

# A Study on Delivery of Public Services by Gram Panchayats and Village Councils

## (A Study in Fourteen States) Summary Report



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**Sponsored by Ministry of Panchayat Raj  
Government of India**

2018

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## Preface

The provision of public services—such as health care, education, sanitation and justice—is a key task for government. People care about public services and depend on them being delivered well. Public services provide the most common interface between people and the state, and their functioning shapes people's sense of trust in and expectations of government. At a national level, public services underpin human welfare and economic growth. Public services need to be delivered with integrity, centered around citizens, and responsive to their needs, particularly the needs of the most vulnerable.

The availability of constantly improving technological solutions coupled with innovative managerial tools have given rise to improved administrative structures, efficient and effective public service delivery systems and the increasing quality of governance. Governments and governance the world over are undergoing a paradigm shift from their traditional roles and structures of inflexible control and procedure orientation, towards result orientation, flexibility, facilitation and a citizen-centric approach to delivery of public services.

Administrative reforms are not new to this country. The welfare orientation and the focus on development of backward areas and people are post-independence phenomena. Since the 1950s, the Government of India has been slowly but steadily climbing the ladder towards a citizen-centric focus on administrative reforms. The Right to Service Delivery Act came into existence at national level in 2011 and now functioning in more than 21 States. The basic objective of the Service Delivery Act is to create platform for the citizens to access services at grassroots level. This Act covers services assigned to PRIs under the framework of 73<sup>rd</sup> Constitutional Amendment (Act 1992) and recommended by the Central Financial Commissions. On the other side, this Act facilitates services of the line departments which are essential for the citizens in day to day life. The Act covers services that come under the jurisdiction of PRIs such as provision of supply of safe drinking water, management of liquid and solid waste, removal of carcasses, spraying disinfectant, maintenance of community assets, roads, supply of electricity through street lights, monitoring of public health system, education, anganwadi centers, etc., pertaining to both infrastructure and human development. Service Delivery Act facilitates services like payment of bills, obtaining of birth, caste, domicile, residence, marriage, death certificates, khasra (land record), job cards for National Rural Employment Guarantee Scheme (NREGS), BPL cards, trade license, etc., through or on recommendation of the Gram Panchayat (GP). The Service Delivery Act facilitates requirements of common services which run by the PRIs and similarly services assigned to the line departments which fulfill requirements of individual citizens. GP is a platform to facilitate above services. GP implements Services through the funds of Central Finance

Commission, State Finance Commission, NREGS, taxes, revenues, CESS, donations, public contributions, etc.

This study has been carried out in 14<sup>th</sup> States: Assam, Chhattisgarh, Gujarat, Haryana, Himachal Pradesh, Jharkhand, Karnataka, Madhya Pradesh, Rajasthan, Sikkim, Telangana, Tripura, Uttar Pradesh and West Bengal where citizens obtain services under the framework of Act. The States studied implemented the Right to Service Delivery Act in during 2010 and 2016. In Madhya Pradesh (September 2010) and Bihar (July 2011), this Act has been implemented even prior Central Act which became effective from December 2011.

This study focused on State Panchayati Raj Act (s), Right to Public Service Delivery Act (s), types of major services covered under these Acts across the 14 studied States, role and functions of GP, numerical strength of elected representatives at the GPs, flow of funds, revenue and source of income generated by the GPs, existing and required human resources, quality, cost, time, suggested standard of the services, performance of employees working at GP level, availability of e-Panchayat applications, grievance redressal mechanism, awareness of the Act by the citizens, problems faced by GPs and citizens, etc. This volume comprises consolidated data on existing situation, findings and recommendations. It is expected that provision of Service Delivery Act not only saves time of the citizens but also prevent interference and monetary exploitation of middle men. Citizens now can access services within the jurisdiction of GP.

At the outset, sincerely thank the Ministry of Panchayati Raj, Government of India for assigning this study to NIRDPR. This study would have not been successfully completed without the continuous support, guidance and encouragement of Dr. WR Reddy, DG, NIRDPR. Dr. SM Vijayanand, former DG of NIRDPR, had provided critical and insightful comments at various phases of the study that had immensely helped in preparing this report. The study was initially coordinated Dr. Jayalakshmi. After her retirement in early 2017, the summary report was prepared by Dr. K Prathap Reddy with active assistance from Dr. Sikligar and Dr. Bhaskar Rao. In finalizing the report, valuable support is received from other faculty members and consultants of CPR, NIRDPR. The study would have not been possible without the active support and involvement of study teams from all the 14 states. The PRI functionaries from the State level to the GP level have provided valuable support at every stage of the study. We place on record our sincere thanks to all of them. Finally, we sincerely thank to all the citizens who spared their valuable time in filling of the schedules both for individual citizens and through focus group discussions.

The results of the 14 States are summarized in this report, while individual State reports are presented separately.

The Study Team

## Abbreviations

ADCs	: Autonomous District Councils
ANM	: Auxiliary Nurse Midwifery
ARC	: Administrative Reform Commission
ARTPS Act	: Assam Right to Public Service Act
ARWSP	: Accelerated Rural Water Supply Programme
BDO	: Block Development Officer
BPHC	: Bureau of Primary Health Care
BPL	: Below Poverty Line
BRGF	: Backward Regions Grant Fund
CO	: Competent Officer
CPDCL	: Central Power Distribution Company Limited of Telangana
CSS	: Centrally Sponsored Schemes
DDUGKY	: Deen Dayal Upadhyaya Grameen Kaushalya Yojana
DEO	: District Education Officer
DG	: Director General
FFC	: Fourteenth Finance Commission
FGDs	: Focus Group Discussions
FY	: Financial Year
GP	: Gram Panchayat
GPDP	: Gram Panchayat Development Plan
HDI	: Human Development Index
HP	: Himachal Pradesh
ICDS	: Integrated Child Development Scheme
ICT	: Information and Communication Technology
IT	: Information Technology
MAGPY	: Mukhya Mantri Adarsh Gram Yojana
MDGs	: Millennium Development Goals
MDO	: Mandal Development Officer
MGNREGA	: Mahatma Gandhi National Rural Employment Guarantee Act
MLALAD	: Member of Legislative Assembly Area Development
MoPR	: Ministry of Panchayat Raj
MP	: Madhya Pradesh
MPLAD	: Member of Parliament Local Area Development
NIRDPR	: National Institute of Rural Development and Panchayati Raj
NOC	: No Objection Certificate
NPDCL	: Northern Power Distribution Company Limited of Telangana
NREGS	: National Rural Employment Guarantee Scheme
NRHM	: National Rural Health Mission
NSDL	: National Securities Depository Limited
OBC	: Other Backward Caste
PAN Card	: Permanent Account Number Card
PDS	: Public Distribution System

PESA Act	: Panchayats (Extension) in Scheduled Areas Act
PHC	: Public Health Center
PHED	: Public Health Engineering Department
PMAY	: Prime Minister Awas Yojana
PMGSY	: Pradhan Mantri Gram Sadak Yojana
PPP	: Public Private Partnership
PRC	: Permanent Residence Certificate
PRIs	: Panchayat Raj Institutions
RGGVY	: Rajiv Gandhi Garmin Vidyutikaran Yojana
RO	: Reverse Osmosis
RTI	: Right to Information
RTPS Act	: Right to Public Service Act
SAGY	: Sansad Adarsha Gram Yojana
SBM	: Swach Bharat Mission
SC	: Scheduled Caste
SDM	: Sub-Divisional Magistrate
SDO	: Sub Divisional Officer
SFCs	: State Finance Commissions
SHG	: Self Help Group
SSA	: Sarva Shiksha Abhiyan
ST	: Scheduled Tribe
ToR	: Terms of Reference
TP	: Taluk Panchayat
UIDAI	: Unique Identification Authority of India
UMP	: Urban Management Programme
UNCHS	: United Nations Centre for Human Settlements
UP	: Uttar Pradesh
UPS	: Uninterrupted Power Supply
VCs	: Village Councils
VDCs	: Village District Council
VLDC	: Village Council Development Committee
WB	: West Bengal
WDR	: World Development Report
WHO	: World Health Organization
ZP	: Zilla Panchayat

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# **Chapter 1**

## **Introduction, Review of Literature and Research Objectives & Methodology**

### **1. Introduction**

Despite the plethora of service delivery mechanisms, most governments are increasingly perceived as unresponsive, with no cohort accountability and transparency in their systems. The traditional government structure and systems are no longer adequate to meet the demand of rising citizen aspirations in complex global economies. The role of the government, established and accepted earlier, as the 'Sole Provider' is being questioned in every forum. The availability of constantly improving technological solutions coupled with innovative managerial tools have given rise to improved administrative structures, efficient and effective public service delivery systems and the increasing quality of governance. Governments and governance the world over are undergoing a 'paradigm shift' from their traditional roles and structures of inflexible control and procedure orientation towards result orientation, flexibility, facilitation and a citizen-centric approach.

Administrative reforms are not new to this country. Historically, from the days of Chandragupta Maurya, Chanakya, Akbar, Jahangir and the British Raj, strong to feeble attempts have been made to reform the government. But most often these reforms were aimed at improving the government's ability to control the inflow and outflow of revenue. The welfare orientation and the focus on development of backward areas and people are post-independence phenomena. Since the 1950s, the Government of India has been slowly but steadily climbing the ladder towards a citizen-centric focus on administrative reforms. Since the 1990s, it has been accepted at the national as well as state levels that there are three 'non-negotiable ingredients' for a government to be considered capable of delivering good governance. These ingredients are responsiveness, transparency and accountability.

However, the reform initiative of Indian administration has resulted in experience gathering at all the levels. The 1997 conference of Chief Ministers is a landmark development for commencing the shift towards attaining good governance across the Center and the States. The overall theme of the conference revolved around rebuilding the credibility of the government by coming out with strategies for a responsive and effective administration. The sub-themes of the conference included an accountable and citizen-friendly government, a transparent administration, and a performance-oriented public service with high levels of integrity. Responsiveness to the needs of the poor and transparency in the form of low-cost access and two-way flow of information became the major concerns.

There are no institutionalized standards for the delivery of public services. Therefore, there always appears to be an unending struggle between the governmental systems, its capability to deliver and the actual needs of the citizens. The typical definition of democracy is “a government by the people, for the people and to the people”. Though having recognized the need to govern ‘for the people’, and place the common requirements and aspirations ‘of the people’ on the highest priority for service delivery, progressive governments have found that the governing process itself comes in the way of their attempts to establish a positive relationship with its citizens. The governments earlier performed reasonably well but with the advent of the information age and the emerging knowledge regime, the citizen is no longer satisfied with services which can be delivered only by frequent visits to government offices, or standing for hours in long queues, or after time-consuming lengthy processes or with the evil but necessary associations with touts and middle men. The citizens want fast and efficient systems available at a single window which do not require them to know the faces and names of the bureaucratic structures, and which give them a ‘nice feeling’ about interacting with the government. Further, the Millennium Development Goals (MDGs) and several conventions of the United Nations have set a context across the globe where a number of rights-based citizen entitlements have been demanded, and in many cases acceded to by governments. The movements have seen both the demand side pull and the supply side push. Recent years have also seen an unprecedented global growth in civil society movements and civil society organizations have played a crucial role in converting some of the rights into concrete policy instruments and laws.

## **2. The Concept of Public Service Delivery Systems**

Public service delivery system incorporates different kinds of essential or basic services which are provided/facilitated by the government to people living within its jurisdiction, either directly or through other agencies. The term is associated with the premise that certain services should be available to all, regardless of income, physical ability or mental acuity. The thought of public service delivery system incorporates value of public's interest and motivations. Further, it is associated with fundamental human rights such as right to water, right to education, right to information, and expresses requirement of the servicers from public sectors covering services of postal, bank, transportation, social services, public housing, social welfare, etc., including food subsidy, water supply network, water treatment, management of liquid and solid waste, environment protection, telecommunication, etc., which are part of public domain and facilitated by the government on nominal charges.

The term service delivery has been defined according to the theme / subject. For example, IT service delivery is the manner in which a corporation provides information technology access to users throughout

an application's lifecycle. IT service delivery covers the design, development, deployment, operation and retirement of the IT information or IT services. Nowadays, each organization follows an IT service delivery framework that dictates the processes and people involved, and the products used to provide the user with access to a corporate application. The IT team enforces preferred and prohibited approaches to deliver the application in accordance with regulations or preferred best practices.

In field of health sector, it encompasses the management and delivery of quality and safe health services so that people receive a continuum of health promotion, disease prevention, diagnosis, treatment, disease-management, rehabilitation and palliative care services, through the different levels and sites of care within the health system, and according to their needs throughout the life course. World Health Organization (WHO) is supporting its member countries in implementing people-centered and integrated health services by way of developing policy options, reform strategies, evidence-based guidelines and best practices that can be tailored to various country settings. The motive of service delivery encompasses that good health is essential to sustained economic and social development and poverty reduction. Access to needed health services is crucial for maintaining and improving health. At the same time, people need to be protected from being pushed into poverty because of the cost of health care.

Education is one of the important aspects of social development which encompasses learning process or incorporates knowledge, skills, values, beliefs, habits, etc., through different methods in formal and informal systems. Education, in general divided into different categories such as pre-school (kindergarten), primary, upper primary, secondary, college, university or apprenticeship. The right to education promotes value of human rights through free and compulsory education up to the primary school level as a fundamental right of child which includes responsibility to provide basic education for individuals who have not completed primary education and on the other hand, the right to education encompasses obligation to avoid discrimination in entire educational process and set minimum standards for improving quality of education. The public service delivery system pays attention on improving educational standard among the citizens.

