaries of the Gram Panchayat have also understood the necessity of recording the full details on the annual plans in the minutes.

Consultation with stakeholders groups such as farmers, women groups, youth groups, CBOs and NGOs were not seen done generally during the planning process. But in certain cases where there are special programmes implemented either by funding agencies or by NGOs the level of response of the Gram Sabha is reported to be higher than that of others. In such Panchayats active discussions on the felt needs, participation in the implementation of the projects are identified. Inclusion of the indicator in the questionnaire and marking scheme of PEAIS has given a clear idea to the members and functionaries that the consultation with stakeholder groups forms an inevitable part of decentralized planning. The members and functionaries of majority of award winning Panchayats have admitted that the idea of identifying the felt needs has been conveyed to them only after filling the application form for PEAIS. The functionaries of the Kartala

Janapad Panchayat reported that the filling of the PEAIS application is good tool for the empowerment of the functionaries of the PRIs in the State.

Planning and Budget Formation

Annual plans are prepared at the three levels of the PRIs in the State of Chhattisgarh. Members of the Sarguja Zilla Panchayat have reported that the idea of convergence of the various development schemes was conveyed to them even before the PEAIS verification and announcement of the award. After receiving the award they are seriously thinking about the possibilities of convergence of various schemes more effectively at the district level. As per the records it indicates that convergence of schemes like MGNREGA, SGSY, BRGF, State sponsored schemes are being effectively implemented at the district. The members of the Zilla Panchayat claimed that the efforts for convergence experiments will bring optimum outputs of the schemes. Lakhanpur, an award winning Panchayat of Sarguja district has examples for convergence in the implementation of MGNREGA, SGSY, BRGF and State sponsored programmes. The Panchayat has succeeded in the formation of a labor bank in which 7,200 workers from 22,000 families have registered their names. After winning the award, it was revealed that earnest attempts are made to improve the level of governance and it is mainly due to the motivation of the award.

Members of Dharamgarh Gram Panchayat have admitted that the preparation of budget was done by the *Sachiv*. They have justified the same as 14 out of the 16 members of the Panchayat are first timers and the *Sachiv* is only trained by the Department of Panchayats for the preparation of budgets. But the PEAIS has conveyed the steps for planning and budget formation at the Gram Panchayat level. The Panchayat have constituted five standing committees and they are; (i) General Administration, (ii) Education, Health and Social Welfare, (iii) Construction and Development, (iv) Revenue and Forest and (v) Agriculture, Fisheries and Animal Husbandry.

The basic ideas of participative planning have been included in the training module. But the necessity of planning, formation and vetting of projects, approval of budgets in the Gram Sabha, the provisions for Special Component Plan (SCP,) Tribal Sub Plan (TSP), gender planning etc. became subjects for discussion in the Standing Committees and Panchayat Committees after the award (PEAIS). *“Instead of passing resolutions without discussions, we are eager to learn as much as possible through the discussions in Gram Sabhas, Standing Committees as well as Panchayat Committee,”* commented both the Sarpanch and the Sachiv, Shri.M.K.Jaiswal. The PSEO expressed his satisfaction for the interest and attention shown by the members in learning and experimentation of new ideas after getting the award.

Shri.Narayan Patel representing ward XI of the Udiya Khurd Gram Panchayat in Sahaspur-Lohara Janpad Panchayat of Kabirdham District agreed that the budget is prepared by the *Sachiv* of the Panchayat as the members are not trained for the same. Rules and procedures relating to the Panchayat meetings and Gram Sabhas are only included in the training given to the members by the SIRD. After hearing about the award (PEAIS) and the essential requirements for the same, the members of the Panchayat are looking for an exposure visit to some of the award winning Panchayats to learn and prepare their Panchayat to a qualifying level. *“An award is an award which cannot be valued in terms of cash. It is an approval for good governance. We are also interested to bring our Panchayat to that level”*, commented Smt.Jhangli Bhai, who has been elected continuously for the last four elections.

Shri.Narayan Sing Sorri, Sarpanch of the award winning Panchayat Tarasgaon of Kanker district claimed that all developmental proposals are placed before the Gram Sabha even before the award (PEAIS) phase. *“Special Gram Sabhas were summoned for social audit. Creation of 65 acres of forest under Hariyali project, improvement of 45 acres of land for farming under MGNREGA, construction of 90 ponds for irrigation, installation of cement tanks for the collection of garbage etc. are some of the projects which brought our*

Panchayat to the attention of the media and the general public. But it was only after the award we have started discussing the possibilities of convergence” -the Sarpanch admitted. The procedure for the preparation of budget including gender budget and review of the utilization of funds for the marginalized groups has not been done before the award. “Now we have decided to act up on the insight derived from the questionnaire and marking scheme of the PEAIS and prepare for sustaining the current level and attain more standard for further recognition and awards”, the Sarpanch added.

Govindpur, another award winning Panchayat of Kanker district is a pioneer among Chhattisgarh Panchayats in utilizing Gram Sabhas for the approval of development plans, budgets including gender budget and sub plans for the marginalized. Achievements in sanitation, literacy, nutrition and taxation have brought the Panchayat to the national recognition through the award. Shri.Lalit Singh Thakkur representing ward 13 and former President of the Panchayat admitted that the questionnaire and marking scheme of the format under PEAIS have given all the members and functionaries of the Panchayat a clear idea regarding the essential formalities to be observed in plan formulation, preparation of budgets, and also the possibilities of convergence. *”We will follow the new ideas received from the PEAIS to sustain the present level and to explore the possibilities for further achievements”*, Shri.Thakkur assured.

In Chhattisgarh, the decentralized planning exercise for the PRIs are started at the Gram Panchayat level and it is submitted to the Janapad level, at Janapad level the Gram Panchayat plans are consolidated and prepare Janapad level plan. And it is submitted to the district. In district level it is consolidated and prepared the district plan. The CEO of Sarguja District reported that they had arranged minimum three workshops before finalizing the District Plan. Iterative process has been adopted as one of the principles in the preparation of local plans. It is reported that before the award (PEAIS) the grass root level suggestions from the Gram Sabha and other deliberative forms is not properly

considered for finalizing the plan. Incorporating all the grass roots suggestions before finalizing the plan preparation is the major challenge.

Income Generation

The Panchayats are funded for their activities from different sources like awards from Central Finance Commission, State Finance Commission, Grants from the State Government, funds for centrally sponsored programmes, and taxes authorized by the State Panchayat Raj Act. The Gram Panchayats are authorized to collect house tax, building tax, profession tax, octroi, animal registration, user fee for drinking water, markets, kanchi house etc. The Janpad Panchayats are authorized to collect entertainment tax; income from mela etc . Distinct Panchayats also can collect land tax.

In Chhattisgarh, the own revenue mobilization of the Gram Panchayats is very negligible and generally, the Panchayats are not properly attending to the collection of taxes. Recently , attempts are seen made to improve the collection of taxes and the award winning Panchayats are seen concentrated in mobilizing own funds. Gram Panchayats of Kanker district have introduced a system of registration of mobile towers against a deposit of Rs.25, 000-and an annual rent of Rs.10, 000. Sand mining from the river beds is also permitted with a fee of Rs.100 per truck.

It was reported that during the interaction the necessity of collection of taxes was conveyed. The appointments of officers are reported to be bringing better results in taxation. Five to six Panchayats are placed under one assistant taxation officer, fifteen to thirty Gram Panchayats are monitored by one taxation officer and a senior taxation officer is posted at the Janpad Panchayat level exclusively for taxation and audit purposes. Shri.Bhim Singh, Chief Executive Officer (CEO), Zilla Panchayat Kanker revealed that monthly meetings in which the evaluation of tax collection has brought notable improvements. The same opinion was shared by the financial officer of Zilla Panchayat Sarguja District. Persons belonging to the BPL category are now excluded

from the payment of taxes. Panchayats affected with left wing extremism are also now left without taxes.

The Sarpanchs and Sachivs of the two award winning Gram Panchayats (Sasauli and Umreli) have commented that no hesitations from the side of the citizens are experienced as they are convinced that the increase in tax collection and user fee will reflect in the development of the Panchayats and will also be considered for national level approvals and awards for their Panchayats. User fees levied from the local markets, ponds and cattle sheds are regularly collected. Nine services included under the *Lok Seva Guarantee Act* 2011 also provides for collection of fees for the services of electricity, issuing certificates on birth and death, marriage, economic status ,issuing building sanction etc. Since their confidence level has been improved after the PEAIS verification, Sasauli Gram Panchayat has decided to introduce house tax for every house in the Panchayat. After a detailed discussion on the question towards ‘own tax collection details’ it is understood that they have received the message for exploring the possibilities of own resource mobilization. The Sasauli Gram Panchayat has also introduced tax on weekly market and a late fee for the birth and death cases if it is not registered with in the prescribed time. When the question was placed before the Umreli Gram Panchayat, it was reported that after winning the award the committee had taken a decision to improve tax collection. A unanimous decision to collect house tax from every house was also taken by the Panchayat. The Panchayat also started to collect the water charge through the elected members and as a result there are no dues in water charge .Shri. Narayan Patel, representing ward No.VI of Udiya Khurd Gram Panchayat opined that taxation should be included in the training modules and there may be joint training for the elected representatives and functionaries. He and his colleagues are also interested in the exposure visits to neighboring award winning Panchayats so as to understand the action taken to mobilize own resources and improvements in the collection of taxes.

Performance of Panchayats

The CEO and other functionaries of the Sarguja Zilla Panchayat have reported that convergence of the schemes especially MGNREGS and TSC, SGSY, BRGF, Horticulture Development Schemes, Afforestation Programme etc was developed in the District. It is also reported that the District got an award from the Government of India for the effective implementation of MGNREGS in the last year. After getting the award under PEAIS the district authorities had given more emphasis to the effective implementation of all the centrally sponsored schemes (CSP). There is a claim from the side of the Panchayat that due to the effective implementation of the schemes they could check the rate of migration from Sarguja district. A labor bank in the selected Janpath Panchayats has been started with the initiative of the Zilla Panchayat and the workers in the labor bank have the protection of insurance for any kind of accident or death. The functionaries of the Zilla Panchayat also succeeded to monitor the schemes implemented at the grass roots level. The district is now known for the convergence model they could succeed to make convergence between SGSY and MGNREGS. One SGSY group has purchased a road roller with the assistance from the SGSY and using it for the construction of new roads under MGNREGS. This case may be cited as a trend setter in convergence.

In local level the Gram Panchayats are taken necessary care on to provide all the basic amenities to the local citizens. It is reported that delivery of all the pensions schemes are linked to the bank accounts or the post office accounts. It is reported that after the PEAIS the working time of the District Panchayat and Janpad Panchayat has increased by two hours in the evening and even Sundays also they are working. In Kartala Janpad Panchayat they convened a '*Samachdhari Ayojan Sabha*' in each Gram Panchayat by monthly wise to create awareness among the public about various schemes and in this meeting public can also submit the application for various pension schemes. It is reported that all the department heads and elected representatives are present at the '*Samachdhari Ayojan Sabha*'. The Umereli Gram Panchayat reported that after PEAIS

the Panchayat Committee decided to implement the various scheme in time bound manner and the decision on complaints submitted by the public also dispose at the earliest. It is also reported that the relationship between the Gram Panchayat and the public has improved and the attendance in the Gram Sabha is also increased.