### **3. Review of Literature: Theory, Models and Framework**

#### **3.1 Public Service Delivery Theories**

The theory of service delivery by **Oliva Pue, Rogelio** (1996)<sup>1</sup> in their study, 'Dynamic Theory of Service Delivery: Implications for Managing Service Quality' presented an endogenous explanation for the erosion of service quality. The theory states that service quality cannot be measured and tested straightforward

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<sup>1</sup> Oliva Pue, Rogelio (1996). A dynamic theory of service delivery: Implications for managing service quality, Massachusetts Institute of Technology, Sloan School of Management, pp. 179-186.

as quality can be measured and tested in manufacturing. The difficulty in developing quality metrics has biased service businesses to focus on controlling measurable while under investing in the more intangible factors of service capacity and service quality. In the long-term, this strategy can result in mediocre levels of service quality, poor customer satisfaction, low customer loyalty, and high turnover of service personnel. A system dynamics model articulating the service delivery theory was empirically validated via calibration to match the structure and behavior of a service center. Overall, the model - calibrated with information about micro decisions and internal policies in the service center - provided a reasonable explanation of the operational flows and the macro-behavior of the main indicators of the research site, thus increasing confidence in the structural and explicative validity of the model. The results from the calibration process conformed to the hypothesized relationships and behavioral components of the proposed theory of service delivery. The findings from the validation exercise were used to generate insights and derive policy recommendations for managing service quality in high-contact service settings. Finally, the model structure was used to link structural parameters of service settings to the problematic dynamics observed in the service industry.

**Peter Berman, et al. (2011)<sup>2</sup>** in their study, 'Improving the Delivery of Health Services: A Guide to Choosing Strategies' found that people-centered and integrated health services are critical for reaching universal health coverage. People-centered care is a care which focuses and organizes health needs and expectations of people and communities, rather than on diseases. Sufficient funding and efficacious technology can be necessary conditions for achieving health gains, but experience in many countries confirms that they are not sufficient. Effective and efficient service delivery is the point at which the potential of the health system to improve lives meets the opportunity to realize health gains. For that, organizations need to combine financial, physical, and human resources to deliver health services. The complexity of the organizations required to consider strategies for change. This will help the planners and policy makers navigate the complexity and make better decisions to improve health services. The strategy will find practical advice about the performance means in service delivery as well as how to measure the performance of service delivery organizations. It discusses reforms to service delivery organizations at the system level and at the individual facility level. It emphasizes the internal workings of the organization as well as the external environment in which an organization functions, and discusses its capacity to develop and manage change.

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<sup>2</sup>Peter Berman, et al. (Eds.) (2011). Improving health service delivery in developing countries: From evidence to action, Washington DC: The World Bank.

**Stephen P. Osborne (2010)**<sup>3</sup> in his 'Delivering Public Services: Time for a New Theory' has developed two interlinked lines of arguments covering complexity in public service delivery in twenty first century which has moved beyond a situation where role of public management can be arranged through organizational and managerial development. He has also discussed mechanism of negotiations between internal organizational and multispectral policy process. He emphasized that new administrative procedures for intra- organizational management subsumed with the governance. The concept of public service management has drawn experience of the manufacturing rather than service sector.

**Daniel Rogger's (2009)**<sup>4</sup> study on 'Delivering Public Services in the Developing World' highlighted that public expenditure in the developing world is ineffective and inefficient. Projects and programs are implemented over long periods to a low quality, and subsequent welfare impacts are meager.

**World Development Report (2004)**<sup>5</sup>, 'Making Services Work for Poor People' discussed about failure of services in access, in quality, and in affordability. Report quoted examples of services such as water, sanitation, health, education and electricity can be improved by sharing responsibility of citizens and government. Report presented a practical framework for human development through contribution of the services which are useful for poor sections. Report conveyed message that citizens, governments, and donors can take action and accelerate progress toward the common objective of poverty reduction, as specified in the Millennium Development Goals.

**Sungsook Cho David F. (2006)**<sup>6</sup> in his article, 'A Conceptual Model Exploring the Dynamics of Government -Nonprofit Service Delivery' discussed about dynamics between government and human service nonprofits for service delivery in the United States. The authors used the dynamic resource theory to explain the process of government -nonprofit interdependence for human service delivery. The theory is conceived from the application of system dynamics to dependencies arising through the process of resource exchange. They explained how government regulations can help to improve the quality of service and balance of power between government and nonprofits shifts over a period of time as well elaborating refinement and testing of dynamic resource theory which improves ability to manage and benefit from the government -nonprofit partnership. He had discussed how nonprofit organizations can play a variety

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<sup>3</sup> Osborne, Stephen P. (2010). Delivering public services time for a new theory, *Public Management Review* 12 (1)1, 1-10.

<sup>4</sup>Daniel Rogger's (2009). Delivering public services in the developing world: frontiers of research, *Oxonomics*, 4.

<sup>5</sup> Shantayanan Devarajan and Ritva Reinikka, (2004) 'Making services work for poor people, volume 26 of World Development Report, Washington DC: World Bank.

<sup>6</sup>Cho, Sungsook, and David F.Gillespic (2006). 'A conceptual model exploring the dynamics of government - nonprofit service delivery' *Nonprofit and Voluntary Sector Quarterly*, 35 (3), 493-509

of roles in social, economic, and political fields and promotes community development, advocates citizens' rights, and improves citizens' well-being in the United States.

Mark Sandford (2016)<sup>7</sup> in his study on 'Local Government: Alternative Model of Service Delivery' used development of a dynamic resource of theory to map the process of interdependence between government and human service nonprofits and hypothesize key mechanisms governing this relationship. The first step in developing this theory is accomplished by combining assumptions of system dynamics with resource dependence theory. The study comprised five divisions such as i) dynamic theory to understand and guide the government - nonprofit relationship, especially paying attention to resource dependence theory, ii) basic assumptions of system dynamics useful to examine the government - nonprofit human service delivery, iii) show how dynamic resource theory can resolve four of the limitations pointed out by critics of resource dependence theory, iv) provides an illustration of dynamic resource theory, focusing on the levels of service quality resulting from the government-nonprofit relationship, and v) points out the policy and research implications of a dynamic resource theory and conclude with recommendations for testing and refining dynamic resource theory. In brief, this theory states that the government and nonprofits both are mutually dependent in delivering human services.

### 3.2 Service Delivery Models

The service delivery models design and use with appropriate mechanism which depends on ground situation covering parameter like ensuring administrative workability, ensuring financial viability of operation, avoiding duplication of efforts, avoiding conflict of interest, ensuring timely /effective delivery of services through public private partnership. Here some of the models being discussed to understand effectiveness of service delivery systems in some of the nations including India.

Lise Prefontaine, et. al (2000)<sup>8</sup> 'New Model of Collaboration for the Public Service Delivery' focused on status of knowledge regarding alternative public service delivery methods. The report described the contextual factors that have influenced government policies in terms of public service delivery, an inventory of the trends in terms of solutions adopted by governments and collaborations within the context of public service delivery.

The report described the initiatives undertaken by various countries to efficiently deliver public services. In the early 1980s, Great Britain, initiated a vast movement of privatization in order to disengage various

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<sup>7</sup>Mark Sandford (2016). Local government: alternative models of service delivery, Briefing Paper, No. 05950, House of Commons Library.

<sup>8</sup>Lise Prefontaine, et. al (2000). New model of collaboration for the public service delivery, *Working Paper*, PIVOT research group.

activities in the areas of natural resources, transportation and communications, etc. In France, public infrastructure contracts were awarded to private enterprises for the management of natural resources such as water or electricity and the development of major construction projects. The offloading of activities traditionally handled by government rather took on the shape of sub-contracting and outsourcing among private-sector companies that took over partial or total responsibility for delivery of various public services. In recent year's trend to explore new models of collaboration for public service delivery, particularly public-private partnerships, have emerged in both industrialized and developing countries. As a result, governments are relying on private sector expertise, mainly in the field of IT, to design, produce, and operate effective and efficient public services. Several trends have been emerged as solutions in many of the countries favoring (i) a progressive disengagement of governments in some sectors of activity, (ii) increased use of the private sector as partners of government, and (iii) public services largely supported by IT infrastructure.

Most of the new models stressed collaboration as the main service delivery strategy. Collaboration for public service delivery refers to the reciprocal and voluntary support that two or more distinct public sector agencies, or public and private administrations, including non-profit organizations (NPOs). Very often, this support translates into a formal agreement between the parties as to the purpose of their collaboration and the sharing of both tangible and intangible responsibilities, resources, risks, and benefits. As a general rule such formal written agreements are for a specific period of time and most often are presented in contract form.

The Public collaboration models include agreements between public agencies which have been classified into two categories: (i) horizontal, and (ii) vertical. The first refers agreement between two agencies or departments at the same level of government while the second refers to inter-governmental alliances between local, provincial (state) or national administrations. Public-private collaboration models present a greater diversity. Therefore, sub-contracting and out-sourcing are two common platforms. In these cases, Government retains responsibility for a service that is totally or partially operated by the private sector. The public-private partnerships are emerging now as the models of collaboration that triggers the most debate. They are distinct in that they focus on a sharing of resources, risks, and benefits across sectors with a collaboration of service and funds from public and private segments. In certain models of collaboration, reciprocal support might even include the creation of a corporation, as in the case of mixed ownership corporations or regulated private companies. In both cases, Government hands over part of its management responsibilities while retaining enough control to ensure the protection of the public interest. This control is ensured by maintaining a controlling interest or through laws and regulations governing the activities of the corporation. The diversity of collaboration models reflects the degree to



which responsibility is shared, as well as the variety of potential partners from the public, private or nonprofit sectors.

**Michael Ofori-Mensah (2017)**<sup>9</sup> in the report 'Access to Basic Public Service: Challenges Ghana Must Overcome' drew attention to water, sanitation and health care which are considered as basic rights for human development. The study provided better understanding about accessibility of basic services like water, sanitation and healthcare in Ghana. The earlier World Bank (2015) report suggested that over the two decades (1991-2012), poverty in Ghana had reduced from 52.6 per cent to 21.4 per cent. Ghana also recorded reasonable progress on Million Development Goals (MDGs). The MDGs focused mainly on delaminating extreme hunger, reducing child mortality and environmental sustainability among other. Ghana has made progress in achieving targets in food security and education. Ghana has also overcome with the problem of safe drinking water at halving stage but target of improving sanitation facility is not yet met. Almost 3 out of 5 people reported always having access to safe drinking. Access to good sanitation remains one of the biggest problems confronting a significant number of its households today. The cost of poor sanitation to the Ghanaian economy is reported to be around \$290 million annually. Almost a third of households found either very difficult or difficult to obtain a National Health Insurance because of severe financial pressure during the period field work.

**Sullay Kamara, et al (2012)**<sup>10</sup> in his paper 'Governance, Accountability and Effective Basic Service Delivery in Sierra Leone' focused on governance, accountability and effective service delivery system in Sierra Leone where services are delivered by the agents with a great responsibility. This study highlighted mode of delivery of basic services in the case of primary education, water supply and feeder roads in Sierra Leone which incorporated role of governance actors, accountability mechanisms, and differences within one to other sector across the regions. This study ascertained the argument in the literature that shorter accountability mechanisms are more likely to be effective and efficient than the longer routes at the sector level.

**William Dillinger (1994)**<sup>11</sup> in his report 'Decentralization and its Implication for Urban Service Delivery' focused on the municipal finance component of the joint UNDP/United Nations Centre for Human Settlements (UNCHS) / World Bank -Urban Management Programme (UMP). UMP works for economic growth, social development and alleviation of poverty. UMP seeks development and promotes

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<sup>9</sup>Michael Ofori-Mensah (2017). Access to basic public service: challenges Ghana must overcome, IEA Monograph No 46, Osu, Accra: The Institute of Economic Affairs: A Public Policy Institute, Ghana).

<sup>10</sup>Sullay Kamara, et al (2012). Governance, accountability and effective basic service delivery in Sierra Leone, (Freetown, Sierra Leone: Centre for Economic and Social Policy Analysis).

<sup>11</sup>William Dillinger (1994), Decentralization and its implication for urban service delivery, Management Programme Paper No. 16, Washington DC: World Bank.

appropriate policies and tools for municipal finance and administration, land – infrastructure-environmental - management and poverty alleviation through capacity building. This volume covered mobilization of financial resource -improve financial management-organization of the municipal institution, etc., to promote greater efficiency and responsiveness in the urban service delivery system. Author argue that failures in urban service delivery are not merely the result of technical knowledge on the part of local government staff but also results constraints and perverse incentives contributing local personal and political as well as in turn of relationship between Central and local government. Author revealed that out of 75 developing counties and transitional countries with populations' growth than 5 million all but 12 claims to embarked on some form of transfer of political power to local units of government. The objective of decentralization is to build up tangentially related to administration. This volume views the spread of decentralization is wide spread. Decentralization now occurring is not a carefully designed sequence of reforms aimed at improving the efficiency of public service delivery to maintain political stability.

Many countries across the world have undertaken public sector reforms to improve the quality of public service delivery despite concerned variation. Some of the basic approaches adopted to improve service delivery are: (i) speed (the time taken to deliver a service should be the shortest possible) (ii) engagement (the manner in which services are delivered should be seen as customer-centric i.e. participatory and trustworthy with the customer's needs at the core), (iii) responsiveness (there should be an intelligent mechanism in place to address any variation in meeting service levels and to drive changes in the service delivery organization, (iv) value (the customer needs to believe that the service delivery mechanism is cost effective, and value is driven by customer outcomes, not organizational processes, (v) integration (the service delivery mechanism should be integrated, (vi) choice (there should be multiple channels for service delivery, so that customers can have channels of choice depending on specific needs at specific times, and (vii) experience (personalization of service is necessary to ensure that customers' experiences).

### 3.3 Service Delivery Framework

Service delivery frame work is a set of principles, standards, policies and constraints to be used to guide the design, development, deployment, operation and retirement of service delivered by a service provider with a view to offering a consistent service experience to a specific user community in a specific business context.

#### 3.3.1 Services Provided by Public vs. Private Organizations

Public service is unique in many respects in contrast to the private services, which the citizen consumes from the market. Competitiveness in the market ensures efficiency of delivery of private services. The

relationship between the private service provider and the service recipient is also straight forward and mostly there are just two actors. The client receives the service, judges the quality and assesses if the payment which is being made is justified. In case the same is not acceptable, the client may decide to stop the transaction. Such direct accountability and easy enforcement standards in service is not yet possible in public services. Also, client does not directly pay for the services in respect of all free public goods (e.g. free education, health care, birth registration, receiving voter identity card, Mid-Day meal etc.,) or pay at much subsidized rate (e.g. PDS, fees in government colleges, receiving other subsidized products from public sector, etc.,). The services being provided may be free to the citizen but not to the government (in fact cost of production and delivery of services in government is generally costlier, and there is a general trend for going for private partnership in reducing cost of delivery). Since clients do not pay directly they are not in a position to judge whether the service they are receiving is worth the cost being incurred by the government (out of tax paid by them). In case of private service snapping the relationship leads to loss of business and earning of the service provider and he has motivation to satisfy the client by maintaining quality of services. In public sector remuneration or motivation for financial gain is delinked from level of satisfaction by the clients.

### 3.3.2 Tangible vs. Intangible Services

Some of the services may be mostly delivery of goods which can be easily standardized helping the client to judge easily and express their grievance (e.g. food grains delivered in a ration shop, delivery of school uniform, etc.). However, without a proper grievance redress system, such effort becomes futile. In some cases, though goods are delivered but it may be difficult for the citizen to check the standard (e.g. medicines, water for drinking for which quality in terms of bacteria/arsenic content is difficult to judge). That makes raising questions on the quality of goods quite difficult. But delivery of many public services has little or no component of transfer of tangible goods; they are mostly intangible services, judging their quality will have elements of perception making it difficult to set objective service quality standards. However, quality of access, time taken to deliver, associated easiness or harassment, ambience in which service is delivered, payment of hidden cost (bribe) and attitude and behavior of the service provider, etc., become more relevant.

### 3.3.3 Intensity of Transactions

The services may be classified as transaction intensive and non-transaction intensive depending on the type of transactions necessary between the service provider and the client. In transaction intensive services there could be high element of discretion as to how the transaction will proceed to result in some output. A doctor examining a patient is transaction intensive requiring continuous interaction between the doctor and the patient for investigating the reason behind illness. Such process is both transaction

intensive and discretionary (the doctor at a BPHC may not agree to conduct a delivery apprehending obstructed labour and may refer the patient to a hospital having facility for conducting caesarian delivery) making it difficult to standardize the services the doctor will deliver. Same is the case for teaching because teaching requires regular assessment of learning level of the student to plan teaching for further learning and there is lot of discretion as to how the lessons will be taught. Some of the services are transaction intensive but there is no discretion left with the service provider. For example SHG group drawing money from their group savings is transaction intensive but not discretionary (it becomes discretionary in deciding the credit limit the group will enjoy). Some of the services may be non-transaction intensive but discretionary. For example setting the eligibility criteria for recruitment against a post or designing the examination type for recruitment is discretionary but does not require prior transactions with the applicants (client).

Services which are neither transaction intensive nor discretionary are easier to monitor and making the services work becomes easier. The matrix below shows the classification of services in the said two dimensions. Some of the services may be difficult to classify in a clear compartment because of its complexity but the analysis helps to appreciate the role played by different actors and how the relationships of accountability will take shape for deciding on the service quality.

#### 3.3.4 Universal vs. Targeted Services

Some of the services may be universal in nature while others could be targeted (PDS, disability pension, etc.). Self-targeting is a better way of deciding on the beneficiaries (e.g. MGNREGA) than to go by a prior list, which usually fails to the real beneficiaries and include ineligible persons through various manipulations. Also, as mentioned above the client power is usually weak for services targeted towards the poor and are not well implemented in general. Some of the services may be corruption prone because of the nature of services and such services may have unofficial presence of middlemen who do not feature in any of the government processes but may strongly influence the nature of delivery. Improving transparency of various steps involved in the delivery process is one way of reducing the risk of corruption. The same is enhanced through better engagement of the civil society in watching the associated government processes.

#### 3.3.5 Accountability of Services Delivery

The government and citizen relationship is crucial and the government is accountable to the citizens for decisions taken. It is important that the public goods are delivered according to the citizen's expectations and many countries need to improve the substantive elements of democracy and its checks and balances.

Accountability as a central theme of the debates on service delivery however, only took root after the World Development Report of 2004 which identified failures in service delivery squarely as failures in accountability relationships (World Bank, 2004). By showing how the 'long route' of accountability (via elected politicians and public officials through to providers) was failing the poor, the WDR argued in favour of strengthening the 'short route' - direct accountability between users and providers. The WDR sparked off a spate of work that examined ways of strengthening the short route: from amplifying voice, increasing transparency and enhancing accountability (Sirker and Cosic, 2007<sup>12</sup>; McNeil and Mumvuma, 2006)<sup>13</sup>.

Many developing countries are decentralizing delivery of public services to local governments in the hope this will enhance accountability of service providers. To what extent is it actually succeeding? As highlighted by the 2004 World Development Report, this issue has become highly relevant in large parts of the developing world, given widespread evidence of serious problems of corruption, diversion of antipoverty programs to groups that are not intended beneficiaries, and high rates of absenteeism among service providers in health and education. These problems have restricted effectiveness of spending on essential development programs. The promise of decentralization of public service delivery is based on the hope that processes of local democracy will induce required standards of accountability of service providers. Research is thus needed on accountability of government, its determinants and whether democratic processes are likely to induce accountability. One of the main dangers frequently emphasized in the literature on the political economy of developing countries is the possibility that governments will be subject to capture by elites, especially in contexts of high economic and social inequality. A number of empirical analyses in various parts of the developing world have sought to gauge the seriousness of this problem, by measuring the extent to which service deliveries have been mis-targeted to those not intended to be the beneficiaries of these programs. Using this as a measure of lack of accountability, researchers have sought to identify sources of variation in accountability, such as inequality, literacy or electoral institutions. We argue that this traditional measure of government accountability in developing countries misses a key distortion: the phenomenon of political clientelism.

The failure of democratic institutions to deliver for the poor also resulted in calls for deepening democracy through the direct participation of citizens in governance. Innovative institutions such as governance councils in Brazil or village assemblies in India were viewed as embodying this spirit (Cornwall and Coelho

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<sup>12</sup> Sirker and Cosic (2007). Empowering the marginalized: case studies of social accountability initiatives in Asia, WBI working papers. Promoting knowledge and learning for a better world. Washington, DC: World Bank.

<sup>13</sup> McNeil and Mumvuma (2006). Demanding good governance: a stocktaking of social accountability initiatives by civil society in Anglophone Africa.

Cornwall and Coelho (2006); Spaces for Change? The Politics of Participation in New Democratic Arenas

2006<sup>14</sup>, Manor 2004<sup>15</sup>). In parallel, social movements were arguing that governments had an obligation to protect and provide basic services as 'rights' that were protected under constitutions rather than 'needs' which were at the discretion of officials to interpret and fulfill. Advocates of rights-based approaches to basic services identified ways in which rights could be legislated and progressively achieved, for example in the right to education or the right to health. The rights based, direct democracy approaches were distinct from NPM in that they emphasized the collective and public good dimensions of accountability.

After over two decades of decade of rapid economic growth in India, the biggest challenge facing policymakers at both central and state levels is to ensure 'inclusive' growth so that the gains from increased national income are shared by all sections of society. In particular, it is imperative that a high quality of basic services such as food security, housing, drinking water & sanitation, power, connectivity, health and education be provided to all citizens, since these are not only ends in themselves, but also play a critical role in enhancing individual capabilities to participate fully in the growth of the economy.

### 3.3.6 Improving Delivery of Public Services

The basket of private goods and services one receives depend on his or her exchange entitlement and, therefore, many people having inadequate income are not in a position to satisfy all their needs. The State has a very important role to play in making available some essential public goods and services (henceforth to be called services only), which ensures certain minimum level of well-being to everyone in need of those. Financial and other resources under command of the State are always limited and, therefore, the services are to be delivered efficiently and effectively to ensure desired level of well-being to all the citizen and within as short time as possible. The society has various forms of discrimination and deprivations, which should be reduced and, therefore, the resources should be so allocated that there is justice and equity in the outcome of all public services. It is even more important to ensure that services are delivered effectively and efficiently for attaining desired outcome. So it is necessary to understand various aspects of delivery of public services. However, usual understanding success in delivering is through allocation as inputs and expenditure, with little assessment of output as to what extent that satisfies the service recipients and the outcome. Thus the focus is what the delivery system perceives what has been delivered and not what the citizen receives in meeting their needs. Assessing that requires change in mind set in developing citizen-centric way of looking at things and to see the success through them and in terms of outcome leading to better well-being of the citizen.

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<sup>14</sup> Cornwall and Coelho (2006). Spaces for change? The politics of participation in new democratic arenas, <https://assets.publishing.service.gov.uk/media/57a08c03ed915d622c00107d/Cornwall-intro.pdf>

<sup>15</sup> Manor (2004). Local governance, University of Birmingham: Governance and Social Development Resource Centre (GSDRC).

### 3.3.7 New Approaches to Delivery of Public Services

Over the years the people in India have been facing problems to obtain basic requirements at local level. Keeping in view, Department of Personnel and Training, Government of India had prepared a draft Public Services Bill, 2007. Subsequently, its version was introduced in Parliament on December 20, 2011 as “The Right of Citizens for Time Bound Delivery of Goods and Services and Redressal of their Grievances Bill, 2011 (Citizens Charter)<sup>16</sup>. It was referred to a Standing Committee by Rajya Sabha on January 13, 2012. The Standing Committee submitted its report on August 28, 2012.

Public Service Delivery Bill 2011 emphasized all the basic services like issuing of birth, death, domicile, caste, income, marriage certificates, etc., along with payment of electricity, water, house/ property tax as well as obtaining different type of services at GP level. Based on the initiatives of Government of India, most of the States have enacted Public Services Delivery Acts in the contemporary period to facilitate services to the people at GP level to avoid their problems.

### 3.3.8 Service Delivery by PRI's in India

Inclusive Growth is the overarching objective of the Government of India. Democratic decentralization process channeled through Panchayati Raj Institutions (PRIs) in the country is visualized as the best available strategy promoting inclusiveness coupled with improving governance at the village level in a participatory manner. PRIs by design provide the citizens direct access to the elected representatives, which enables them to demand for supply of basic services, viz health, education, potable drinking water, sanitation including solid and liquid waste management, housing, electricity, physical and electronic connectivity, and other services mandated in the respective State Panchayat Raj Acts. The World Bank Report, 2004 exclusively focused on the issue that development is not just about money or even about numerical targets to be achieved, it needs to ensure that services work for poor people. Millennium Development Goals was chartered and proposed to accelerate pro poor policies and institutional reforms and the present Sustainable Development Goals aim to end poverty, fight inequality and injustice, and tackle climate change by 2030.

The 73rd Amendment of the Constitution of India has institutionalized the PRIs to function as units of local self-government enabling inclusiveness both in participation and decision-making process at all the levels. The 73<sup>rd</sup> amendment to the Constitution, in the Eleventh Schedule, also lists 29 subjects which need to be devolved by the States to Panchayats as all of them are State subjects. More than 25 years have lapsed

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<sup>16</sup> <http://www.prsindia.org/billtrack/the-right-of-citizens-for-time-bound-delivery-of-goods-and-services-and-redressal-of-their-grievances-bill-2011-2125>

after the Constitutional amendment. But wide variations exist across States in the level of powers and functions devolved to PRIs.

The Fourteenth Finance Commission (FFC) award has created an enormous opportunity for responsive local governance at the cutting-edge institutional level of the GP by assuring huge fiscal transfers to GPs (Rs.200,292.2 crore) during the period 2015-2020. The grant is intended to be used to improve delivery of basic civic services including water supply, sanitation including sewerage and solid waste management, storm water drainage, maintenance of community assets, maintenance of roads, footpaths, street-lights, burial and cremation grounds and other basic functions assigned to them under their respective statutes. The FFC also strongly recommended that the local bodies need to improve the quality of services they deliver and strengthen accounting, record keeping and accountability mechanisms. Similarly, Autonomous District Councils (ADCs) under Sixth Schedule areas have been provided one-time special assistance of Rs 1000 crore in 2015-16 for various plans and programmes to be prepared by the ADCs.

However, delivery of services at the Gram Panchayat (GP) level continues to be a focus issue for improving efficiencies and effectiveness as they are unable to deliver quality and timely services. Host of constraints such as: (a) lack of adequate staff at GP and hence inability to provide frontline workers, (b) insufficient funds in terms of allocation, (c) inability to raise adequate own sources of revenue, (d) lack of technical expertise, etc., are haunting a majority of GPs in the country. However, seriousness of these constraints varies not only across States, but also GPs within a State. Hence, there is a dire need to understand at the prevailing situation across select States to address these issues.

It is imperative that GPs must provide quality services to the citizens at an affordable price, and ensure equal access for all while remaining accountable to the Gram Sabha. Hence, the issue of setting service delivery standards becomes paramount. Service delivery standards can be described as the minimum level of expected services the service provider (here GPs) commits to deliver to the community in terms of quality, process, time and cost. These service delivery standards may vary based on the preparedness of the State and local circumstances. Setting up of such service benchmarks will help the States and GPs to set their performance requirements and targets related to service delivery and design institutional strengthening and other capacity building initiatives to attain those benchmarks. Madhya Pradesh, Bihar, Rajasthan, Uttar Pradesh, Karnataka, Kerala, West Bengal, Jharkhand, Himachal Pradesh, Chhattisgarh, Gujarat along with a few other States have already enacted Public Services Delivery Acts or Right to Public Services Acts and notified list of public services to ensure delivery of time bound public services to citizens. However, prominence of GPs and their respective roles in delivery of specific services featured in those Acts may vary across States.



The present study is sponsored by Ministry of Panchayat Raj (MoPR, Government of India). It had recognized GPs as the most accessible and approachable forms of governments for people living in rural India, and the delivery of basic services required by them, which is stated in their Terms of Reference (ToR) for the study.