Accountability and Transparency

Certain amount of transparency is visible in the all the Gram Panchayats and it is reflected in public places which carries the name of the beneficiaries and wait list for the potential beneficiaries under IAY. The progress of records maintenance in the Panchayats are at a different level. The computerizations of the accounts are completed at the Zilla Panchayat and Janpad Panchayat level only and in Gram Panchayat level the accounts are not computerized. The Gram Panchayat level accounts are maintained manually but keeping as per the direction from the State Government. The Secretaries of the GP have necessary training for keeping the accounts. It is noticed that in the entire award winning Panchayats there are pending audit paras to be cleared. However, it is reported that after the award serious attention is being paid to clear the audit objections with the support of recently appointed taxation officers. This is mainly because of the understanding that audit clearance is also considered as one of the indicators in the marking scheme under PEAIS. As it is mentioned earlier, five to six Gram Panchayats are placed under one Assistant Taxation Officer. At the Janapad level, 15 to 30 Gram Panchayats are monitored by one Taxation Officer and are appointed exclusively for taxation and audit purposes. Regarding the RTI Act, all the PRIs have the provisions for RTI complaints but the number of complaints received by the Panchayats is very less. It is noticed that in two Gram Panchayats attempts are being made to conduct awareness generation programme on RTI Act under the BRGF support.

ASSESSMENT BASED ON INDICATORS FROM KARNATAKA

Panchayat Functioning

As it was mentioned earlier, in Karnataka altogether seven PRIs had received the award (PEAIS) in 2011-2012 among which there is one Zilla Panchayat, two Taluk Panchayats and four Gram Panchayats. During the evaluation of scheme, all seven PRIs are visited and necessary data was collected. All the PRIs opined that this award is a moral boost for better performance and good governance. One of the important points is that the award is a powerful tool for building social capital among the citizenry in the locality of the respective award winning Panchayats. It can be hypothesized that the efficacy and trust of the award winning Panchayats is higher than that of a non award winning Panchayat. The efficacy and trust among the local community towards the Panchayat brings empowerment to the latter and social capital to the former. The social capital of the community in turn may increase the level of participation in governance and the local resource mobilization. This has been analyzed to test the above mentioned hypothesis. The evidence from grassroots suggested that the award also helped to strengthen the participation of the Gram Sabha and Ward Sabha. After the award, in all the three Gram Panchayats they could conduct the special Gram Sabha more effectively for children. Another important aspect is that the Gram Panchayats were able to conduct Gram Sabha more effectively and ensure more people's participation and more powerful contestation in the Gram Sabha. The statistics and administrative reports from the three award winning Gram Panchayats gives an impression that the Gram Sabha and Ward Sabha have become more vibrant institutions for participatory democracy. Ghatbora Gram Panchayat had convened special Gram Sabha to get suggestions and responses from the public for introducing necessary changes in the functioning of the Panchayat. In the special Gram Sabha it is reported that the Panchayat Committee was formally appreciated for getting the prestigious award. The major discussion in the Gram Sabha was focused on the expectations of the people on local governance. The Panchayat is

known for the activities related to children's Gram Sabha. They could convene children's Gram Sabha as a model one to be replicated by others.

The Koppa Taluk Panchayat had reported that after the award, the relationship between Taluk Panchayat and all the Gram Panchayats within the spatial jurisdiction of the Taluk has been improved. Even before the award, it is noticed that there were review of development schemes in which the concerned officers who are in charge of any development scheme used to participate. But it was ad hoc in nature, not formalized and institutionalized. As a result, in many times it is discontinued. A change which is noticed after the award is that the review has become a regular item in the agenda and the officials are asked to submit a formal progress report and in many times they used to adhere it. When we asked, the motivation for shifting towards a well structured review system from an ad hoc one, the President said, "*It has taken as part of the changes in the functioning of the Panchayat. The award really motivated us for improvements of the Panchayat functioning*" he added.

The review system had made visible changes in the functioning of the Panchayats. Implementation of the schemes became time bound exercise without administrative delay. It is also reported that quality of the service had been improved and it is started appreciated by the people. It is noticed there is a good relationship between the elected representatives and the staff in the Taluk Panchayat. The CEO of Koppa Taluk Panchayat reported that after the award, the style of the administration of the Panchayat has been changed, in the committee meeting all the elected members have started to participate in the discussions and decisions are arrived either by unanimously or by majority opinion . The review of the scheme implementation is also improved.

The Dakshina Kannada Zilla Panchayat reported that after winning the PEAIS, one of the nationalized banks offered a loan for an intervention project for the HIV affected people. The award became an instrumental to build efficacy of the Panchayat and in turn it could bring the attention of the bank to finance the project. The CEO of the Zilla

Panchayat reported that the award is worked as a good tool for the strengthening of the innovative activities of the Panchayat. In Gummagol Gram Panchayat reported that after the award the Panchayat could improve the efficiency of the Gram Sabha both in quality and quantity. It is also reported that the Panchayat conducted a survey on aged population for identifying geriatric problem. The Panchayat also conducted a health camp for the public. After the award the, Panchayat had given more importance to the waste management and vermin compost units in the locality. In Ghatboral Gram Panchayat Committee after winning the award took a decision to form vigilance committees at the ward level to monitor the project activities against the atrocities and harassment against the marginalized communities.

Management of Personnel and Capacity Building

The entire award winning PRIs reported that in general the training and capacity building for the elected members and the officials in the Panchayati Raj Institutions in Karnataka is not effective even though there is training programme at taluk level through the support of visual media under the capacity building framework. Some of them openly admitted that training and capacity building exercise had not been treated seriously. Only after the award, it is generally revealed that there is capacity gap in many areas which needs urgent attention. Issues related to the governance of centrally sponsored schemes (CSS) had been rated as one of the major areas of capacity gap. A high demand for training is noticed among the elected members. Since the training is mainly supply driven the demand is very rarely meet. It is interested to note that one Secretary commented that each Panchayat should have its own capacity building framework to train the elected representatives and officials as in the case of the State of Karnataka. During the time of our visit all of them requested more training programmes on Panchayati Raj Act and various schemes. They also demanded for field level exposure training in near by districts and States. The Gummagol Gram Panchayat has decided to convert their hall as a training centre for the district with the support of

district administration. The importance of training and capacity building has been properly transmitted to the functionaries of the Panchayats by the PEAIS.

Planning and Budget Formation

The planning process of the Panchayati Raj Institutions in Karnataka is comparatively better when compared to the other Indian states. All the Gram Panchayats, Taluk Panchayats and Zilla Panchayats had prepared the annual plan as per the norms and in time for the financial year 2010-2011. When preparing the annual plans, as suggested by a few members, the recommendations from the grass roots are not fully accommodated. Though the role of Gram Sabha had been well identified in the plan formulation and budget preparation it has not considered as the expected level. The Panchayats felt that questions regarding issues on planning and budget are the steps for systematic and scientific methodology for applying decentralized planning. The PEAIS application form provided set of eight queries on the preparation of annual plan and budget. All these queries in a way had superseded to commutate the importance of planning and budget in the local governance. There were areas which had not paid much attention while preparing annual plan and budget. Convergence, stakeholder consultation with associational life, adherence with plan norms and gender budget are the examples. However, during the verification of PEAIS these issues and concepts had been widely discussed in majority of the Panchayats. Now the PRIs are on the stage of preparing the annual plan with the support and suggestions from the Gram Sabha and associational life. The budget preparation of the entire award winning Panchayats in Karnataka became systematic. Attempts are being made to tap all the potential local resources available in the area. It is reported that some of the awards winning Gram Panchayat are under the process of preparing the annual plan and budget based on ground realities. Based on the discussions one can expect that the Panchayats would work for annual plans and budgets with convergence of schemes and stakeholder consultations. It is also revealed that gender budget became a parlance in the lexis of local political leaders.

Income Generation

In Karnataka some of the award winning Panchayats succeeded to mobilize the contribution from the public and corporate management for the public cause and implementation of the projects. The Ittamadu Gram Panchayat with the support of the Toyota Company implemented sanitation and waste management projects. The Panchayat also collected contributions from the public for the implementation of projects which address the problems of the physically challenged persons in the area. Madamakki Gram Panchayat succeeded to mobilize public contribution for local infrastructure development. Construction of small bridges, installation of street lights, construction of Sabha Bhavan, installation of ceiling fan and furniture in the Sabha Bhawan were made from public contribution. The Basava Kalyana Taluk Panchayat constructed a shopping complex in the premises with the support of the business community. The business community provided an interest free loan to the Taluk Panchayat for constructing the shopping complex. The Ittamadu and Gummagol Gram Panchayats reported that road maps were made ready to improve the tax collection in the coming year and also planned to intervene in the new area of tax mobilization.

Performance of Panchayats

In Karnataka, the entire award winning Panchayats had implemented some innovative projects in the locality which had also added additional weightage for winning the award. It is observed that after winning the award, the innovative projects were either improved with value addition or developed systems to address sustainability of the projects. In Ittamadu Panchayat, the focus was on waste management and sanitation project. For this purpose the Panchayat could mobilize fund from the local community. The Panchayat had developed a model for applying convergence of the different schemes. Koppa Taluk Panchayat and Madamakki Gram Panchayat had made plans to implement some special projects to the marginalized community in the respective area. The Madamakki Gram Panchayat had succeeded to establish a tailoring training centre

for the women in the area. As it is reported by the Panchayat, the activity is developed during the post award phase. The inspiration for starting the unit was generated from the overall process of the submission of the application for the award and its verification. In the format of the application for PEAIS there is a special reference on gender budget and innovative schemes. Only after hearing the concept on 'gender budget' from the application of PEAIS, the Panchayat committee seriously discussed this matter and finally launched a tailoring training centre for the women members in the area. The President and PDO of the Panchayat openly admitted that before filling the application format of PEAIS the committee had no idea about the gender budget or gender related projects.

The Ittamadu Gram Panchayat had started a village knowledge centre and a computer training centre for the local community and this started much earlier than the declaration of the award. However, the award induced motivation had pressurized the Panchayat to provide additional facilities in the centre as reported by the functionaries of the Gram Panchayat. As it was mentioned earlier, the Gram Panchayats of Gummagol and Ghatboral, after winning the award the administration became more people friendly. The introduction of innovative projects addressing the ageing population and women are the testimony to present the inclusive governance of the Panchayat.

The Koppa Taluk Panchayat reported that the award became instrumental in constituting a village wise water and sanitation committee. At present, it is successive to form in 43 villages and it is assured that with in six months remaining 37 villages would be covered. The Taluk Panchayat had achieved the status of zero dues on electricity bills in connection with the street light and water supply and the only one Taluk Panchayat in the entire State of Karnataka. It is reported that all the 22 Gram Panchayats under the spatial jurisdiction of the Taluk are very prompt in paying the electricity bills thanks to the guidance and support of Koppa Taluk Panchayat.

Accountability and Transparency

In Karnataka, the PRIs are known for their record maintenance and in majority cases it is very prompt. Even in Gram Panchayat level all the records and accounts are computerized. The accounts are maintained as per the direction from the State Government and the officials of the Panchayat got necessary training on record keeping. It is noticed that though there are pending audit paras in all the award winning Panchayats, the volume is relatively less when compared to non award winning Panchayats. Clearance of audit para is an agenda in many of the award winning Panchayats. *“When we are not clearing the audit para how we can be a trend setter and model to others”*, stated the CEO, Zilla Panchayat, Dakshina Kannada. Regarding the RTI Act, all the award winning Panchayats have kept separate files for the provisions of RTI compliments and the evidence suggested that there is demand for information. The indicators on accountability and transparency in the PEAIS format have opened a new chapter which is moving towards self disclosure of information with the support of citizen’s charter.

ASSESSMENT BASED ON INDICATORS FROM KERALA

Panchayat Functioning

A total number of six PRI’s (one District Panchayat, two Block Panchayats and three Gram Panchayats) were selected for the year 2010-2011 under PEAIS. After the award period, noticeable changes could be seen in Kerala on the performance aspect of the Panchayati Raj Institutions. Team work of both the elected representatives and the officials in the respective Panchayats had been identified as the major contributing factor for the success. It is observed that though the members had strong political affiliations and party differences it never affected the smooth functioning of the Panchayats. The president of the Kasaragod District Panchayat has opined that that after the award, the participation of the members in the Panchayat Committee meetings and the Standing

Committee meeting have increased substantially. In all the cases, the number of Panchayat Committee meetings was almost equal to double of the mandated number of sittings. In this case, the performance of the Gram Panchayats was higher than that of Block and District Panchayats. The two award winning Block Panchayats and one District Panchayat made attempts to increase the number of sittings of their respective committees. During the time of the verification of PEAIS application, it was felt that the number of sittings of the Standing Committees was less than the number of sittings of the respective Panchayat Committees. In an average, it is only less than 10 sittings in a year. While discussing with the members of the Panchayat Committee, it is generally observed that the overall functioning of the Standing Committee were not appreciated in almost all the Panchayats. It is reported that corrective measures were taken to strengthen the Standing Committees by increasing the number of sittings, increasing the attendance of the members, taking assigned issues concerned, and making linkages between the Panchayat Committee and the Standing Committees. The Panchayat Committee had realized that for sustaining the rate of performance of the existing achievement and aiming the award for the coming year it has to make attempt to activate the Standing Committees. No doubt, this could be considered as an impact of PEAIS.

It is also reported the award (PEAIS) had been instrumental for the District Panchayat to keep morale of the elected representatives and the officials and as a result the responsibility of the District Panchayat to the community has increased. Moreover, the District Panchayat has succeeded to establish an 'informal way of peer group responsibility' in the area of local planning and local economic development in the district. In Chembilode Gram Panchayat, the record shows that the participation in the Gram Sabha has increased after the award. The President of the Panchayat reported that public in the Gram Panchayat are well aware of the award. After winning the award the Panchayat had organized a special Gram Sabha in each ward for identifying the physically challenged persons. The Nedumpana Gram Panchayat reported that after the award the participation in the Gram Sabha has increased and the quality of the

discussion has also improved. All the people in the Panchayat are well aware of the activities of the Gram Panchayat. The President of the Gram Panchayat reported that after winning the award they conducted two special Gram Sabhas for adolescents and aged population for identifying their problems and develop projects accordingly. The participation and discussion in both the Gram Sabhas has been successful as reported by the President. The Chittumala Block Panchayat reported that they succeeded to keep a good relation with all the Gram Panchayats in the block area. It was decided to take up a joint project by the Block Panchayat and the Gram Panchayats. It is also reported that the monthly review meeting of the implementing officers are more effective after winning the award and the same case has been reported from majority of the Panchayats. The Cherppu Block Panchayat reported that they made assurance to keep the continuity of the projects, which was started earlier by the former committee. It also reported that after the award the review meetings of the tiers have improved and all the implementing officers have started effectively participating in the meetings as part of the review and monitoring system. The block also decided to start a labour bank in the block area. It is reported that the activities for organizing the labour bank has already started. The above changes in the functional domain of the Panchayats are to address the sustainability of the already gained records and to improve functional efficiency. It is the realization of the fact that the functional domain needs further improvement for achieving the award in the coming year though the degree of intervention varies across the Panchayats.

Management of Personnel and Capacity Building

In Kerala capacity building programme/ training programme is conducted at the SIRD and Kerala Institute of local Administration (KILA) for the elected representatives and officials of the Panchayats. During the discussion with the elected representatives and officials it was revealed that the training / capacity building in Kerala has not been that effective as it was earlier. There is a high demand from the side of the Panchayats for specific and task oriented training programmes. All the interviewed elected members

and officials have demanded for more training programme and exposure visits for the functionaries of the PRIs. The individual indicators in the format of the PEAIS application have been turned in to an instrument for SWOT analysis, and the Panchayats who had undergone the process of filling the application could find out the area for the immediate intervention for capacity building exercise. It is very evident that the application format of PEAIS has also worked as a tool for training needs assessment in the Panchayats. As a result, all the Panchayats could identify the areas which need training support. Since training is mainly managed by supply driven factors in the State; it has not properly been reflected in attending the training programmes by the members. However, a few women members from the Kasargodu District Panchayat are in search of additional training inputs from the Non Governmental Organizations (NGOs).

Planning and Budget Formation

The planning and budget formation is one of the most developed domains among the indicators in the format of the application for PEAIS. A well structured planning circle with identified steps had been developed as a methodology for decentralized planning in Kerala. It is reported that after winning the award (PEAIS), the Kasaragod District Panchayat has arranged a special training programme for the implementing officers in the district on 'programme development' for developing suitable and qualitative projects as per the specific eco system of the district. The President of the District Panchayat reported that they have included some innovative projects in the shelf of projects for the MGNREGS for the district. The award winning PRIs of Nedumpana Gram Panchayat, Mutholi Gram Panchayat, Cherppu Block Panchayat and Kasaragod District Panchayat are giving more importance to the agriculture related projects for addressing the food security and climate change in the respective areas. The Kasaragod District Panchayat reported that they gave more importance to the HIV affected people and their rehabilitation issues, and they have already started some projects in this direction. The

Nedumpana Gram Panchayat and Cherppu Block Panchayat have also developed a project for addressing the food security issues with the help of *Kudumbasree* units.

Planning has been treated under different sub sectors. There were indicators on the planning aspects under SCP, TSP, WCP and special sector projects for addressing other marginalized sections including destitute, physically challenged, children and senior citizens. This appeared to be very vulnerable area in local planning. These indicators had been widely discussed in the entire award winning Panchayats as it is reported. The President of the Nedumpana Gram Panchayat had admitted that their performance was not satisfactory in the utilization of funds under SCP and TSP whereas the Panchayat had the credit of utilizing 100 per cent of fund under WCP under special sector projects. The Panchayat has taken a bold decision to utilize the full amount under SCP and TSP in the coming year, as a challenge. This may be a major achievement of the Panchayat in the post award (PEAIS) phase as per the plan of action formulated after the award.

While constructing separate indicators and marking system for the Gram Panchayats in Kerala 'governance' is the first sub sector and under this head there are four indicators (Gram Sabha, Panchayat Committee, Standing Committee and Management of Transferred Institutions). Since the responsibilities of Gram Sabha are not attached with the other two tiers, in the case of Block and District Panchayats the number of indicators are only three. The governance issues have been discussed here under the common heading of 'Panchayat Functioning'

Income Generation

In Kerala, Gram Panchayats have power to collect property tax, profession tax, entertainment tax, advertisement tax and various other fees. The tax collection of the three award winning Gram Panchayats were commendable though this was not the case in other Panchayats in Kerala. The collection of own tax against demand was 100 per cent or near 100 per cent for many years in these Panchayats. The present target of the

Panchayats is to keep the standard in the coming years for securing the award (PEAIS). It is observed that other potential Panchayats for the award are taking keen interest in tax collection in time against the demand. The Govt. of Kerala and the Fourth State Finance Commission has highlighted the issues for local resource mobilization. Since there is no taxation power with other two tiers, the indicators had not addressed the Block and District Panchayats.

Performance of Panchayats

Immediately after the award, there were serious concerns for improving the performance of the Panchayats. The performance of the Panchayats was seriously reviewed during the time of the verification of PEAIS and measures were taken as an incentivization process. The Kasaragod District Panchayat had strengthened the activities of the rehabilitation of the HIV positive people against the isolation in the community. The District Panchayat also started to implement some new projects for the Endosulphan victims in the district. After the award, the District Panchayat arranged a special training programme for the implementing officers in the district for developing new and innovative projects for the district. During the meetings of the District Panchayat and Standing Committees, it is reported that there is high level of participation in terms of attendance and the quality of discussion. The Chembilode Gram Panchayat conducted a survey for identifying the physically challenged persons and developed new projects based on their requirements. It is reported that through the survey they could identify 162 physically challenged persons and now the Gram Panchayat is in a position to implement a few innovative projects for these people. The Gram Panchayat also arranged a medical camp for the physically challenged persons in the area. Moreover, it is noticed that these types of activities were regularized and institutionalized with the support of systems development.

The Panchayat Committee of Chembilode Gram Panchayat took decision to clean all the open wells in the area with the support of health department. The Panchayat also decided

to implement a waste management project in the locality. As part of this, the Panchayat started a plastic recycling unit with the support of the Kudumbasree Mission. The Panchayat Committees had developed a community based monitoring system to evaluate the standard of education in all schools within the jurisdiction of the Panchayat. For this purpose the Panchayat convened a meeting of all the stake holders including head masters of the school and reviewed the standard of education in the schools on a continuous basis. The Standing Committee on education also effectively monitored the utilization of the grant in time which had been transferred to schools. The President of the Chembilode Gram Panchayat reported that the Panchayat had taken necessary care for the timely implementation of the projects and proper utilization of the funds. It is also important to note that the Panchayat had given more importance to the projects in productive and service sector. The Chittumala Block Panchayat, after receiving the award, had planned to construct a slaughter house in the block area for providing service to the nearby four Gram Panchayats. The Vice President of the Block Panchayat reported that the local MLA has offered financial support from the MLALAD for this venture as an appreciation of the achievement. This is actually an impact of the award because the MLA openly announced this offer in a meeting organized for congratulating the Block Panchayat for the award (PEAIS).

The Nedumpana Gram Panchayat had utilized the full amount of plan fund. While selecting the projects, the Panchayat had given preference for productive and service sector projects rather than infrastructure projects as suggested by the Gram Sabha. It is reported that the Panchayat had succeeded in developing some innovative projects for addressing the lively hood issues of the people. The Panchayat have started to ensure the quality of education and improve the arts and sports related activities of the students in the local schools. The Committee of the Nedumpana Gram Panchayat reported that the projects are implemented purely based on the prioritization of the works based on the result of the application of the participatory planning tools rather than ward wise distribution of the funds. The President of the Mutholi Gram Panchayat reported that a

vast majority of eligible persons for various pension schemes are fully covered in the Panchayat.

The Cherppu Block Panchayat also implemented some innovative projects in the area. It has succeeded to start paddy cultivation in the waste land under the leader ship of *Kudumbashree*. For addressing the lively hood issues, the Panchayat had started a laundry unit for the SC women in the block and this unit is running profitably. It is important to note that all the above mentioned projects are taken up by the respective Panchayats as result of the motivation of the award. It observed that the award has such potential to be inspired for better performance. As the President of Mutholi Gram Panchayat said “*the award was really an inspiration for more hard rather than self compliance*”.

Accountability and Transparency

In Kerala accounts are maintained as per the direction of the State Government. It is noticed that the computerization of the accounts and other records was not completed so far. It is also noticed that the volume of ‘pending audit paras’ in all the selected Panchayats are still very high. This may be due to the high quantity of business dealings in the Panchayats of Kerala. It is observed that in the coming year the volume of audit paras are decided to cleared to certain extent which may be considered as a result of the impact of the award. In Kerala, RTI Act is used as a major source of information for adversarial local politics by the civil society activists and those who are affiliated the opposition political parties. Therefore, there was a strong resistance to furnish the information from the Panchayat . The details of the selection and list of beneficiaries for the various schemes are available in the Gram Panchayat.

CONCLUSION

In the context of the outcome oriented intervention in the form of the award under PEAIS , this part of the report or the review capitalizes on the evidence from the impact

assessment and evaluation based on primary observations of the six sectors viz. Panchayat Functioning, Management of Personnel and Capacity Building, Planning and Budget Formation, Income Generation, Performance of Panchayats and Accountability & Transparency of the selected five States. It tries to extract lessons about the impact of the award on the positive outcomes.