## **4. Objectives of the Study**

The main objectives of the study are as follows:

- To understand types of basic services incorporated in Right to Public Service Guarantee Act across the 14 States studied,
- To study time taken, cost, and quality of the services provided at the grassroots level by the Gram Panchayats/Village Council Development Committees and line departments,
- To understand level of willingness of citizens to pay cost of the services,
- To understand use of e- Panchayat applications for delivery of services,
- To assess performance of the human resource functionaries at grassroots level for strengthening practice of delivery of the services,
- To study effectiveness and perception of the citizens utilizing services under the Act, and
- Make suitable recommendations for effective delivery of public services by the Gram Panchayats.

### **4.1 Scope of Study**

Development of service delivery standards for the identified services. The proposed service delivery standards may include the following elements:

- Description of the services the GPs/ VCs provide including those they are legally empowered to provide,
- Specific delivery targets for key aspects of service such as availability of a service specifying locations, hours of operations, time to be taken to deliver a service, etc.,
- Cost charged to the citizens for delivering such services,
- Grievance redressal mechanisms to ensure such service standards, and
- Resources required by GPs / VCs to provide the services.

## **5. Methodology**

### **5.1 Sampling Design**

It was decided to conduct the study in select States that are representative of different parts of India. Accordingly, the research team members at NIRDPR, after deliberations, categorized all the 29 States into six zones - south zone (5 States), west zone (4 States), central zone (4 States), north zone (5 States),

eastern zone (3 States) and north east zone (8 States). The idea was to select few States from each zone. Five criteria were used to select States from these six zones.

- States that have PESA districts/villages,
- States that have non-PESA districts/villages, and
- States having Autonomous District Councils and Village Councils.

Using the above criteria, 14 States were randomly selected from the six zones. The districts were then identified from the selected States on the basis of HDI value available for the district. However, districts in some States were selected with similar scores as all the districts in some States had HDI scores in the same range. The GPs were then selected by the research team from each State ensuring that the selected GPs include PESA and non-PESA GPs as applicable to the State, and ADCs and VCs in Assam and Tripura (see Table 1). The State reports describe the actual sampling method followed in that State

**Table 1: Details of the Districts, ADCs, GPs and VCs across 14 States**

Sl. No	State	District	HDI of the District <sup>1718</sup>	Block/Mandal	GP
1	Assam	<ul style="list-style-type: none"> <li>Bongaigaon</li> <li>Chirang (ADC)</li> </ul>	<ul style="list-style-type: none"> <li>0.60 (2001-02)</li> <li>0.68</li> </ul>	<ul style="list-style-type: none"> <li>Dangtol</li> <li>Sidli</li> </ul>	<ul style="list-style-type: none"> <li>Bongaigaon, Dolaigaon</li> <li>Symthaibarai(VC), Runikatha(VC)</li> </ul>
2	Chhattisgarh	<ul style="list-style-type: none"> <li>Korba</li> <li>Dhamtari</li> </ul>	<ul style="list-style-type: none"> <li>0.625 (2001-02)</li> <li>0.496</li> </ul>	<ul style="list-style-type: none"> <li>Nagri</li> <li>Palli</li> </ul>	<ul style="list-style-type: none"> <li>Kumhada, Kokrel</li> <li>Kharaduaban, Mungadih</li> </ul>
3	Gujarat	<ul style="list-style-type: none"> <li>Panchmahal</li> <li>Surendranagar</li> </ul>	<ul style="list-style-type: none"> <li>0.325 - HDM (2001-02)</li> <li>0.46 - HDM</li> </ul>	<ul style="list-style-type: none"> <li>Godhra</li> <li>Wadhwan</li> </ul>	<ul style="list-style-type: none"> <li>Mahlol, Gothada</li> <li>Chamaraj, Kholadiad</li> </ul>
4	Himachal Pradesh	<ul style="list-style-type: none"> <li>Chamba</li> <li>Mandi</li> </ul>	<ul style="list-style-type: none"> <li>0.423 (2001-02)</li> <li>0.390</li> </ul>	<ul style="list-style-type: none"> <li>Mehla</li> <li>MandiSadar</li> </ul>	<ul style="list-style-type: none"> <li>Mehla, Jangi</li> <li>Jagar, Pandoh</li> </ul>
5	Haryana	<ul style="list-style-type: none"> <li>Panipat</li> <li>Sirsha</li> </ul>	<ul style="list-style-type: none"> <li>0.442 (2001-02)</li> <li>NA</li> </ul>	<ul style="list-style-type: none"> <li>Panipat</li> <li>Raniya</li> </ul>	<ul style="list-style-type: none"> <li>Khalila – Prahladpur, Jhattipur</li> <li>Khariyan, Ottu</li> </ul>
6	Jharkhand	<ul style="list-style-type: none"> <li>West Singhbhum</li> <li>Ramgarh</li> </ul>	<ul style="list-style-type: none"> <li>0.97 (2016)</li> <li>0.85</li> </ul>	<ul style="list-style-type: none"> <li>Jhinkpani</li> <li>Gola</li> </ul>	<ul style="list-style-type: none"> <li>Asura, Kelende</li> <li>Sosokala, Sutri</li> </ul>
7	Karnataka	<ul style="list-style-type: none"> <li>Raichur</li> <li>Davangere</li> </ul>	<ul style="list-style-type: none"> <li>0.547 (2005-06)</li> <li>0.587</li> </ul>	<ul style="list-style-type: none"> <li>Raichur</li> <li>Davanagere</li> </ul>	<ul style="list-style-type: none"> <li>Devasugur, Jambaladinni</li> <li>Nevlige, Belavnur</li> </ul>

<sup>17</sup> [http://www.in.undp.org/content/india/en/home/library/hdr/human-development-reports/State\\_Human\\_Development\\_Reports.html](http://www.in.undp.org/content/india/en/home/library/hdr/human-development-reports/State_Human_Development_Reports.html)

<sup>18</sup> [http://planningcommission.nic.in/plans/stateplan/sdr/sdr\\_haryana1909.pdf](http://planningcommission.nic.in/plans/stateplan/sdr/sdr_haryana1909.pdf)

8	Madhya Pradesh	<ul style="list-style-type: none"> <li>Vidisha</li> <li>Mandla</li> </ul>	<ul style="list-style-type: none"> <li>0.553 (2005-06)</li> <li>0.587</li> </ul>	<ul style="list-style-type: none"> <li>Naterna</li> <li>Mawai</li> </ul>	<ul style="list-style-type: none"> <li>Naterna, Aamkheda Sukha</li> <li>Sahajpur, Parsel</li> </ul>
9	Rajasthan	<ul style="list-style-type: none"> <li>Dungarpur</li> <li>Sikar</li> </ul>	<ul style="list-style-type: none"> <li>0.409 (2008)</li> <li>0.698</li> </ul>	<ul style="list-style-type: none"> <li>Cheekhli</li> <li>Dhod</li> </ul>	<ul style="list-style-type: none"> <li>Saleda, Jorawarpura</li> <li>Mandawara, Netadvas</li> </ul>
10	Sikkim	<ul style="list-style-type: none"> <li>Geyzing</li> <li>Namchi</li> </ul>	<ul style="list-style-type: none"> <li>0.576 (1998-97)</li> <li>0.529</li> </ul>	<ul style="list-style-type: none"> <li>Yuksam</li> <li>Sumbak</li> </ul>	<ul style="list-style-type: none"> <li>Gerathang, Yuksam</li> <li>Turuk, Mellidra</li> </ul>
11	Telangana	<ul style="list-style-type: none"> <li>Sidipet</li> <li>Bhadradi-Kothagudem</li> </ul>	<ul style="list-style-type: none"> <li>0.446 (2011-12)*</li> <li>0.519*</li> </ul>	<ul style="list-style-type: none"> <li>Siddipet</li> <li>Gundala</li> </ul>	<ul style="list-style-type: none"> <li>Ibrahimpur, Mettapalli</li> <li>Gundala, Ananthogu</li> </ul>
12	Tripura	<ul style="list-style-type: none"> <li>West Tripura</li> <li>Dhalai (ADC)</li> </ul>	<ul style="list-style-type: none"> <li>0.61 (2001-02)</li> <li>0.51</li> </ul>	<ul style="list-style-type: none"> <li>Dukli</li> <li>Ambassa</li> </ul>	<ul style="list-style-type: none"> <li>Kalidas Para, Paschim Anandanagar</li> <li>Kulai (VC), Lalchari (VC)</li> </ul>
13	Uttar Pradesh	<ul style="list-style-type: none"> <li>Shravasthi</li> <li>Rae Bareilly</li> </ul>	<ul style="list-style-type: none"> <li>0.413 (2005-06)</li> <li>0.523</li> </ul>	<ul style="list-style-type: none"> <li>Sirsiya</li> <li>Dalmau</li> </ul>	<ul style="list-style-type: none"> <li>Mirkiya, Sohelwa</li> <li>Kharagpur Soutana, Kanha</li> </ul>
14	West Bengal	<ul style="list-style-type: none"> <li>Purulia</li> <li>Murshidabad</li> </ul>	<ul style="list-style-type: none"> <li>0.45 (2004-05)</li> <li>0.46</li> </ul>	<ul style="list-style-type: none"> <li>Raghunathpur – II</li> <li>Berhampore Sadar</li> </ul>	<ul style="list-style-type: none"> <li>Chelyama, Barrah</li> <li>Radharghat – II, Sahajadpur</li> </ul>
<b>Total</b>	<b>14 States</b>	<b>28 Districts including 2 ADCs</b>		<b>28 Blocks/Mandals</b>	<b>56 GPs/ including 4 VCs</b>

To understand effectiveness of the services the people through FGD and citizens were chosen as the primary source of informer about effectiveness of the services provided at GP level. Table 2 shows the number of people interviewed in each of the GPs. In all 721 people through 57 FGDs and 625 citizens through survey of individual citizens were covered in the Study. In addition, officials at the State, district, block, and village level were also interviewed to collect qualitative data.

**Table 2: Number of People Interviewed through FGDs and through Citizens' Survey**

Sl.No	States	Number of GPs	Number of VCs	No. of FGDs & People in FGDs	Citizens Surveyed
1	Assam	02	02	4 (40)	40
2	Chhattisgarh	04	-	4 (40)	40
3	Gujarat	04	-	4 (40)	40
4	Haryana	04	-	4 (40)	40
5	Himachal Pradesh	04	-	8 (125)	86

6	Jharkhand	04	-	-	40
7	Karnataka	04	-	7 (54)	40
8	Madhya Pradesh	04	-	8 (64)	40
9	Rajasthan	04	-	4 (40)	40
10	Sikkim	04	-	-	40
11	Telangana	04	-	4 (80)	-
12	Tripura	02	02	2 (24)	80
13	Uttar Pradesh	04	-	8 (150)	89
14	West Bengal	04	-	4 (24)	20
	<b>Total</b>	<b>52</b>	<b>04</b>	<b>57 (721)</b>	<b>635</b>

*Note: Numbers in parentheses indicate number of person in the FGDs)*

## 5.2 Data Collection Tools

The proposed study is based on both secondary and primary data. The secondary data was collected from Right to Public Service Acts, State Panchayat Raj Acts, Government Orders, Circulars, Notifications, Rules, Gazette Notifications, Reports, Manuals, and other unpublished and published material. Primary data was collected with the help of four (4) structured schedules designed for State level senior functionaries involved with PR administration, and PRIs bodies at the District, Block, and Gram Panchayat levels. In addition, primary data was also collected using checklists through 57 Focus Group Discussion (FGDs) and through a questionnaire for surveying satisfaction of the citizens for various services provided by the GP.

The schedules (see Appendix-1) were developed with extensive consultations with the researchers at NIRDPR, senior government officials on Panchayati Raj departments in Telangana, Karnataka and Gujarat, and through visits to some Gram Panchayats in Telangana. Brief description of the schedule follows.

- State Schedule:** This was used to collect State level data on the particulars of Panchayats at various categories (PESA, non-PESA, etc.), finances of Panchayats, details of services provided by the GPs and their rating, budget provided for delivery of various services by the GPs, human resources in the Panchayats, GP's, grievance redressal mechanisms, and status of application of e-Panchayat packages.
- District Schedule:** District is similar to the State schedule except that the data collected pertained to the district.
- Block Schedule:** District is similar to the district schedule except that the data collected pertained to the Block/Mandal.
- Gram Panchayat Schedule:** GP is schedule contained many components of the State, district and block schedules. Gram Panchayat schedule actually captures the services rendered, real time taken to access services, functionaries involved and available across departments, cost involved by the beneficiary and suggestions to improve the services both in terms of human resource, automation and the budgetary requirement to sustain the services. The data collected pertained to the

demographic profile of the GP, details of its elected representatives and its staff, details of its finances along with budget provisions for various services provided by the GP, services provided by the GP and their rating, the process & time and cost incurred by citizens for availing the services provided by the GP, human resources, and use of e-Panchayat packages.

- e) **Citizen Satisfaction Survey: Questionnaire:** Data was collected on the perception of citizens on the quality of services provided by the GP, and the helpfulness of the GP staff in providing those services.
- f) **Checklist for Focus Group Discussions:** Focus Group Discussions were organised to capture real time service delivery standard and their suggestions.

### 5.3 Data Collection Process

Data collection was done by the partner institutions during January 2017 to October 2017. Teams from partner institutions were briefed about the schedules and the data collection process to be followed, through phone and e-mails, to ensure uniformity in data collection process. The following methodology has been adopted in collecting the data.

- i) Review of State Panchayati Raj Act, 1994 and State Right to Service Act, 2014, rules and citizen charter.
- ii) Visits undertaken to the State capitals to interact with and seek information from: (a) key officials at the State Panchayat Raj Bhavan; (b) elected representatives of the Zilla Parishad (ZP) and key officials at the ZP; (c) elected representatives of the Panchayat Samiti along with their key officials.
- iii) Consultations with officials and elected representatives at the GP for mapping the current range of services being provided by GPs along with services devolved to them and the current standards of services, and capturing of some of the service delivery processes to determine the extent of client satisfaction and responsiveness of the service provider.
- iv) Consultations have been held with the service recipients (with special focus on vulnerable groups) and other key stakeholders.