The exercise was found effective in finding out the impact of the award on the selected PRI's of the selected States. Considerable improvements could be seen in the Panchayat Functioning aspects viz. the functioning of Panchayat committees, standing committees and Gram Sabha of almost all the PRI's from Punjab, Rajasthan, Chhattisgarh, Karnataka and Kerala. It was reported from many PRI's that the Panchayat Committees have assured to continue in the same line and would try to improve upon as far as possible, and would set an example of empowerment and incentivization of PEAIS. Majority of the Panchayati Raj Institutions felt the need of training as a serious business for running the Panchayats and as such the management of personnel and capacity building was taken seriously in all the States. The high demand for training, and increasing level of active participation as it is reported, is the major impact of the award (PEAIS). Similarly another important impact which needs special mention is regarding the preparation of the annual plan of development programmes and budget of the Gram Panchayats. The surveys indicate that most of the PRIs have got inspired and have made attempts to start timely preparation of annual plans of development programme and budget. Some elements of gender dimensions have been grafted in the budgets of the few Panchayats .

Enquiries regarding own income of the Gram Panchayats during the time of PEAIS verification in Punjab have made the Panchayat authorities to analysis the financial status of their own institution and find ways to increase own income. Hardly a few Panchayats in Rajasthan has taken right moves in the direction. In Chhattisgarh the own revenue mobilization of the Gram Panchayat is very negligible and generally the Panchayats are

not properly attending to the collection of taxes. A few award winning Panchayats are seen concentrated in mobilizing own funds. In Karnataka some of the award winning Panchayats have succeeded to mobilize the contribution from the public and corporate management for the public cause and implementation of the projects. The tax collection of the three award winning Gram Panchayats were commendable in Kerala though this was not the case in other Panchayats. The exercise was also effective in assessing the impact of the award on the performance aspects of the selected PRIs. The impact is visible in all the States. The report also indicates that the award have incentivized the PRIs in keeping accounts up to date and in formats and registers prescribed by the Government in all the selected States. The efforts undertaken by the State of Karnataka could be termed remarkable.

The lessons arising from this review are meant to not only assist a broader evaluation of the award but also to invoke progressive comments and decisions within and outside the scope of the PEAIS award regarding the revision of the award structure in a higher level to enhance the role of PRI's in deep rooted Governance, local level planning and in supporting the development policies. Numerous lessons about the impact of the award are drawn from rigorous impact evaluation, which have studied a number of Panchayati Raj Institutions from five selected States. The report states that the award has motivated the PRI's in meeting the primary objectives of Governance by keeping in tact all the sectors.

CHAPTER 6

EVALUATING THE IMPACT WITH THE HELP OF STATISTICAL METHODS: RESULTS OF THE SURVEYS

This chapter focuses on the Panchayat wise measurement of the effectiveness of PEAIS based on statistical methods. The evaluation methodology makes use of six important independent sectors of observable characteristics for Punjab, Rajasthan, Chhattisgarh and Karnataka as per the questions, indicators and marking schemes of the PEAIS format of the Ministry of Panchayati Raj. Since the Government of Kerala has restructured the format and introduced eight sectors for Gram Panchayats and four sectors for Block and District Panchayats a set of different observable characteristics are constructed for Kerala. The study makes use of these themes to assess the possible impacts over a short period of time. This was supported by baseline data collection, both primary and secondary. The study also made the best use of the official records. The major sub themes (for States other than Kerala) on which the study is based are Panchayat Functioning, Management of Personnel and Capacity Building, Planning and Budget Formation, Income Generation, Performance of Panchayat and Accountability & Transferability.

Each sub theme was constructed based on a number of indicators. There were 15, 3, 8, 7, 14 and 11 indicators respectively for Panchayat Functioning (PF), Management of Personnel and Capacity Building (MPCB), Planning and Budget Formation (PB), Income Generation (IG), Performance of Panchayat (PP) and Accountability & Transferability (AT). A composite score for each Panchayat (including all tiers) based on these indicators is constructed for assessing the impact of these Panchayats in the post PEAIS award period. The findings or outcomes directly throw light on the impact of the award. However, in the short term it is judged that the final outcome will be recorded as a marginal improvement. Inferences will be drawn based on the statistical model as well as the observation intelligence of the investigators who reviewed the records and interviewed the functionaries of the Panchayats. The Panchayat wise assessment of the impact is produced in the section .

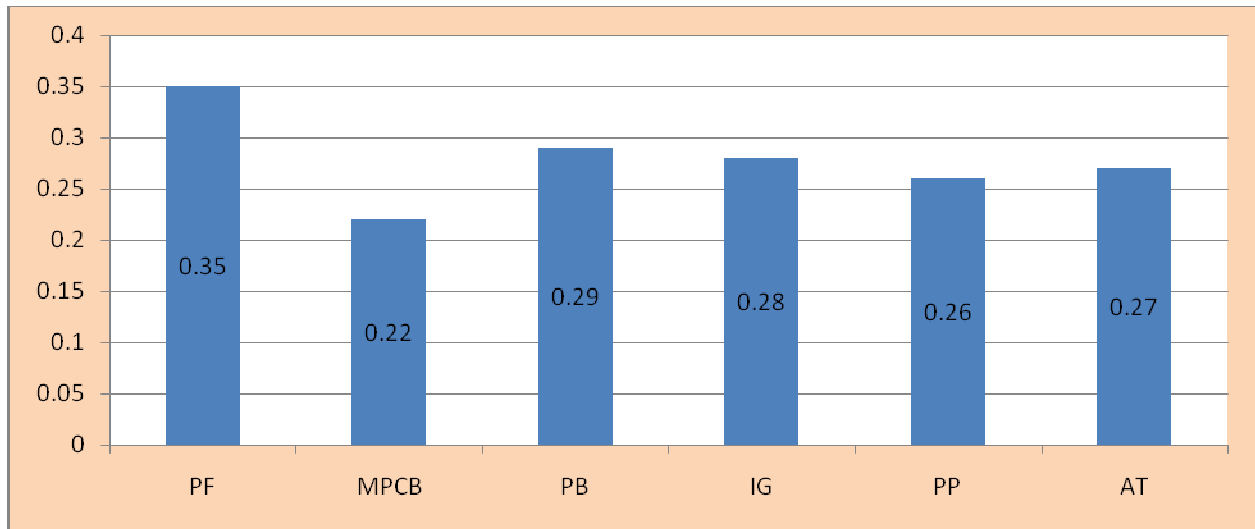


PUNJAB

THE IMPACT IN THE STATE OF PUNJAB

1 .AKLIAN KALAN GRAM PANCHAYAT

Diagram No.P 1: Shows the Performance of the Aklian Kalan Gram Panchayat after the Award (PEAIS).



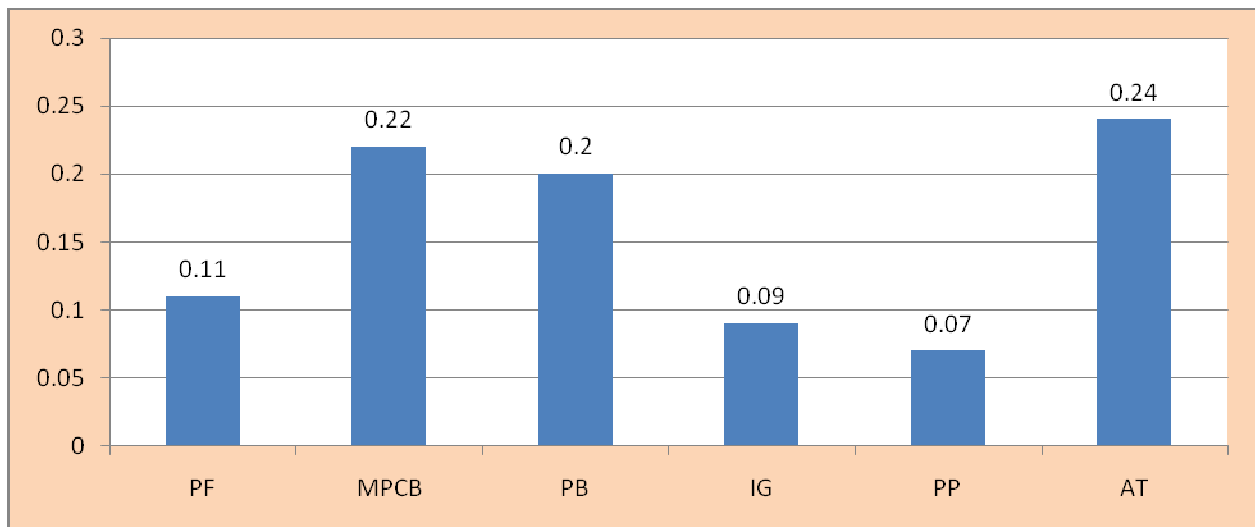
Source : Annexure Nos. P 1.1, P 1.2, P 1.3, P 1.4, P 1.5 & P 1.6.

Out of the six units evaluated the maximum value was attributed for Panchayat functioning followed by Planning and Budget Formation, Income Generation, Accountability & Transparency and Performance of the Panchayat and the composite score value here is 0.35, 0.29, 0.28, 0.27 and 0.26 respectively (Diagram No.P 1). The meetings of the Gram Panchayat are now held regularly and there is considerable improvement in the case of category wise (members from the SC and women) attendance of meetings. The information regarding meetings was passed on effectively and the minutes of the meetings were recorded. The preparation of annual plan and budget was made more logical and structured. All the stakeholders were considered. There was effective convergence with the departmental plans. The budget was prepared more effective as per the Government norms. Though new sources of income were identified in the Panchayat, income was not generated from these sources. The Gram Panchayat generated income from voluntary contribution. The Panchayat maintains accounts in the

format prescribed by the Government. These accounts are updated and authenticated but are not computerized. Special efforts were taken in this regard. There was a visible improvement in the attitude in addressing the public grievances. Funds allocated for SC in the financial year 2011-2012 are being effectively utilized. The Panchayat took initiatives to strengthen local institutions. Special care was taken to improve the life of marginalized groups. Safe drinking water supply, street lights, and drainage facilities was effectively provided to majority of households and nearing towards 100 per cent. There was a positive shift in the approach. A minimum impact was recorded for management of personnel and capacity building (Diagram No.P1). Though no additional training programme was attended it was conceived as a serious business. The indicators of each unit, its respective scores and the cumulative score are given as Annexure Nos. P 1.1, P 1.2, P 1.3, P 1.4, P 1.5 & P 1.6

2 .BATHINDA ZILLA PARISHAD

Diagram No. P 2: Shows the Performance of the Bathinda Zilla Parishad after the Award (PEAIS)

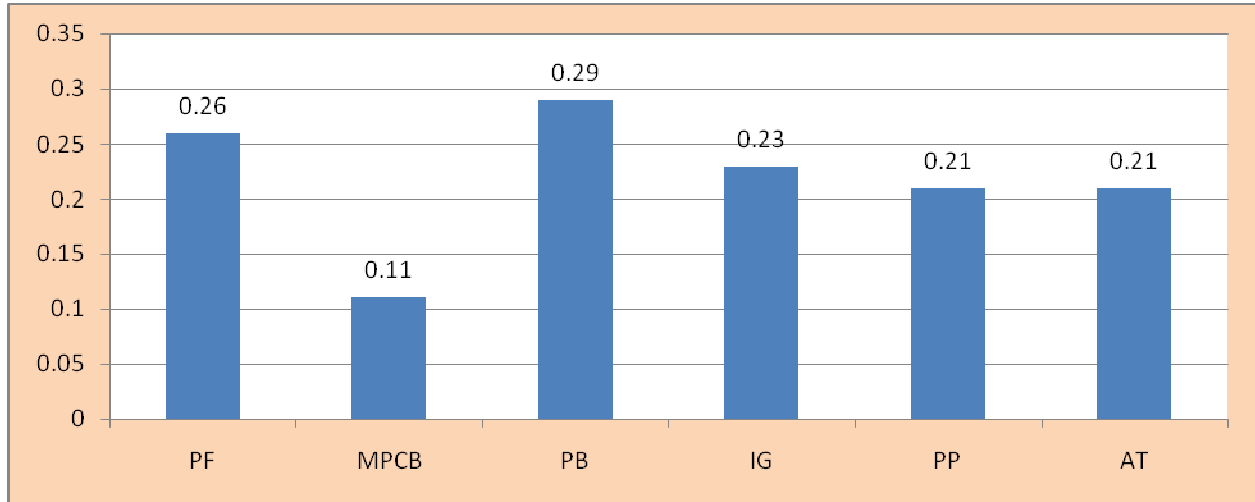


Source : Annexure Nos. P 1.1, P 1.2, P 1.3, P 1.4, P 1.5 & P 1.6.

The case of Zilla Parishad, as it is visualized from the Diagram No. P 2 is different from that of the Gram Panchayat which was discussed earlier. Here, the rate of impact is maximum in the unit of accountability and transferability (0.24) followed by management of personnel and capacity building (0.22) .The accounts of the Zilla Panchayat are maintained in the format prescribed by the Government, which is computerized, updated and authenticated at regular intervals. Special care was taken to improve the efficiency of the system. The grievances from the citizens are now timely addressed and the RTI's are addressed effectively. From the focus group discussions (FGDs) held it was evident that there was a positive impact on the capacity building aspect. Majority of the officials felt the need of training for running the Panchayat effectively. Attempts are live to start timely preparation of annual plans and budget. Accountability and transparency is a strong hold of the Zilla Parishad. Bathinda Zilla Parishad is a model for its counterparts for the efforts it has taken for the computerization and effective management of its accounts. But, it could also be noted that there was only minimal impact in income generation (0.09), and Panchayat performance (0.7). With regard to the income generation aspect, no new models could be proposed by the Zilla Parishad. But, however improvements could be seen in local resource mobilization from own assets. The indicators of each unit, its respective scores and the cumulative score are given as Annexure Nos. P 1.1, P 1.2, P 1.3, P 1.4, P 1.5 & P 1.6

3 .BHAINI JASSA GRAM PANCHAYAT

Diagram No .P3: Shows the Performance of the Bhaini Jassa Gram Panchayat after the Award (PEAIS).



Source : Annexure Nos. P 1.1, P 1.2, P 1.3, P 1.4, P 1.5 & P 1.6.

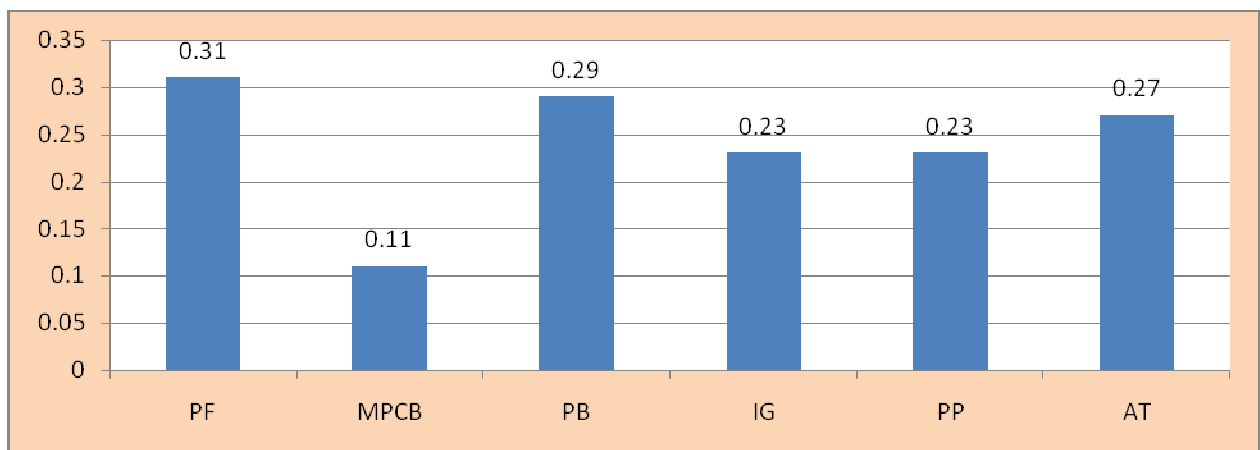
A better impact could be visualized in the indicator of planning and budget formation (0.29) which is followed by Panchayat functioning (0.26) and income generation (0.23). The annual plan of the Panchayat was prepared effectively taking into account the suggestions that evolved from the discussions at the Gram Sabha. The suggestions from stake holder groups like the CBO's, NGO's, farmers, women groups etc were consulted and their suggestions were incorporated. The annual budget was prepared effectively as per the Government norms. It could be stated that the award (PEAIS) has a positive psychological impact on the members while administrating the mandatory functions of the Panchayat, at least a remarkable shift in the approach to the preparation of minutes were ensured. The social audit was conducted in time. An increase in the attendance of the marginalized sections of the society could be noted. This indicates that the Panchayat has put in efforts to ensure maximum participation of the citizens. Income generating assets were created in Panchayat in financial year 2011- 2012. An increase in tax

collection is visible from the official records (Diagram No. P 3) .The Gram Panchayat has also generated income from voluntary contribution in the financial year 2011- 2012.

The Panchayat’s performance and its accountability and transparency are progressive in a steady level. Efforts are taken to achieve the targets and meet the demands of the population in providing them the basic infrastructural facilities. Care is taken in the timely updating of accounts and authentication of the same. Special efforts are taken to address the grievances of the citizens. A comparatively lower performance is recorded in the case of management of personnel and capacity building (0.11) . Not much effort is brought forward in this aspect. No new training programs were attended by the representatives and functionaries in the current year after the award (PEAIS) period. However, the issue is programmized in the agenda of the Panchayat Committee. Finally, one can argue that the impact of the award is both visible and measurable and it is finally reflected in the index. The indicators of each unit, its respective scores and the cumulative score are given as Annexure Nos. P 1.1, P 1.2, P 1.3, P 1.4, P 1.5 & P 1.6

4 .JANDMANGOLI GRAM PANCHAYAT

Diagram No. P4: Shows the Performance of the Jandmangoli Gram Panchayat after the Award (PEAIS).

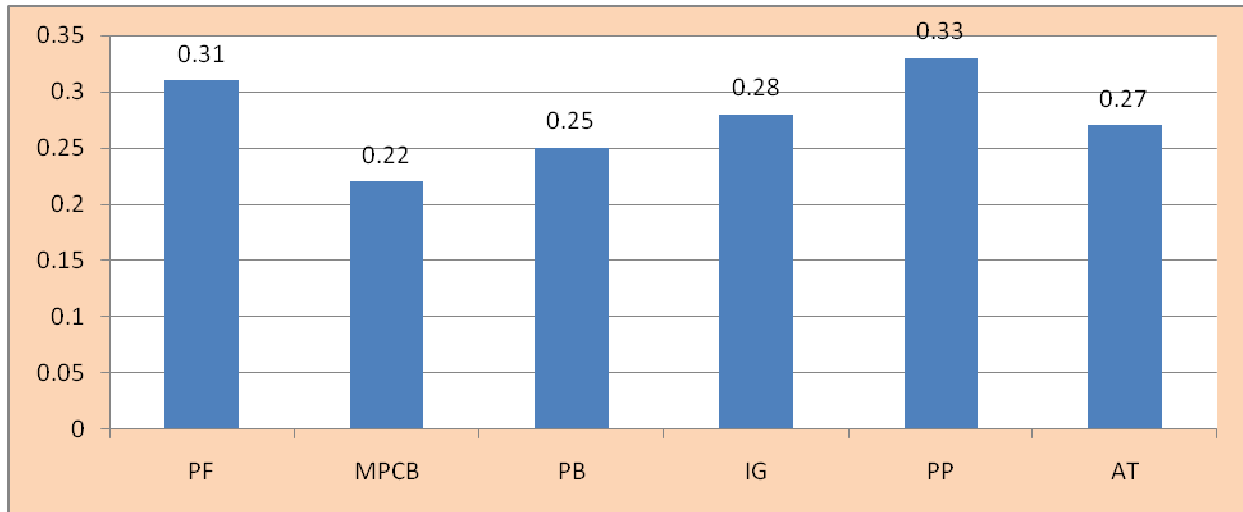


Source : Annexure Nos. P 1.1, P 1.2, P 1.3, P 1.4, P 1.5 & P 1.6.

The rate of impact is relatively better in Panchayat functioning (0.31) and planning and budget formation (0.29). Meetings were conducted in an organized manner and timely resolutions were made. The meeting agendas were circulated well in advance and minutes of the meetings were kept regularly. There was relatively better improvement in the case of category wise attendance in the meetings of the Gram Sabha. Attendance of the representatives and citizens from SC and women were ensured. Hence, all these are the positive aspects in relation to Panchayat functioning. The annual plan and budget was prepared in a well structured manner. Stakeholder consultations were made and the budget was prepared as per the Government norms. The accountability and transparency theme also has shown a relatively better improvement with a score value of 0.27. Though the Panchayat is not computerized, the accounts are now updated regularly. The grievances from the public are addressed. The number of application under RTI was replied with requisite information and the developments in this sub theme could succeed in getting a score value of 0.27. Efforts have been taken to improve the Panchayat's performance and income generation which is also reflected with a score value of 0.23. The lowest score was recorded for management of personnel and capacity building (0.11). Though the officials attend the meetings of the Gram Panchayat none of the representatives and functionaries had attended new training programs and no review was made for assessing the work of officials during the financial year 2011-2012. The overall development gives a positive shift in the governance in the post award (PEAIS) phase of the Panchayat. The indicators of each unit, its respective scores and the cumulative score are given as Annexure Nos. P 1.1, P 1.2, P 1.3, P 1.4, P 1.5 & P 1.6

5 .KUTBA GRAM PANCHAYAT

Diagram No . P5: Shows the Performance of the Kutba Gram Panchayat after the Award (PEAIS)



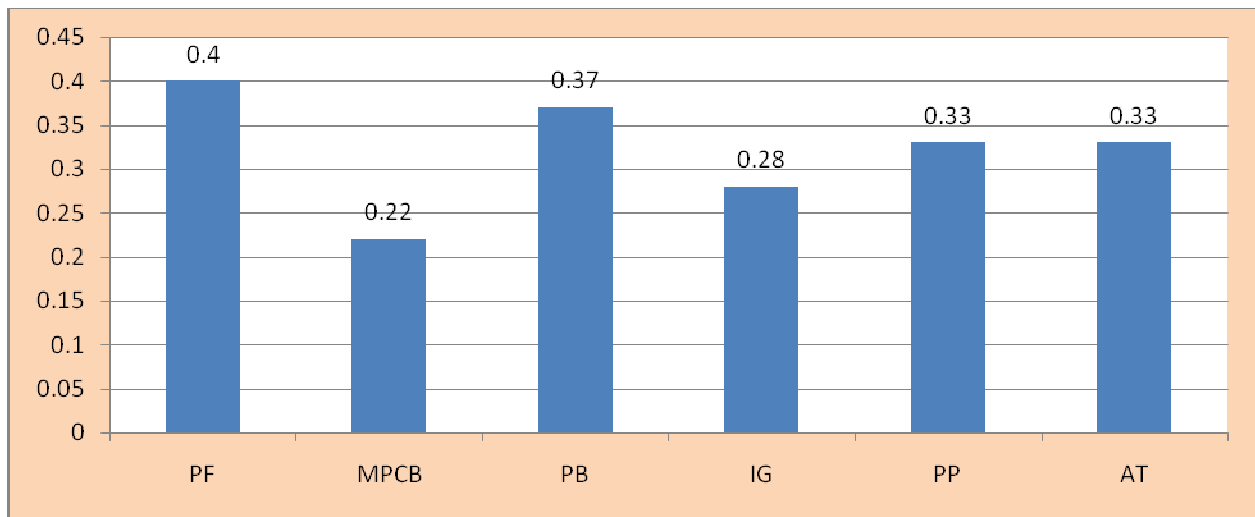
Source : Annexure Nos. P 1.1, P 1.2, P 1.3, P 1.4, P 1.5 & P 1.6.