### 5.4 Analysis of the Data

As the study primarily focuses upon the assessment of the services provided by the GPs, the analysis of the data has been carried out GP-wise in each of the States. The analysis of data covers types of services, duration of services, cost of services, human / financial resources from state to GP levels along with socioeconomic profiles of the interviewed persons both focus group discussions and citizens. Simple descriptive statistical tests such as charts and pie diagrams, and simple statistics like averages and percentages were used for analyzing the data. All data from different schedules have been analyzed separately and presented through tables in each State report.

## **6. Emerging Concept of Service Delivery System**

In welfare economics, public service delivery is a well known concept but in new public management version it is considered as a public goods and services of consumer. The latter version of public service delivery is emerged in UK as Citizen's charter in 1991 during the election campaign of John Major of the Conservative Party. Over a period of time, changes have been made in the United Kingdom for flexibility of the people in tune of obtains service delivery from Government.

The Government of India has also, in recent years, placed a considerable emphasis on ensuring basic entitlements for people as evidenced in the passing of various landmark legislations. These initiatives constitute a set of mutually reinforcing measures that are designed to empower and enhance the entitlements of the citizens, especially the poor and the socially excluded or vulnerable sections such as poor, women, children, old persons, etc. Most important among them are the Right to Information Act (2005), the Right to Education Act (2009), the Right to Employment enshrined in the Mahatma Gandhi National Rural Employment Guarantee Act (2005) and the Forests Rights Act (2006). A parallel development has been that of a vigorous civil society movement that has contributed, in part, not only to the enactment of several rights-based legislations in the country but also kept up the momentum to enhance accountability mechanisms. These, in turn, have helped address, to some extent, the fixing of responsibilities of the duty bearers.

## **7. Service Delivery in India**

India, being a democratic nation, the policy of governance has been assigned to the grassroots functionaries who are responsible to deliver services which are essential for the people - both common and personal services. Both these services have to be obtained from government and local bodies or through e-seva centers which are supervised by the cutting age functionaries. The Second Administrative Reform Commission (ARC) in its 12<sup>th</sup> Report (Citizen Centric Administration: The Heart of the Governance (February 2012) took note of the developments in the United Kingdom since 1991, reviewed Indian Initiatives (public Delivery Service Excellence Model Sevottam and IS15700:2005 of the Bureau of India Standards) and recommended a mandatory 7-step Model for citizen-centricity for all the organizations having public interface in the Central and State governments. The 7-step model of citizen-centricity (2<sup>nd</sup> ARC: 2009) gave autonomy to each office to:

- a) Define all services it provides to its citizens,
- b) Set standards and norms for each service,

- c) Develop capability to meet the set standards,
- d) Perform to achieve the standards,
- e) Monitor performance against the set standards,
- f) Evaluate the impact through an independent mechanism and
- g) Undertake continuous improvement based on monitoring and evaluation result.

On 8<sup>th</sup> December 2009, Government accepted the recommendations of that Citizens Charters should be made effectively by (i) internal restructuring, (ii) process reforms, (iii) bench marked end user feedback, (iv) civil society consultation, (v) office accountability frame work, and (vi) rectification mechanism - all tending towards a fuller concept of citizens as accountability -seeking sovereigns rather than more consumers of public goods and services.

The concept of Citizens' Charters was introduced in India 1991, which was voluntary in character. The main elements of the citizens' charter were to be published containing the details of services and the time period for delivery of such services. These charters gradually spread from central ministries and departments to States and their Organizations. However, majority of them remained ineffective and dormant. Following the introduction of service excellence model called 'Sevattom' in 2005, a new thrust is provided to the implementation of citizens charters, which has been successfully piloted in a few chosen organizations of the Government of India and in some States. Further, centralized Public Grievance Redressal and Monitoring System (CPGRAMS) was launched in 2007, which is a web-based portal for lodging complains by the public. It is now operational in all the ministries and departments of the Government of India along with about 6000 of their subordinate organizations.

## 7.1 Right to Public Service Act

However, there was a vigorous civil society movement that has contributed, in part, not only to the enactment of several rights-based legislations in the country but also kept up the momentum to enhance service delivery quality. These, in turn, have helped address, to some extent, the fixing of responsibilities of the duty bearers.

With the emphasis on rights has also come the realization of a democratic ethos that requires accountability, transparency and equitability in the delivery of public services. In keeping with this ethos. The Right to Public Services legislation was introduced by Government of India in 2011. The right to public services legislation comprises statutory laws which not only guarantee time bound delivery of services for various public services rendered by the Government to its citizens but also provides a mechanism for punishing the errant public servants who are deficient in providing the service stipulated under the statute. Right to Service legislation is meant to reduce corruption among the government officials and to

increase transparency and public accountability. In addition, what was under the Citizens' Charters an administrative guarantee has been translated into a legal right, justifiable under the various Right to Public Services Acts (RTPS Acts).

Madhya Pradesh became the first State in India to enact Right to Service Act on 18 August 2010, followed by Uttar Pradesh on January 23, 2011, J&K on April 13, 2011, Delhi on April 28, 2011 (though notified in the gazette on September 19, 2011), and Bihar on 25 July 2011. Several other States namely, Punjab, Rajasthan, Himachal Pradesh, Kerala, Uttarakhand, Haryana, Odisha, Jharkhand and several other States have introduced similar legislation for effectuating the right to service to the citizens. Details of the enactment of Public Service Guarantee Act across the country are given below.

1. Madhya Pradesh Lok Sewaon Ke Pradan Ki Guarantee Adhinyam, 2010 (August 18, 2010)
2. Uttar Pradesh Janhit Guarantee Adhinyam, 2011 (January 23, 2011)
3. Jammu & Kashmir Right to Public Service Act, 2011 (April 9, 2011)
4. Delhi Right of Citizen to Time Bound Delivery of Service Act, 2011 (April 28, 2011)
5. Bihar Right to Public Services Act, 2011 (May 2, 2011)
6. Jammu and Kashmir Public Services Guarantee Act, 2011 (August 10, 2011)
7. The Himachal Pradesh Public Service Guarantee Act, 2011 (September 23, 2011)
8. Uttarakhand Right to Services Act, 2011 (October 4, 2011)
9. Chhattisgarh Lok Seva Guarantee Adhinyam, 2011 (October 12, 2011)
10. Punjab Right to Public Service Act, 2011 & 2019 (October 20, 2011 & January 22, 2019)
11. The Jharkhand Rajya Sewa Dene Ki Guarantee Act, 2011 (November 15, 2011)
12. Rajasthan Guaranteed Delivery of Public Services Act, 2011 (November 14, 2011)
13. Karnataka Right of Citizen to Time Bound Delivery of Services Act, 2011 (January 2, 2012)
14. The Kerala State Right to Service Act, 2012 (November 1, 2012)
15. Assam Right to Pubic Service Act, 2012 (April 19, 2012)
16. Odisha Right to Public Services Act, 2012 (November 1, 2012)
17. Gujarat (Right Citizens to Public Services) Act, 2013 (April 12, 2013)
18. West Bengal Right to Public Service Act, 2013 (September 27, 2013)
19. The Goa Right to Time Bound Delivery of Public Service Act, 2013 (February 5, 2014)
20. The Haryana Right to Service Act, 2014 (March 26, 2014)
21. Maharashtra Right to Public Service Act, 2015 (August 21, 2015)
22. Telangana State to Right to Service Bill, 2016 (still to convert it into Act)



## 7.2 Salient Features of the Right to Public Service Act

Some of the salient features of the Right to Service Act include definition of terms, procedure of the Act and how it works. Some of these features included in the Madhya Pradesh Lok Sewaon Ke Pradan Ki Guarantee Adhinyam, 2010 are described below. These features may differ slightly in the Acts enacted by different States.

### 7.2.1 Definitions - Public Authorities

Any authority which is constituted by or under the constitution, by any other law made by Parliament or State Legislature, all Public-Private Partnerships, all companies and/or non-government organisations funded by the government and organisations providing services under a license or statutory obligation.

### 7.2.2 Definitions – Public Service

A commodity or service which is non-rivalrous and non-excludable in nature, and is supplied in public interest regardless of income, jurisdiction by the government to its people who have by a social consensus, democratically elected the government and vested it with the power to do so. The service could be publicly funded, contracted, commissioned or procured.

### 7. 2. 3 Procedure of the Act

As far as the procedure under the Public Service Guarantee Act is concerned, the applicant shall receive a receipt when he or she submits an application to the officer for desired service. The time begins from the date of submission which is mentioned the receipt. There is a fixed time for every officer to keep a file with him. If the officer in charge fails to provide the service in time the applicant can approach the first and second appellate officers. They would instruct the officer concerned to provide the service. In case of delay, the officer in charge will have to pay a fine to the tune of Rs. 250 per day, maximum of Rs. 5,000. The Appellate officer can also be penalized if he fails to ensure the delivery of service. He shall be fined to the tune of Rs. 500 per day, maximum of Rs. 5,000 if he is unable to give any valid reason for non-delivery of services. These penalties are likely to be different across the States.

The Act is expected to be instrumental in curbing corruption on the lower levels bureaucracy. If implemented in good order the Public Service Guarantee Act, 2010 shall make Madhya Pradesh a model State in terms of rendition of public services.

### 7.2.4 How it Works

The common framework of the State legislations includes, granting of 'right to public services', which are to be provided to the public by the designated official within the stipulated time frame. The public services which are granted as a right are generally notified through Gazette notification. Some of the commonly

provided public services, including issuing caste, birth, marriage and domicile certificates, electric connections, voter's card, ration cards, copies of land records, etc. Within the fixed time frame. On failure to provide the service by the designated officer, the aggrieved person can approach the First Appellate Authority. The First Appellate Authority, after making a hearing, can accept or reject the appeal by a written order stating the reasons and intimate the same to the applicant. It can order the public servant to provide the service to the applicant.

An appeal can be made against the order of the First Appellate Authority to the Second Appellate Authority, who can either accept or reject the application, by stating the reasons for the order and intimate the same to the applicant. It can order the public servant to provide the needed service to the applicant and/or can impose penalty on the designated officer for deficiency of service without any reasonable cause. Penalty rates vary from state to state. Besides, it may recommend disciplinary proceedings. The applicant may be compensated out of the penalty imposed on the officer.

The appellate authorities have been granted certain Civil Court powers while trying as it under Code of Civil Procedure, 1908, like production of documents and issuance of summon to the designated officers and appellants.

### 7.3 Review of 13<sup>th</sup> & 14<sup>th</sup> Finance Commission Provisions Related to Delivery of Services

A Finance Commission is quasi-Judicial body under the provisions of Article 280 of the Constitution of India. Once every five years, the President of India constitutes the Commission which makes recommendations to the President regarding: (a) the distribution of taxes between union and the States, (b) the principles based on which of the grants-in-aid to be given to the States, and (c) any other matter related to sound financial management. Normally the recommendations of the commission are accepted by the Union Government as well as the Parliament. The Commission consists of one Chairman and four members.

### 7.4. Provisions of Service Delivery under 13<sup>th</sup> Finance Commission

The 13<sup>th</sup> Finance Commission was constituted by the President of India under the Chairmanship of Vijay L. Kelkar on 13 November 2007. The Commission emphasized on improving the quality of public expenditure for to improve management of ecology, environment, and climate change in favour of sustainable development.

The 13th Finance Commission felt that the local bodies were unable to address problems of drinking water, sewerage, sanitation, solid waste management, maintenance of GP buildings, maintenance of internal roads, and street lighting due to lack of funds. This problem had intensified due to increasing pace of urbanization as well as the rising cost of providing such services in rural areas. Similarly, functions and functionaries to local bodies were not enough to service people. Only some states have significantly empowered local bodies by transferring expenditure obligations, taxation powers and staff resources to them. Availability of enough funds enables local bodies to encourage State Governments to accelerate their decentralization efforts. Transfer of functions and functionaries may then follow transfer of funds. The Ministry of Panchayati Raj, in its memorandum to the Commission, had pointed out that the first generation of Panchayati Raj reforms – setting up of the State Election Commissions, conducting regular elections, constituting the State Finance Commissions (SFCs) periodically, as well as devolving functions through legislation – had broadly been implemented by almost all the States. The ministry proposed to implement a five-pronged strategy to revitalize the functioning of the PRIs consistent with the spirit of the 73<sup>rd</sup> Amendment. The activities, which comprise the second generation of reforms, include:

- a) Implementing activity mapping such that each tier of Panchayati Raj is allotted clear-cut activities and responsibilities for those 29 functions listed in Schedule XI which have been devolved by the State Governments to the PRIs.
- b) Providing budgetary support to the PRIs in consonance with the devolution of functions as well as ensuring transparency for such devolution through a Panchayati Raj window in the budget of both the Central Government and State Governments.
- c) Encouraging preparation of participative plans for all the Panchayats which are to be consolidated at the district level.
- d) Capacity building of the functionaries of PRIs and their representatives in the core functions.
- e) Making PRIs more accountable, and
- f) Enhancing opportunities for citizens to review performance and approve plans in gram sabhas.

The Ministry of Panchayati Raj highlighted the growing agency functions of the PRIs relating to the implementation of Centrally Sponsored Schemes (CSS) including National Rural Employment Guarantee Scheme (NREGS), National Rural Health Mission (NRHM), Mid-day meals, Sarva Shiksha Abhiyan (SSA), Pradhan Mantri Gram Sadak Yojana (PMGSY), Accelerated Rural Water Supply Programme (ARWSP), Integrated Child Development Scheme (ICDS), Prime Minister Awas Yojana (PMAY), Rajiv Gandhi Garmin Vidyutikaran Yojana (RGGVY) and Backward Regions Grant Fund (BRGF). The total amount from these programmes released directly to PRI bodies in 2009-10 was estimated at Rs. 95,000 crore. The ministry also noted the relative incongruity of PRIs having substantial funds to implement these Centrally Sponsored Schemes (CSS) on one hand, and little by way of 'discretionary' funds for adequately meeting

their administrative costs, performing their core functions, and leveraging the CSS releases to meet local needs on the other.