Performance of the Panchayat has shown remarkable improvement (0.33) closely followed by the improvements in the mandatory functions of the Panchayat (0.31). The coverage of infrastructural facilities is better and good percentage of households have basic amenities. There was considerable increase in the initiatives taken by the Gram Panchayat to strengthen local institutions. Special initiatives were taken to improve the life of marginalized groups. A special dedication was visible in the mandatory meetings. The agenda was circulated well in advance and the minutes of the meetings were recorded and filed. There was a noticeable increase in the attendance of the citizens from the backward communities in the Gram Sabha. Timely resolutions were passed and social audits (mainly based on MGNREGA) were conducted. A steady improvement could be seen in income generation (0.28), accountability and transparency (0.27) and planning and budget formation (0.25). There was a meager increase in tax collection. Income from sources other than taxes was also recorded. The Gram Panchayat generated income from voluntary contribution in the financial year 2011-2012 and new sources of income were also identified. The accounts of the office are updated regularly. There was a positive

mentality among the functionaries of the Panchayat in providing requisite information for RTI applications. The grievances of the public were addressed in a timely manner. The annual plan and budget for the Panchayat was prepared in a well structured and timely manner in consultation with the Gram Sabha and other stake holders (local NGOs and CBOs). While considering the management of personnel and capacity building, a slight improvement, with a score value of 0.22, is visible. The representatives and officials are reported to have attended a few training programs. The indicators of each unit, its respective scores and the cumulative score are given as Annexure Nos. P 1.1, P 1.2, P 1.3, P 1.4, P 1.5 & P 1.6

6 .RAMPUR MUNRAN GRAM PANCHAYAT

Diagram No.P6: Shows the Performance of the Rampur Munran Gram Panchayat after the Award (PEAIS).



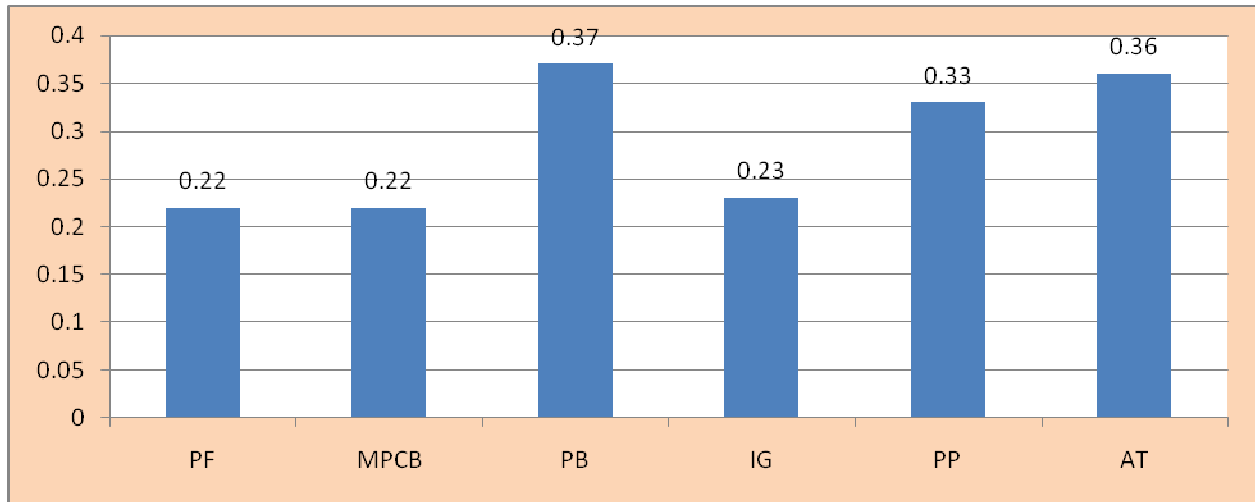
Source : Annexure Nos. P 1.1, P 1.2, P 1.3, P 1.4, P 1.5 & P 1.6.

Rampur Munran Panchayat after the award (PEAIS) has shown impressive progression in many areas. Panchayat functioning (0.4) is one theme in which the Panchayat tops itself followed by planning and budget formation with a score value of 0.37. The mandatory meetings of the Panchayat were conducted regularly in a structured manner. The meeting agenda was circulated well in advance for all the meetings. In a number of meetings decisions were taken by consensus after discussions. Minutes of the meetings were

recorded, drafted and filed. A positive attitude was visible in this regard. An increasing number of the members from the backward community could be seen in all the meetings of Gram Sabha. The minutes from almost all the Gram Sabha meetings were kept in financial year 2011- 2012. This can be stated as a good achievement. Social audit (MGNREGA) was conducted during the financial year 2010-2011. An important change that the award has brought in is that of the increasing involvement of various stakeholders and their suggestions in the annual plan and budget formation. The convergence with departmental plans/ schemes was ensured in preparation of annual plan. The budget was prepared as per the Government norms. An equable improvement is apparent in the Panchayat's performance, accountability and transparency. There was maximum utilization of funds allocated for SC in financial year 2011- 2012. There was improvement in the expenditure on women development programmes. A number of initiatives were taken by the Gram Panchayat to strengthen local institutions. Efforts were taken to fill the infrastructural (street light, connectivity, drainage and drinking water) gaps. The accounts of the Panchayat are now updated, regularly. The grievances of the public were addressed in a timely manner. The important information related to BPL list, pensioners, funds received and expenditure, list of officials to whom grievances are to be addressed etc. are displayed in the Gram Panchayat office and public places. This is a significant change. A minimum change is visible in tax collection and income generation from other sources (0.28). The officials of the Panchayat attend the Gram Sabha meetings regularly. A positive attitude is now visible as the officials feel the need for training programs and the score value of 0.22 is given to the sub theme of personnel management and capacity building. The indicators of each unit, its respective scores and the cumulative score are given as Annexure Nos. P 1.1, P 1.2, P 1.3, P 1.4, P 1.5 & P 1.6

7.SANGRUR PANCHAYAT SAMITI

Diagram No.P7: Shows the Performance of the Sangrur Panchayat Samiti after the Award (PEAIS).



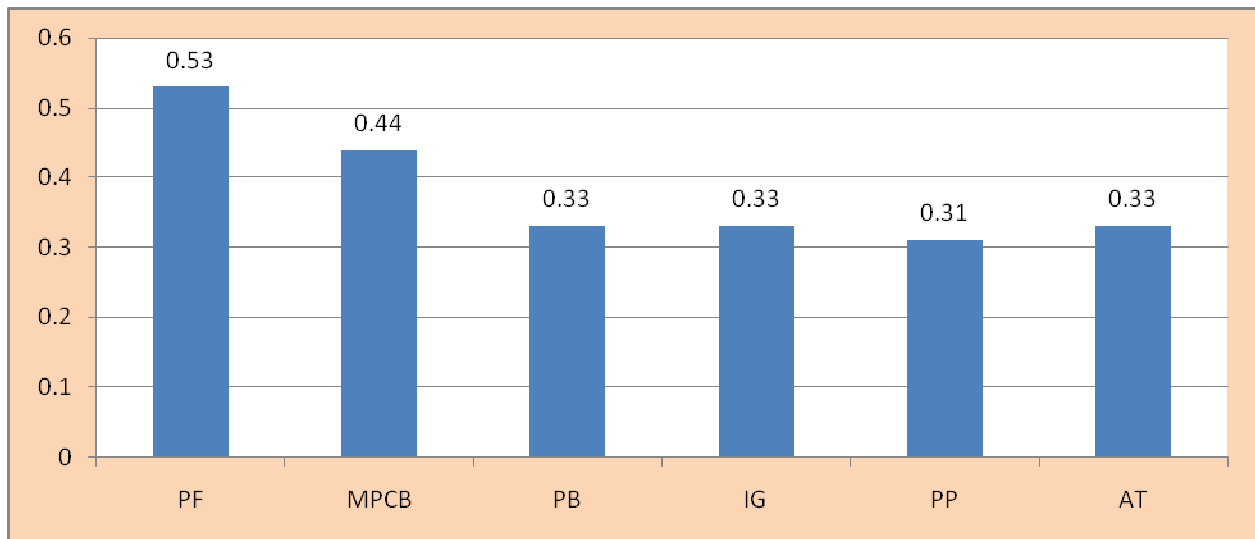
Source : Annexure Nos. P 1.1, P 1.2, P 1.3, P 1.4, P 1.5 & P 1.6.

During the financial year 2011 – 2012, an exceptional improvement could be noticed in the planning and budget formation of the Sangrur Panchayat Samiti. There was a phenomenal change in the involvement of various stakeholder groups in the preparation of the annual plan. The suggestions by these groups were incorporated in the annual plan and budget. There was an effective convergence with the departmental plans and schemes. The budget was prepared as per the norms and in time for the financial year 2011-12. The Panchayat Samiti made a special drive by creating gender specific allocations in the budget. Because of all the developments, the sub theme of planning and budget preparation could gain a relatively higher value of 0.37. The Panchayat Samiti office is computerized. Efforts are taken to update the records regularly. There is a positive attitude towards addressing RTI related questions and public grievances which is a remarkable move towards becoming citizen friendly and attaining a value of 0.36 (Diagram No P7).

An improvement is visible in the utilization of funds allocated for SC in the financial year 2011- 2012 and the total non establishment expenditure on women development programmes. The Panchayat Samiti took efforts to strengthen the local institutions. These are the noticeable changes in the performance of the institution and the score value of this sub theme is 0.33. There is an improvement in the local resource mobilization and it is measured by a value of 0.23. Different from the rest of the cases its worth to notice that there was no major improvement in the mandatory functions of the Panchayat. Regular meetings and its associated factors remained the same. No major additional inputs could be added to this theme in compared to other sub themes. Though there was hardly any major change in the remaining indicators, attempts are made to quality addition of the existing functioning of the institution (0.22). The representatives and functionaries of the Panchayat Samithi have attended one additional training programme and the score value of 0.22 is given to the sub theme (management of personnel and capacity building) .The indicators of each unit, its respective scores and the cumulative score are given in Annexure Nos. P 1.1, P 1.2, P 1.3, P 1.4, P 1.5 & P 1.6

8 .TALVANDI BHARTH GRAM PANCHAYAT

Diagram No . P8: Shows the Performance of Talvandi Bharth Gram Panchayat after the Award (PEAIS).



Source : Annexure Nos. P 1.1, P 1.2, P 1.3, P 1.4, P 1.5 & P 1.6.

The performance of Talvandi Bharath Gram Panchayat is on a comparatively larger scale. Better performances are detectable in Panchayat functioning and the management of personnel and capacity building. The rate of impact is really commendable with a higher score value of 0.53 and 0.44 for the sub themes of Panchayat functioning and management of personnel and capacity building, respectively. A few additional meetings were conducted in the Panchayat apart from the mandatory meetings. The agenda meetings were circulated well in advance. The minutes of the meetings were recorded. In most of the meetings the decisions were taken by consensus after discussions. Resolutions were passed on issues. A positive turn is visible in all these aspects. An improvement in the attendance of the backward communities is observable. The social audit conducted by the Gram Sabha could be tagged “well made”. All these aspects point towards the impact of the award in the betterment of Panchayat’s mandatory functions. The representatives and functionaries were reported to have attended at least one training program. A strong participation of the officials in the local area could be seen in the meetings of the Gram Panchayat.

Improvement is also visible in all other themes like planning and budget formation (0.33), income generation (0.33), Panchayat’s performance (0.31) and its accountability and transparency (0.33). Steps were taken to ensure timely preparation of annual plans and budget. The budget was made effective with the incorporation of suggestions by various social groups. Convergence with departmental plans/ schemes was ensured in preparation of the annual plan. The Gram Panchayat generated income from voluntary contribution in the financial year 2011-2012. There was a minor improvement in tax collection and generation of revenue from other sources (Diagram No P.8). The funds allocated for the development of SC and women in the financial year 2011-2012 were utilized effectively. Activities were undertaken with community based groups and special initiatives were taken to improve the life of marginalized groups. Special efforts were taken to inform and educate people on social issues which brought out good results. Basic infrastructural facilities which are mandatory were provided for majority of households.

The important information related to BPL list, pensioners, funds received and expenditure, list of officials to whom grievances are to be addressed etc. are displayed in the Gram Panchayat office and public places. This was one of the effective steps taken by the Gram Panchayat. Altogether it could be stated that the award (PEAIS) had positively influenced the Panchayat in variety of its functions. The indicators of each unit, its respective scores and the cumulative score are given as Annexure Nos. P 1.1, P 1.2, P 1.3, P 1.4, P 1.5 & P 1.6

Overall effectiveness of the Award (PEAIS) Winning Panchayats of Punjab: a Relative Distribution.

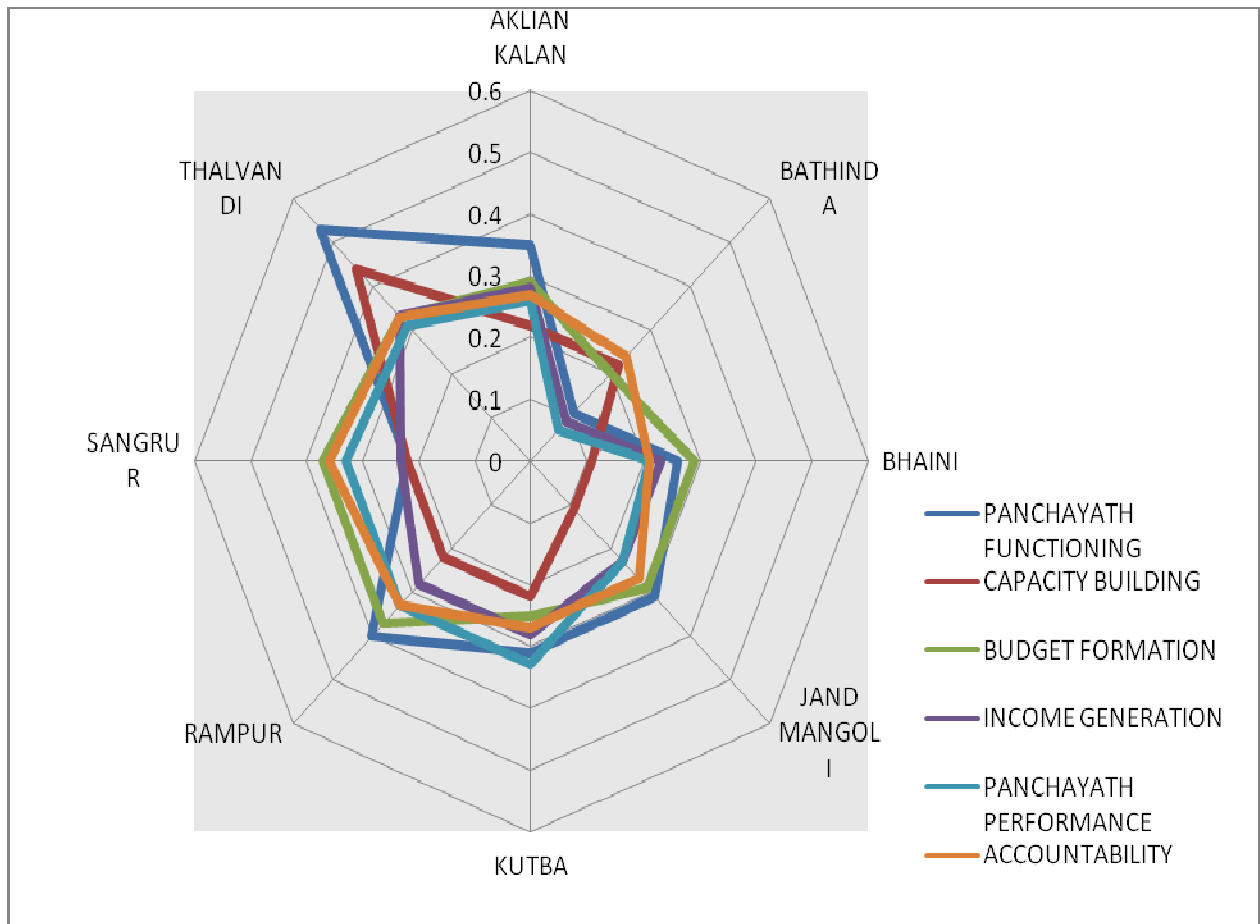
For illustrative purposes the relative distribution based on the six sub themes viz. Panchayat functioning, management of personnel and capacity building, planning and budget formation, income generation, Panchayat performance and accountability & transparency on which the whole process is built and it is presented with the help of a radar model. The results given are the cumulative index of what is presented above for the sub six themes for eight Panchayats.

Table No.P1: Gives Panchayat wise Cumulative Score of Eight Award Winning Panchayats from the State of Punjab.

SI No	Name of the Panchayat	Cumulative Index
1	AKLIAN KALAN G.P.	0.28
2	BATHINDA ZILLA PARISHAD	0.16
3	BHAINI JASSA G.P.	0.22
4	JAND MANGOLI G.P.	0.24
5	KUTBA G.P	0.28
6	RAMPUR SUNRA G.P	0.32
7	SANGRUR PANC HAYAT SAMITI	0.29
8	THALVANDI BHARTH G.P.	0.38

Source: Annexure No. P 2

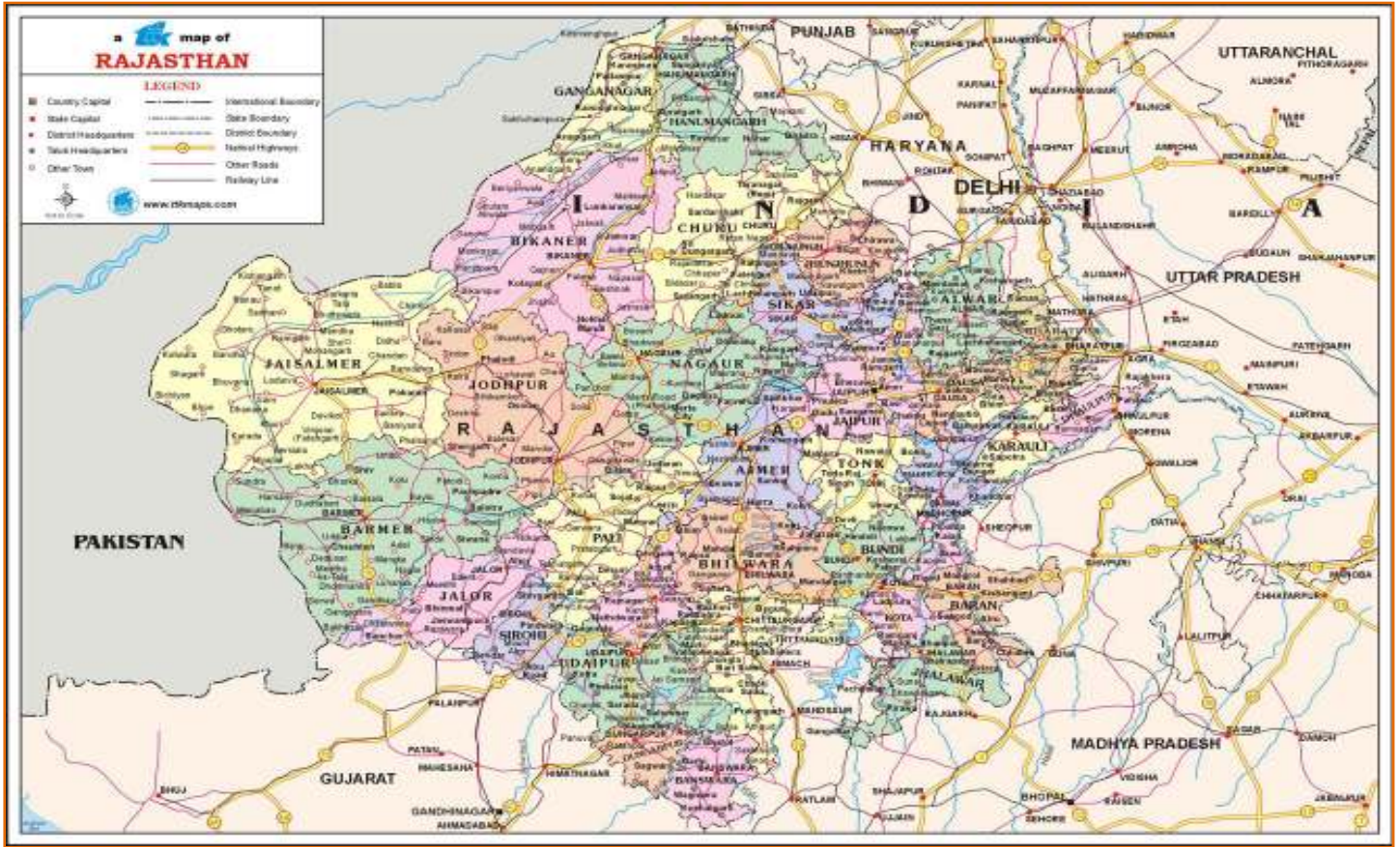
Diagram No . P9: Shows the Relative Performance of the Panchayats in terms of the impact of the Award (PEAIS).



Source: Annexure No. P 2

Results of the analysis are plotted on a 0.6 scale in the radar. The units of enquiry are placed according to their relative achievements in the post award (PEAIS) period. The graph indicates that the impact of the award (PEAIS) has been most effective in Talvandi Bharth and Rampur Munran Gram Panchayats. Among the sub themes, the rate of impact in the Panchayat functioning is the highest and it is in the case of Talvandi Gram Panchayat. Again, management of personnel and capacity building aspect is found good in Talvandi, and is found to improve in Aklian Panchayat, Bathinda Zilla Parishad, Kutba and Rampur Panchayats and Sangrur Panchayat Samiti. The improvement in planning and budget formation is comparatively higher in Talvandi Panchayat, Rampur Panchayat and Sangrur Panchayat Samiti. A considerable improvement in the income generation sub

theme is visible in Talvandi Gram Panchayat, whereas it is very low in Bathinda Zilla Parishad. Improvement in the performance of the Panchayat could be seen in Kutba Panchayat, Rampur Panchayat and Sangrur Panchayat Samiti closely followed by Talavandi Panchayat. A remarkable improvement in the accountability and transparency aspect is visible in Sangrur Panchayat Samiti followed by Talvandi and Rampur Panchayats. Though there are variations among the tiers and within the tier of the Panchayats, remarkable changes of improvements are visible in the area of service delivery and core sector of the local governance thanks to the award PEAIS .