The ministry classified the requirements of PRIs into two categories. The first category is aimed at improving the operational infrastructure of the Panchayats. They proposed that 4% of the divisible pool for the local bodies may be earmarked for activities such as:

- a) Construction of Panchayat Ghars: Rs.23,587 crore
- b) Providing skeleton staff for each Panchayat as well as honoraria and sitting fees for elected representatives: Rs. 87,730 crore
- c) Office expenses and e-governance: Rs. 11,650 crore.

Under the second category, the ministry proposed that 1% of the divisible pool use to be given as a specific purpose grant-in-aid to Panchayats for preparation of data bases; incentivization of State Governments to empower Panchayats; and provision of grants for area planning and capacity building.

Referring to funding of PRIs, the Ministry highlighted the delays in disbursal and diversions of funds earmarked for local bodies and stressed the importance of Panchayats receiving predictable financial support in a timely manner to enable them to plan their activities in a comprehensive and smooth manner. It had proposed that all funds to Panchayats may be transferred through bank transfers and that this process should be streamlined by electronically tagging and tracking all releases by both the Central and the State Governments using an independent agency on the lines of the work being done by National Securities Depository Limited (NSDL) for direct taxes.

It had suggested that the State Governments should discourage from the recently established trend of abolishing Panchayat level taxes i.e., property and profession tax, and towards this end, a significant component of the fiscal discipline criterion should relate to the State Governments' stance towards enlargement and maintenance of the Panchayat tax base. The Ministry had also made a number of suggestions aimed at improving the quality of the SFC reports and aligning them with the reports of the National Finance Commissions. It was also suggested that the amount proposed for the PRIs be distributed even to those areas which are outside the purview of Part IX of the Constitution (which deals with Panchayats) to achieve a commonality of purpose in the treatment of local bodies across the nation.

## 7.5. Provisions of Service Delivery under 14<sup>th</sup> Finance Commission

Fourteenth Finance Commission (FFC) was constituted on 2nd January 2013 under the chairmanship of Dr. Y.V. Reddy (Ex RBI Governor). The FFC had recommended grants to the local rural bodies viz the

Panchayats for planning and delivering of basic services smoothly and effectively within the functions assigned to them under the Act. As per the FFC, the local bodies are required to spend the grants only to the basic services within the functions assigned to them under relevant legislations. The earmarked basic grants for Gram Panchayats shall be distributed across the Panchayats using 2011 Census population with a weight of 90% and area with a weight of 10%. The said grants will be provided in two parts, namely a Basic Grant (90%) and a Performance Grant (10%). The following table shows allocation of funds allocated to Panchayats across the country.

**Table 3: Allocation to States during the 14<sup>th</sup> Finance Commission Award Period (2015-2020)**

(in Rs. Cr.)

Sl.No	State/UT	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20	GRAND TOTAL
1	Andhra Pradesh	934.34	1,463.45	1,686.85	1,947.32	2,622.13	8,654.09
2	Arunachal Pradesh	88.52	138.66	159.82	184.49	248.44	819.93
3	Assam	584.80	915.98	1,055.80	1,218.82	1,641.19	5,416.59
4	Bihar	2,269.18	3,554.23	4,096.80	4,729.38	6,368.25	21,017.84
5	Chhattisgarh	566.18	886.82	1,022.11	1,180.02	1,588.94	5,244.07
6	Goa	14.44	22.62	26.07	30.10	40.53	133.76
7	Gujarat	932.25	1,460.18	1,683.08	1,942.96	2,616.26	8,634.73
8	Haryana	419.28	656.72	756.98	873.86	1,176.68	3,883.52
9	Himachal Pradesh	195.39	306.05	352.76	407.24	548.36	1,809.80
10	Jammu & Kashmir	373.96	585.73	675.15	779.40	1,049.49	3,463.73
11	Jharkhand	652.83	1,022.53	1,178.63	1,360.62	1,832.12	6,046.73
12	Karnataka	1,002.85	1,570.77	1,810.55	2,090.10	2,814.39	9,288.66
13	Kerala	433.76	679.40	783.12	904.03	1,217.30	4,017.61
14	Madhya Pradesh	1,463.61	2,292.46	2,642.40	3,050.41	4,107.48	13,556.36
15	Maharashtra	1,623.32	2,542.61	2,930.76	3,383.28	4,555.70	15,035.67
16	Manipur	22.25	34.84	40.16	46.36	62.43	206.04
17	Odisha	955.52	1,496.64	1,725.11	1,991.48	2,681.59	8,850.34
18	Punjab	441.70	691.84	797.45	920.58	1,239.58	4,091.15
19	Rajasthan	1,471.95	2,305.52	2,657.47	3,067.80	4,130.90	13,633.64
20	Sikkim	16.03	25.11	28.95	33.41	44.99	148.49
21	Tamil Nadu	947.65	1,484.31	1,710.90	1,975.07	2,659.50	8,777.43
22	Telangana	580.34	908.99	1,047.75	1,209.53	1,628.68	5,375.29
23	Tripura	36.24	56.76	65.43	75.53	101.71	335.67
24	Uttarakhand	203.26	318.37	366.97	423.64	570.44	1,882.68
25	Uttar Pradesh	3,862.60	6,050.02	6,973.57	8,050.34	10,840.04	35,776.57
26	West Bengal	1,532.21	2,399.91	2,766.26	3,193.39	4,300.01	14,191.78
	<b>All India</b>	<b>21,624.46</b>	<b>33,870.52</b>	<b>39,040.90</b>	<b>45,069.16</b>	<b>60,687.13</b>	<b>200,292.17</b>

Source: Fourteenth Finance Commission Report, 2015

The basic grants have to be used by Panchayats for the delivery of basic services such as 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 them under relevant legislation. It has advised that capital and O&M expenditure should not exceed 10% of the allocation to a Gram Panchayat.

According to the FFC guidelines, the Performance Grant will be decided by the State governments concerned, subject to the eligibility conditions as described below.

- a) The Gram Panchayats have to submit audited accounts that relate to earlier year not later than two years preceding the year in which the Gram Panchayats seek to claim performance grant. For example, to claim performance grant for the year 2016-17, audited accounts for the year 2014-15 are required to be submitted.
- b) The Gram Panchayats have to show an increase in their own revenues over the preceding year as reflected in the audited accounts.

## 7.6 Overview of Right to Public Service (RTPS) Act in 14 States: Types of Major Services & Implementing Agencies

In 1991, the UK government first articulated and implemented a Citizen's Charter to provide quality services within specified time frames to its citizens. On 24 May, 1997, a conference was held by chief ministers from various states of India and chaired by the country's Prime Minister, during which an 'Action Plan for Effective and Responsive Government' was adopted at the Centre and State levels. The Department of Administrative Reforms and Public Grievances (DARPG) of Government of India took on the whereby there neglect in quality service delivery is a punishable offense.

Several RTPS Acts are in the pipeline in the country and there is a need to learn from the experiences of those States that are into the implementation phase. While the provisions of the RTPS Acts remain similar across different States, they vary significantly in terms of mechanisms adopted for implementation and the features on penalties and appeals. Not much work has been done so far to study these Acts and provide lessons that could feed into national policy and act as guides to the States that are on the verge of implementation. It must be kept in mind, however, that implementation is in fairly early stages in most of the States. This review provides an overview of implementation mechanisms in fourteen states, brings out the key challenges that they are faced with and shares some lessons learnt in the process. This

overview is not intended to be an exhaustive study but provides only key highlights and challenges in implementation.

This study finds that even though types of services are different from State to State, there are certain services such as supply of drinking water, drainage, street light, sanitation, liquid and solid waste management, construction and maintenance of roads, filling up of insanitary depressions and reclaiming unhealthy localities, removal of carcasses, maintenance of community assets, earmarking places for dumping refuse and manure, garbage collection, etc., which are common in nature are facilitated by Gram Panchayats/ VDCs with the financial allocation received from the Government of India as well as from other sources. These are priority services provided by the PRIs through the recommendation of Finance Commissions.

In addition to the above services, line departments also provide different kinds of services such as collection of bills (drinking water-PHED, electricity bills- electricity department), revenue, education, Mid-Day Meal, ICDS, health, bank, civil supply, khadi and village cottage industry, agriculture and its allied departments, fisheries, social welfare, etc., for the benefit of citizens. Citizens can obtain services of these departments through the Gram Panchayat or directly on nominal or prescribed service charges.

The following paragraphs discuss about the services provided by the different departments as well as by the Panchayat Raj Department including Gram Panchayat. Additional services are likely to be included in the Act from time to time by the concerned State Government.

#### 7.6.1 The Assam Right to Public Services Act, 2012

The Government of Assam has enacted The Assam Right to Public Services (ARTPS) Act, 2012 to ensure citizens' access to public services in a timely, efficient, and accountable manner. The Act enables the citizens of Assam to get notified public services within a stipulated time frame and also fixes responsibilities on public servants to provide these services in a time-bound manner. A formal appellate process under the Act has provisions for penalizing designated government officials for his/her failure to give the notified services without sufficient and reasonable cause as sought by the citizens within a stipulated time. The designated Public Servant on his failure to provide the notified services without sufficient reason and reasonable cause can be penalized between Rs. 200(minimum) to Rs. 2000(maximum) as per the Act. In their failure to access public services within the stipulated time citizens can appeal to the Appellate Authority. The Appellate Authority is empowered to impose cost on the Government Servant for delaying the services within above mentioned range. The Table 4 shows the status of type of services provided by concerned department.

**Table 4: List of Some Important Services Notified Under the Assam Right to Public Services Act, 2012**

Sl #	Name Of The Service	Concerned Department
1	Office Mutation	Revenue
2	Certified copy of Jamabandi or Record of Rights/Chitha	
3	Registration of documents in Sub-Registrar office under Registration Act, 1908	
4	Issuance of Non-Encumbrance Certificate	
5	Issuance of Certified copy of Registered document	
6	Issuance of Marriage Certificate	
7	Issuance of certified copy of Mutation(Registration) order / Miscellaneous case order	
8	Perfect Partition	
9	Issue of duplicate Mark sheet by SEBA/AHSEC/State Madrassa Education Board	Secondary Education
10	Issue of Duplicate Pass Certificate by SEBA/AHSEC/State Madrassa Education Board	
11	Issue of Migration Certificate by SEBA/AHSEC	
12	Issue Birth certificate	Guwahati Development Department
13	Delayed Registration of Birth	
14	Issue Death Certificate	
15	Issue Death Certificate	
16	Decision on Application for Building construction in urban areas (Up to G+2)	
17	Issuance of Trade license under the Guwahati Municipal Act, 1971	
18	Issuance of Certified copies of public documents	
19	Municipal Holding Certificate	
20	Holding Mutation	
21	Learner license for Transport	Transport
22	Learner license for Non-Transport	
23	Driving License for Transport	
24	Driving License for Non-Transport	
25	Vehicle Registration for Transport	
26	Vehicle Registration for Non-Transport	
27	Duplicate Driving license	
28	Duplicate Vehicle Registration for Transport	
29	Duplicate Vehicle Registration for Non-Transport	
30	Birth Certificate in Rural areas	Health
31	Death Certificate in Rural areas	
32	Delayed Registration of Birth in Rural areas	
33	Delayed Registration of Death in Rural areas	
34	Issuance of Disability Certificate	
35	Issuance of SC certificate	Welfare Plains Tribes and Backward classes
36	Issuance of Non-creamy layer certificate	



37	Next of Kin Certificate	General Administration Department
38	Registration of name in Employment Exchange	Labour & Employment
39	Registration of the Establishment under Assam Shops & Establishment Act, 1971	
40	Renewal of Registration Certificate of the Establishment under Assam Shops & Establishment Act, 1971	
41	Issuance of Duplicate copy of Registration, Certificate of the Establishment under Assam Shops & Establishment Act, 1971	
42	Registration of co-operative societies under Co-operative Societies Act, 2007	Cooperatives
43	Issuance of Permanent Resident Certificate (PRC) for higher education	Political
44	Issuance of Residential Status Certificate/ Report for Kisan Seva Kendra Dealership under Indian Oil Corporation Ltd.	
45	Issuance of NOC for fire safety of building	Home
46	Renewal of NOC for fire safety of building	
47	Issuance of Fire Attendance Certificate	
48	Application of registration under Rule 13(1) of The Assam Value Added Tax Act, 2005	Finance
49	Application for grant of declaration in forms C or F under Rule 12 of the CST (Registration & Turnover) Rules, 1957	
50	Post mortem report	Animal Husbandry & Veterinary
51	Valuation certificate of animal/bird for insurance	
52	Birth Certificate in Urban areas other than GM area	Urban Development Department
53	Death Certificate in Urban areas other than GMC area	
54	Delayed Registration of Birth in Urban areas other than GMC area	
55	Delayed Registration of Death in Urban areas other than GMC area	

Source: *The Assam Right to Public Services Act, 2012 and Assam State Report of this study*

Fifty five services related to 14 departments have so far been notified by the Assam State Government under the RTPS Act, 2012. GPs are not directly providing any of these services but they play a role of mediator between services of concerned departments and citizens.

#### 7.6.2 The Chhattisgarh Lok Sewa Guarantee Act, 2011

The Right to Public Services Act, 2011 is being implemented in Chhattisgarh since 2011. It covers major services like supply of drinking water, drainage, street light, sanitation, liquid waste management, solid waste management, construction and maintenance of roads, filling up of insanitary depressions and reclaiming unhealthy localities, removal of carcasses, maintenance of all community assets, earmarking places for dumping refuse and manure, garbage collection whereas following services are provided by the line department through the Gram Panchayat. Details are given in Table 5.

**Table 5: List of Some Important Services under Chhattisgarh Right to Public Services Act, 2011**

Sl.No	Types of Services	Name of department
1	Certificates for Schedule caste and schedule Tribe	Revenue
2	Certificate of Backward Class	Revenue
3	Income Certificate	Revenue
4	IG Old Age Pension Scheme	Social Welfare and Pension
5	IG Empowerment Pension	Social Welfare and Pension
6	Registraion for Food Grains / Small Cottage	Civil Supplies and Consumer Protection
7	Registraion for Food Grains/Howker Stall	Civil Supplies and Consumer Protection
8	Choice Birth Improvement	Revenue
9	Public Grievance Collector	Concerned Department
10	Public Grievance Municiplities both city and town/Panchayat	Concerned Department
11	Birth Registraion and Certificate	Revenue
12	Water Fee/Tax Payment	PHED/PR
13	Shop and Establishment Registraion	Labour and Industries Department
14	Cash (land document, etc.	Revenue
15	Tap Water Connection	Urban Development Including Municipality Services
16	Linsence for Driving	Transport Services
17	Judical (Order Certificate)	Revenue Court
18	Episode List	Revenue Court
19	Building Construction Permission	Urban Development Including Municipality Services
20	Land Utility Infromation	Urban Development Including Municipality Services
21	Domicile Certificate	Revenue
22	Death Registration and Certificate	Revenue
23	Government Revenue Services	Revenue
24	Revenue Services -Agriculture Land	Revenue
25	Revenue Services (repayable capacity	Revenue
26	Application for issuing Ration Card	PDS Ration
27	Employment Registraion	Employment
28	Driving Linsence	Transport Services
29	Application for Fitness of Vechile	Transport Services
30	Widow Pension Scheme	Social Welfare and Pension
31	Marriage Registration and Certificate	Revenue
32	Linsence for Business	License and Permit
33	Property trasfer Muncitlity Areas	Urban Development including Municipality Services
34	Prooperty Tax Payment	Utility and Bill Payment
35	Social security Pension Scheme	Social Welfare and Pension
36	Application for broad Sharayojana	Social Welfare and Pension

Source: The Chattisgarh Lok Sewa Guarantee Act, 2011 and Chattisgarh State Report of this study

Unlike in the case of Assam, PRIs and urban municipalities are included in the list of services and the departments which provide them in Chhattisgarh Act.

### 7.6.3 The Gujarat (Right of Citizens to Public Services) Act, 2013

The Citizen's Charter in Gujarat was introduced in 1998. The fundamentals of this charter containing the details of services and the time period for delivery of such services were published later. The '*Jan Seva Kendra*' launched in 2004 as an integrated approach to citizen-centric administration had focus on access to key services through e-governance infrastructure using Information and Communication Technology (ICT). This was expected to help the citizen's access government services and obtain information without any hassles. However, in the absence of 'legally enforceable structure', its impact remained subdued. Given the background, 'Rights Based Approach' was initiated by endowing people with the right to get delivery of services and also in a defined time-frame was introduced finally in 2013 through the legislation. The above services come under the purview of Gram Panchayats whereas below mentioned services are provided by different departments. Details are given in Table 6.

**Table 6: List of Some Important Services under Gujarat Right to Public Services Act, 2013**

Sl.No	Types of Services	Department
1.	a) Birth Certificate b) Caste Certificate c) Domicile Certificate d) Disability Certificate e) Khasra Copies f) Death Certificate g) Ration Cards h) PDS Registration i) Mutation j) Licenses for Shops k) Trade Licenses	Revenue
2.	Sanction of Building Plans	Urban Administration and Development
3.	a) Renewal of Driver's License b) Provision of Student Bus Passes c) Public Transport Passes	Transport and Panchayat & Rural Development Departments
4.	Approval for PDS Shops	Civil Supplies & Consumer Protection
5.	Anganwadi	Woman and Child Development
6.	Post-mortem Report	Medical
7.	Kisan Credit Cards	Agriculture and Farmers Welfare
8.	Housing	General Administration

9.	Water Resources	
10.	Overall Average Value	

Source: *The Gujarat (Right of Citizens to Public Services) Act, 2013 and Gujarat State Report of this study*

#### 7.6.4 The Haryana Right to Service Act, 2014

The Government of Haryana promulgated Haryana Right to Service Ordinance on 16/12/2013, and published the same in the Gazette on 19/12/2013. Thereafter, the Haryana Right to Service Act, 2014 (HRTS Act, 2014) was passed by the State Assembly and notified the same in the official Gazette on 26/03/2014. The following table shows types of services (major) covered under the Act and services facilitated by different departments.

**Table 7: List of Some Important Services under Haryana Right to Public Services Act, 2013**

Sl.No	Types of Services	Department
1	Bills (Only <i>electricity</i> )	Electricity dept.
2	Birth certificates	Issued by the hospital.
3	Death certificates	After being certified by the ANM and Sarpanch and on verification of Aadhar card.
4	Domicile certificate	Tehsildar
5	Caste certificate	Tehsildar
6	BPL certificate	BDPO office
7	Marriage Certificates	Tehsildar (very less demand at GP level).
8	Residence (address) proof	No information
6	Proof of Property	Tehsildar
7	Khasra copies	Tehsildar
8	Ration card	Food and Supplies Dept. at Tehsil level
9	PDS registration	Only at DC / ADC, Dist. level
10	New electricity connection, to increase load and payment of electricity bill of the GP	Electricity Department (there have been issues where the dept. has not recognized online payments made at the CSC).
11	Mutation	Tehsildar
12	Allotment of Pattas (land of GP)	Only possible at Sachivalayas and not at GP level.
13	License for shops	Labour dept.
14	Trade licenses	No information
16	Application forms cost for employment	Open portal (anybody can apply), registration of name in employment office.
17	Submission of fee for different academic institutions.	For Dayan and Anglo Vedic (DAV) schools only.
18	Fasal Bima	Specified insurance companies
19	Kisan Credit	Society at the block level.

20	Registration in Aadhar card	Through CSC at the Sachivalaya level (and not at GP level).
21	Renewal of driver's licenses.	Dist. administration
22	Post mortem Report	Dist. Level
23	Bank transition (Cash withdrawal and deposit)	Under DIGI Pay. Single pay device with the VLE.
24	Pension applications / verification	Social Justice and Welfare Dept. (Past cases not handled very efficiently).
25	PAN Card	IT Dept.
26	Registration for unemployment allowance	District Employment office.
28	Water charges / taxes / fees	Collection not started across most parts of the state but under serious consideration by the State Govt. / PHE Dept.

Source: *The Haryana Right to Public Services Act, 2014 and Haryana State Report of this study*

#### 7.6.5 The Himachal Pradesh Public Service Guarantee Act, 2011

The Himachal Pradesh Right to Service Act came into existence in 2013 across the State. According to the Himachal Pradesh Public Services Guarantee Act, 2011, the State Government ensures accountability and responsiveness in the administration which guarantee delivery of notified public services to the citizens within the stipulated period. The Act has a provision to penalize officials in case of delay or non-delivery of services. There are 15 critical departments covering 86 services to the citizens provided by Health, Forests, Panchayati Raj, Revenue, Industries, Irrigation & Public Health Department, Agriculture, Animal Husbandry, Social Justice & Empowerment Department, Home (Fire Services), MPP & Power, and Urban Development & Town and Country Planning. The following table shows status of types of services provided by the different departments in Himachal Pradesh. .

**Table 8: List of Some Important Services under Himachal Pradesh Right to Public Services Act, 2011**

Sl.No	Type of Services	Department
1	Bills (water telephone, <i>electricity</i> )	Department pay
2	Birth certificates	Hospital also issue
3	Death certificates	Hospital also issue
4	BPL certificate	Panchayati Raj
5	Proof of Property	Revenue
6	Khasra copies	Revenue
7	Ration card /Application for new Print Changes	Civil Supplies & Consumer Protection
8	PDS registration	Civil Supplies & Consumer Protection
9	Electricity connection	Electricity Department
10	Mutation	Revenue
11	Application forms cost for employment (Rs. 1000)	Welfare Department
12	Caste certificate	Revenue

13	Domicile certificate	Revenue
14	Fasal Bima	Bank estimate
15	Kisan Credit Card	Bank
16	Renewal of driver's licenses, student bus pass, public transport	Transport, State bus Service Department
17	Post mortem Report	Health
18	Home Guard	Police
19	Pension applications/verification	Block Panchayat (20 - 30 days)
20	PAN Card	Regional Passport Office

Source: *The Himachal Pradesh Public Service Guarantee Act, 2011 and Himachal Pradesh State Report of this study*

#### 7.6.6 The Jharkhand Rajya Sewa Dene Ki Guarantee Act, 2011

In an attempt to bring in transparency in the system of governance, the Jharkhand government has notified its RTS Act, titled Jharkhand Rajya Sewa Dene ki Guarantee Act, 2011 (Jharkhand Right to Service Act, 2011) on November 15, 2011 and to empower its people to get citizen centric services within stipulated time from the employees of all government departments. Also, the Act fixes the accountability of the concerned officers in case of delay. The Act provides for punishment of the government employees as well. It will also appoint first and second appellate officers in different services. These include payment of social security pension, new connection for electricity, making and renewal of driving licence, issuance of smart card, ration cards, agriculture related licences, correction of power bills, payment of scholarship, post-mortem report, duplicate driving license, offering licenses for ration and medical shops, and residential/ income/ caste certificates. List of services included in the Act are given in the following table.

**Table 9: List of Some Important Services under Jharkhand Right to Public Services Act, 2011**

Sl.No	Nature of services provided at the District Level	Department
1.	a) <i>Kisan</i> credit cards b) Manufacturing of Fertilizer/Insecticide c) Retail seed shop/ shop of fertilizer/insecticide d) Wholesale of seeds, insecticide, fertilizer	Agriculture, Animal Husbandry & Co-operative Department
2.	a) Decision on application for new ration card b) Issuance of License for the shop under PDS c) On the Suspension of Shop license under PDS Decision on cancellation/suspension discharge	Department of Food , Public Distribution & Consumer Affairs Related
3.	Land diversion proposal under FC Act, 1980-Form Part-IV- From 5-40 ha	Department of Forest, Environment & Climate Change
4	a) Issue of Caste certificate b) Issue of Residence certificate c) Income Certificate <i>if direct application to BDO/CO if</i>	Department of Personnel, Administrative Reforms and Raj Bhasha Related

	<i>recommended by local staff</i>	
5	a) Application for new LT connection b) Correction of Incorrect electric bill c) Line/Cable Break Down in Urban Areas/ Rural Areas d) Normal fuse Repair-Rural Area	Energy Department
6	a) License for setting up a shop for retail sale of the excisable articles. (Shops are to be selected by draw of lot among the applicants.) b) Setting up distillery	Excise & Liquor Prohibition Related
7	a) Post-mortem report b) Birth Certificate c) Death Certificate Medical Shop	Health, Medical Education & Family Welfare Department
8	a) Amendment in License Under Beedi & Cigar Workmen (Employment & Service Conditions) Regulation Act b) Amendment of License Under the Factories Act	Labour, Employment Training & Skill Development Department
9	a) License to run crusher (Blasting license) b) Issue of License for brick kiln c) Revocation of cancellation of brick kiln license d) Land Allotment	Mines & Geology
10	a) Approval of R&R scheme for land acquisition	Revenue, Registration Land
11	a) Decision on application for holding fixation in urban area b) Catch stray animals/dogs vaccination & sterilization c) To fix the streetlights d) Repairing hand pumps e) Issuance/Renewal of license to Hotel/Restaurant f) NOC for installation of mobile towers in urban areas g) Water connection h) Sanction of building plans	Urban Administration & Development
12	a) Water Connection in Rural Area	Water and Sanitation Related
13	Acceptance of different types of social security pension-related applications-before the presentation of the competent authority with recommendation check after receiving necessary decision	Woman & Child Development
14	<ul style="list-style-type: none"> <li>Renewal of driver's license</li> <li>Provision of student bus passes/Public transport passes</li> </ul>	Transport

Source: *The Jharkhand Rajya Sewa Dene Ki Guarantee Act, 2011 and Jharkhand State Report of this study*

#### 7.6.7 Karnataka Right of Citizens to Time Bound Delivery of Services Act, 2011

Karnataka enacted its Right of Citizens to Time Bound Delivery of Services Act, 2011 to ensure that the services are provided in a timely manner in various departments. The Act came to be known as Sakala

Act since November 2012. The pilot phase of the Sakala was launched on 1st March 2012 in northern most backward taluk of Aurad in Bidar district and in three other Taluks of Chitradurga, Dharwad and Dakshina Kannada districts. The programme was fully launched on April 1, 2012 covering the entire State with 151 services of 11 departments. The Second phase began on 2 November 2012 wherein 114 additional services have been added taking the total to 265. The Third phase began on 16 August 2013 wherein 110 services have been added taking the total to 375. In the Fourth phase, in September 2013, another 44 services have been added to the Sakala Umbrella - taking Sakala to 419 services. In the Fifth phase, an additional 28 services were added taking the total to 447 services. In the Sixth phase, on 6 February 2014, an additional 32 services were added taking the total to 478 services spanning across 47 departments with 135 services offered online.

This is the highest number of services among the States having time bound services to citizens in the country. Departments providing the services include revenue, finance, administration, urban development, village panchayat, food and civil supplies, women and child development, health, education and transport. Some of the services include provision of death and birth certificates, sanction of building plans, change of khata, provision of student bus passes, issue of new or additional water connection, driving licences, caste & income certificate (revenue department), residence certificate (revenue department), registration of birth and death (urban development & revenue department), driving license (transport department), khatha transfer documents (urban development), issue and modifications of ration cards (food department), land ownership details from survey and settlement (revenue), house plan sanction (urban local bodies), copy of FIR/petitions (police department) etc. There is a penalty provision of Rs. 20 per day for delay for any deficiency in providing services. Applicants will be given a 14-digit number, which can be used for future correspondence.

The Sakala program is backed by a comprehensive information technology network, developed by the NIC to provide support and services and to monitor the services. Whenever the request is made, the citizen receives an acknowledgement slip with a unique 15 digit number called the Guarantee of Services to Citizen (GSC) number. In case the application is rejected or if the service is not provided within the stipulated time, citizens can file an appeal before the competent officer (CO) to redress their grievance quoting the GSC number. The competent officer will hear the appeal and redress the grievance within the specified time. Citizens can claim in cash the compensatory cost of Rs. 20 per day for the delayed period subject to a maximum of Rs. 500 from the CO, upfront. The same shall be deducted from the salary of the designated officer or his subordinate responsible for delay or default, within 30 days. The list of some important services included in Karnataka Act are given in the following table.