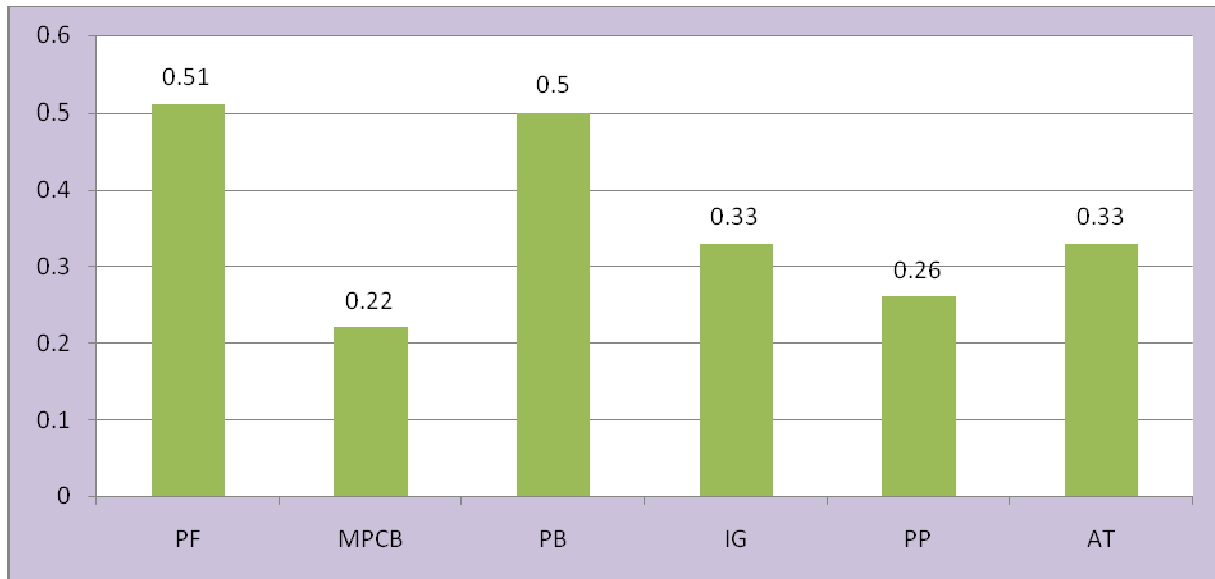


RAJASTHAN

THE IMPACT IN THE STATE OF RAJASTHAN

1 .CHAINPURA GRAM PANCHAYAT

Diagram No. R.1 Shows the Performance of the Chainpura Gram Panchayat after the Award (PEAIS).



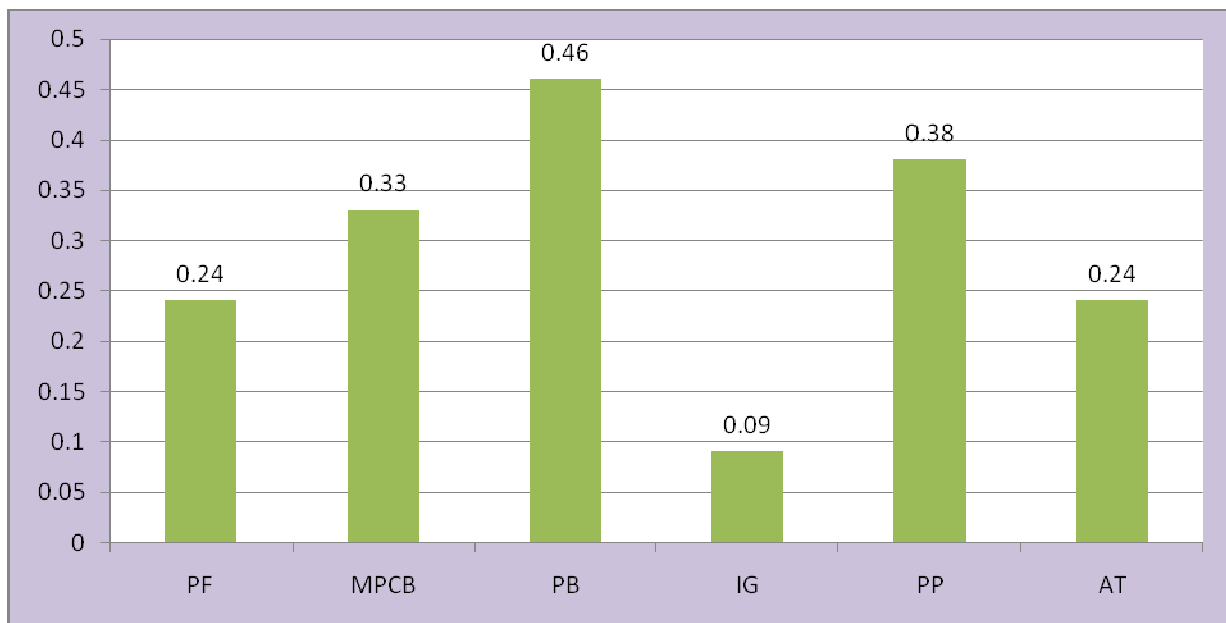
Source: Annexure Nos. R 1.1, R 1.2, R 1.3, R 1.4, R 1.5 & R 1.6

Chainpura Gram Panchayat has noticeable changes in the post award (PEAIS) period. Major impact could be seen in the Panchayat functioning and planning and budget formation aspects. The score is as good as 0.51 and 0.50 respectively. Improvement is visible in the category wise attendance of meetings. There was a positive approach in conducting the meetings. Resolutions were passed on issues in a timely manner. A remarkable involvement from the weaker sections (SC, ST and women) of the Panchayat could be noticed. There was an improvement in the number of schemes where beneficiaries were selected by Gram Sabha in the financial year 2011- 2012. These are some of the achievements. The annual plan and budget of the Gram Panchayat was prepared for the financial year 2011- 2012 in a structured and timely manner as per the Government norms. It was made sure that the suggestions and recommendations from the stakeholder groups and Gram Sabha were incorporated. Convergence with departmental plans/ schemes was ensured in preparation of annual plan.

A steady impact is visible in income generation (0.33) and the accountability and transparency (0.33). New sources of income were identified in the Panchayat. An inflow of fund from sources other than taxes is visible. The accounts are updated and were placed before the Gram Sabha / Ward Sabha for discussions and approval. The important information related to BPL list, pensioners, funds received and expenditure, list of officials to whom grievances are to be addressed etc. are displayed in the Gram Panchayat office and public places. This was one of the major impacts during the post award (PEAIS) period. It could also be noted that there was improvement on the existing situation of the management of personnel and their capacity building (Diagram No.R1). The indicators of each unit, its respective scores and the cumulative score are given as Annexure Nos. R 1.1, R 1.2, R 1.3, R 1.4, R 1.5 & R 1.6

2 .CHAUHATAN PANCHAYAT SAMITI

Diagram No,R 2: Shows the Performance of the Chauhatan Panchayat Samiti after the Award (PEAIS).



Source: Annexure Nos. R 1.1, R 1.2, R 1.3, R 1.4, R 1.5 & R 1.6

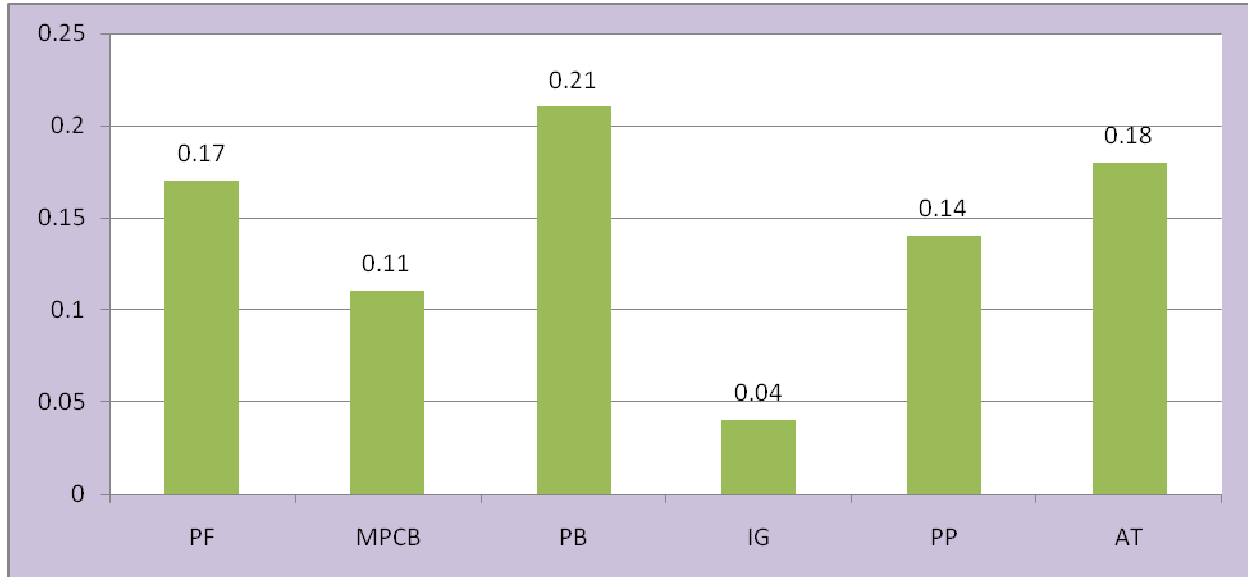
Planning and Budget formation is one of the areas in Chauhatan Panchayat Samiti which recorded a better performance in the post PEAIS award period and the score value is

0.46. There is a positive impact on the Panchayat's performance (0.38). The annual plan and budget was prepared in a well structured and timely manner in consultation with local NGOs and CBOs. Though this process was live in pre PEAIS period a new approach was visible in this regard during the time of evaluation. It is worth to notice that proper allocations were made in the budget as per the gender needs. There was an effective utilization of funds allocated for SC, ST and women in the financial year 2011-2012 and non establishment expenditure on women development programmes. The Panchayat took special measures to meet the infrastructural demands. Additional care was taken to strengthen the local institutions, and to improve the life of marginalized groups in the Panchayat area.

The other areas where noticeable changes are visible include management of personnel and capacity building, (0.33) accountability and transparency (0.24) and Panchayat functions (0.24). The representatives and functionaries reported to have attended training programs. The officials attend the meetings of Panchayat committee, regularly. The accounts are kept intact. The RTI's are provided with requisite information in a short period. Though no new models for revenue generation were brought forward by the Panchayat Samiti, there were serious discussions on the issue of local resource mobilization. And it may reflect in the coming years. Altogether it could be stated that the PEAIS award had its impact on many performing spheres of the Panchayat. The indicators of each unit, its respective scores and the cumulative score are given as Annexure Nos. R 1.1, R 1.2, R 1.3, R 1.4, R 1.5 & R 1.6

3 .CHURU ZILLA PARISHAD

Diagram No.R3: Shows the Performance of the Churu Zilla Parishad after the Award (PEAIS).



Source: Annexure Nos. R 1.1, R 1.2, R 1.3, R 1.4, R 1.5 & R 1.6

When compared with Gram Panchayat and the Panchayat Samiti mentioned above the impact of PEAIS is relatively low in Churu Zilla Parishad. The major area where noticeable impact is visible includes planning and budget formation (0.21), accountability and transparency (0.18) and Panchayat functions (0.17). The annual plan was prepared in a well structured manner and the convergence of departmental plans was ensured. Special efforts are taken to ensure the updation of accounts. A positive change was visible in addressing public grievances and RTI's. A good impact was visible with the mandatory functioning of the Panchayat like the meetings. A positive shift in attitude and participation could be seen in the conducting the meetings. A steady impact could be seen in the Panchayat's performance. There was no major impact on resource mobilization. But some income generating assets were created during the financial year 2011-2012 (0.04). Though there are training programs for the officials and functionaries, hardly any further addition could be seen. Thus it could be stated that PEAIS award had made an impact on various spheres of Panchayat, even though it was minimal. The indicators of