**Table 10: Lists of Services under Karnataka Right of Citizens to**



### Time Bound Delivery of Services Act, 2011

Sl.No	Nature of services provided at the GP level	Department
1	a) Birth Certificate b) Caste Certificate c) Domicile Certificate d) Disability certificate e) Khatha copies f) Death Certificate g) Ration cards h) PDS Registration i) Mutation j) licenses for shops k) Trade licenses	Revenue
2	Sanction of building plans	Urban Administration & Development
3	Approval for PDS Shops	Civil Supplies & Consumer Protection
4	a) Renewal of drivers license b) provision of student bus passes c) Public transport passes	Transport and Panchayats & Rural Development departments.
5	Post-mortem report	Medical
6	Provision of student bus passes	Traffic

Source: *The Right of Citizens to Time Bound Delivery of Services Act, 2011 and Karnataka State Report of this study*

### 7.6.8 Madhya Pradesh Public Services Guarantee Act, 2010

Madhya Pradesh became the first State in India to enact Right to Service Act on 18 August 2010. The Government of Madhya Pradesh has notified 164 services in 23 departments which cover by and large connection of electricity in the Power Department, maternity and marriage aid in the Labour Department, copies of Khasra/Khatauni in Revenue Department, Income and Domicile Certificates in General Administration Department to Social Security Pension, Old Age Pension, benefit of National Family Welfare in the Social Welfare Department. The following table shows some of the services facilitated by different departments.

**Table 11: Lists of Some Important Services under Madhya Pradesh Right to Public Services Act, 2010**

Sl.No	Nature of services provided at the GP level	Department
1	Kisan Credit card	Agriculture and Farmers welfare
2	Repairs in the departmental hand pump	Public Health Engineering
3	a) Birth Certificate b) Caste Certificate	Revenue

	c) Domicile Certificate d) Disability certificate e) Khasra copies f) Death Certificate g) Ration cards h) PD outlet /or new shop i) Mutation j) Licenses for shops k) Trade licenses	
4	Approval of Building Plans	Urban Administration & Development
5	Issuance of domicile certificate	General Administration
6	Pension Scheme	Social Justice
7	Scholarship and other Schemes	SC, ST Welfare
8	Public Distribution	Food
9	Approval for new PDS	Civil Supplies & Consumer Protection
10	Plant Distribution	Forest
11	Anganwadi	Woman & Child Development
12	a) Renewal of driver's license b) Provision of student bus passes c) Public transport passes	Transport and Panchayats & Rural Development departments.
13	Dial 100 Services	Police
14	Banking	Finance
15	Post-mortem report	Medical
16	Provision of student bus passes	Traffic
17	PMAY	Housing

Source: *The Madhya Pradesh Public Services Guarantee Act, 2010 and Madhya Pradesh State report of this study*

Rights to Public Services Guarantee Act, 2011, empowers people by providing services from the Government departments on time. This Act improves the credibility of the Government offices and ensures working environment, transparency and accountability. This Act comprises statutory laws which guarantee time bound delivery of services rendered by the Government to the citizens and provides punishment to the public servants who are deficient, not performing or furnishing task to the people on time. The Act defines the accountability of officials for ensuring delivery of the services within defined time frame. The Act also ensures provision of appeal.

#### 7.6.9 The Rajasthan Guaranteed Delivery of Public Services Act, 2011

The Government of Rajasthan has introduced Rights to Public Services Guarantee Act, in 2011 with an objective to empower people by providing services from the government departments on time. This Act improves the credibility of the government offices and ensures working environment, transparency and

accountability. This Act comprises statutory laws which guarantee time bound delivery of services for various services rendered by the Government to the citizens and provides punishment to the public servants who are deficient not performing or furnishing task required by the people on time. The Act defines the accountability of officials for ensuring that the services are provided within the defined time frame and for the clearance of appeals is also made under the Act. The Government of Rajasthan has notified more than 200 services from different departments of which some of them are given in Table 12.

Table 12: Lists of Some Important Services under the Rajasthan Guaranteed Delivery of Public Services Act, 2011

Sl.No	Types of Services	Departments
1	a) Mahatma Gandhi National Rural Development Scheme (MGNREGS) b) Indira Awaas Yojana / Prime Minister Awaas Yojana c) Sva Vivek Zilla Vikas Yojana (self-conscience) d) Member of Parliament Local Area Development (MPLAD) e) Member of Legislative Assembly Area Development (MLALAD) f) Mukhya Mantri Adarsh Gram Yojana (MAGPY) Shree Yojana g) Bhamashah Yojana (Rural Development) h) aansad Adarsha Gram Yojana (SAGY) i) Guru Govalkar Jan Bhagidari (people participation) Yojana j) Swach Bharat Mission k) National Rural Livelihood Mission (NRLM) l) Pashimi (West) Rajasthan Poverty Alleviation Programme	Panchayati Raj / Rural Development Department
2	Janani Surksha Yojana	Health and Family Welfare Department
3	a) Right to Education b) Rajkiya Vidhyalyo Ka Staar Shudhar Aum Ahyapak Samman Hetu Prostahan Yojana (awards for Selection of Students and Teachers for National Talent Scholarship) c) Sarva Shiksha Abhiyan (SSA) d) Autar metric (post metric) Chatravarti Yojana	Education Department
4	a) Samekit Bal Vikas Seva Karyakram (ICDS) b) Rajasthan Janani Sishu Surksha Yojana c) Family Planning (Nasbandi) d) Parivar Kalyan (family Welfare) Indemnity Yojana e) Niyamit Tikakaran (regular vaccination)	Schemes of Women and Child Development Department
5	a) 104 Toll Free Chikissa (Treatment) – Pramasha Seva Yojana b) Jyoti Shadhana c) Dhanvantri Ambulance Yojana (108) d) Mukhya Mantri Shub Laxmi Yojana	Health and Family Welfare Department
6	a) Mukya Manri Vardhavastha (old age), b) Ekal Nari Samman aum Vishesh yogyajan Samman Pension Scheme,	Social Welfare Department

	c) National Pension Schemes (Indira Gandhi National Old age Pension scheme, Widow, and Nishakthjan (deprived section) Pension. Pannadhaya Jeevan Amruit Yojana (Aam Admi Bima Yojana), Motorized Tri cycle Yojana	
7	a) Mukya Manri Vardhavastha (old age), b) Ekal Nari Samman aum Vishesh Yogyajan Samman Pension Scheme c) Pannadhaya Jeevan Amruit Yojana (Aam Admi Bima Yojana)	Social Welfare Department
8	a) Krishi Vistar Sudhar Karyaram (Aatma Yojana) b) Rastriya Krishi Vikas Yojana c) Varsha Aadarit Shetra Vikas Krayakram (RADP) d) Poshan Surksha ke Liye Sagan Kandan e) Bio fuel Authorization –Rajasthan f) Bio gas Plan Yojana g) Saansad Adarsha Gram Yojana (SAGY) h) Mukhya Mantri Adarsh Gram Yojana (MAGPY) i) Shree Yojana j) Bhamashah Yojana (Rural Development) k) Krishi Vistar Sudhar Karyaram covering l) Rastriya Krishi Vikas Yojana (Varsha Aadarit Shetra Vikas m) Krayakram, n) Poshan Surksha ke Liye Sagan Kandan Sawardhan Kraykram o) Rashtriya Khadya Surksha Mission	Agriculture Department
9	a) Rashtriya Khadya Surksha Mission (wheat) b) Rashtriya Khadya Surksha Mission (Dalhan – pulses) c) Tavrit Dalhan Vikas Krayakram (A3P) d) Javik Kheti Krayakram e) Jal Upyog Sabandith Yojanaye f) Diggi Fawara Krayakram g) Farm Pond (Keth Talai) Krayakram h) Jal Hoj Krayakram i) Sinchai Pipeline j) Rajiv Gandhi Krashak Sathi Yojana -2009 k) Apani (ours) Rasoi Yojana l) Krishi Yantra m) Beej (seed) Minikit Yojana n) Fashal (crop) Pradarshan (Exhibit) o) Podh Sarakshan (plant protect) Yojana p) IPM Pradarshan q) Karash (farmer) Prasikshan (training) aum Braman (Tour) r) Mradha (women) Prasikshan Krayakram (Mradha Swasthya Card) s) Sagan Kapas Vikas Karya t) Rajye mei Krishi Ke Sarvamukhi Vikas Hetu Karya Yojana u) Rashtriya Krishi Bima Yojana (National Crop Insurance Scheme)	Social Welfare Security Activities carried out under National Food Security Mission

10	a) Rashtriya Sukshm Sinchai Mission (National Minor Irrigation Mission) b) Rashtriya Bagvani Mission Ke Tahat Krashko (farmers) Ko Dei Suvidhaya c) Rashtriya Sukshm Sinchai Mission (National Minor Irrigation Mission) d) Rashtriya Bagvani Mission Ke Tahat Krashko (farmers) Ko Dei Suvidhaya	Udhya (Garden) Vibag Ki Yojnaye
11	a) Nishkta chatravarti Yojaja b) Vishvas Yojana c) Astha Yojana (Niskta Parivaro Hetu Sahyata Aum Sarkshan) d) Shukad Damptya Jeevan Yojana (Nishulk Vivah Par Anudan Yojana) e) Sayukta Shayata anudan Yojana f) One time Financial Assistant to the physically challenged persons for Self Employment	Samajik Nyaya Aum Adhikarika Vibag Ki Yojnaye (Schemes for Weaker Sections)
12	a) Aavasiya Vidhalaya Yojana for Students of SC, ST and OBC) b) Vimdit Mahila Aum Bal Grah c) Aavasiya Vidhalaya Yojana (Chtri Abadi, Students belonging to House less and Remote Area) d) Bikshavarti Va Avanchit Vratiya me Lipt Parivaro ke Baccho hetu Aawasiya Vidhyakaya e) (Residential Schools of Bagger and Deprived Families) f) Nirashrit Bal Graha Yojana (destitute)	Social Welfare Department

Source: The Rajasthan Guaranteed Delivery of Public Services Act, 2011 and Rajasthan State report of this study

#### 7.6.10 Delivery of Services in Sikkim

The Government of Sikkim, even though has not promulgated public Service Delivery Act, so far, but citizens obtain different kinds of services at Gram Panchayat level by the support of line departments. In Sikkim, it is found that 23 types of services are rendered at the Gram Panchayat Levels by the various departments of the Government. The following table shows services facilitated at grass roots level.

**Table 13: List of Some Important Services Provided to Citizens by Government of Sikkim**

Sl.No	Nature of Services provided at the GP level	Departments
1	Kisan Credit Card	Agriculture and farmer welfare
2	Sterilization of stray dogs, insemination of cows	Animal Husbandry
3	MIC	Irrigation Department
4	Skilled development training	Labour
5	Village drinking water supply	Rural Management & Development Dept.

6	a) Birth Certificate b) Death certificate c) Disability Certificate d) Khasra copies e) Domicile certificate f) Ration cards g) New shop h) Mutation i) License for shops j) Trade license	Revenue
7	Approval of building plans	Urban Administration & development
8	Issuance of domicile certificate	General Administration
9	Pension scheme	Social justice
10	Scholarship and other scheme	ST,SC welfare
11	Public distribution	Food
12	Approval for new PDS	Civil supplies and consumer protection
13	Plant distribution	Forest
14	Aganwadi	Women & child Development
15	Renewal of driver license	Transport and Panchayat& rural development department
16	Banking	Finance
17	Post mortem report	Medical
18	CMRHM, PMAY	Housing

*Source: Sikkim State report of this study*

#### 7.6.11 Telangana Right to Public Service Bill, 2016

The Government of Telangana, after bifurcation of State got an approval of right to public service bill in Assembly in 2016. The Bill ensures to provide different kinds of services at GP level which include sanitation (including solid and liquid waste management), drinking water, general cleanliness in the village, cleaning of side drains and drainage system, street lighting, filling-up insanitary depressions and reclaiming unhealthy localities, removal of carcasses, earmarking places away from the dwelling houses for dumping refuse and manure, spraying disinfectant (mosquitoes) in the village. Apart from these services, GPs also facilitate the process to get a variety of certificates such as Birth, Community, Death, Nativity, Domicile, Disability, Income, Mutation, Adangal/Pahani/Khasra copies; Ration cards, PDS Registration, Licenses for shops, Trade licenses, etc., The State government has established Mee- Seva centers which cater to services of 34 departments viz Unique Identification Authority of India (UIDAI), Revenue, Registration and Stamps, Civil supplies, Road and Transport authority, Education, industries and Commerce, Labour, Mining and Geology, Agriculture, Election Commission, Survey Settlement and Land Records, Greater Hyderabad Municipal Corporation, Warangal Municipal Corporation, Northern Power

Distribution Company of Telangana (NPDCL), Central Power Distribution Company Limited (CPDCL), ITC, Social Welfare, School Education, Rural Development, Cooperative societies, Technical Education, Minority Welfare, Intermediate Education, Aarogyasri, Collegiate education, Legal Metrology, Endowment, Directorate of Medical Education, Drug Control, Factories, and Police.

The public service centers clearly state that currently they are able to provide for 124 services out of 332 agreed upon as several services are yet to get integrated with the common service centers. The following table shows some of the services provided by different departments through Mee Seva are given in Table 14.

**Table 14: Lists of Some Important Services provided to citizens by Government of Telangana**

Sl.No	Types of Services	Department
1	Birth Certificate	PHC/Mandal Office
2	Death Certificate	PHC/Mandal Office
3	Domicile Certificate	Mandal Office
4	Caste Certificate	Mandal Office
5	BPL Certificate	Mandal Office
6	Residence of Proof	Mandal Office
7	Nativity	Mandal Office
8	Marriage of Proof	Mandal Office
9	Building approvals	Mandal Office
10	Shop approvals	Mandal Office
11	Encumbrance certificate	PHC/Mandal Office
12	No objection certificates for storing of petroleum products	Mandal Office

*Source: Telangana Right to Public Service Bill, 2016 and Telangana State report of this study*

#### 7.6.12 Delivery of Services in Tripura

Tripura State has not yet enacted The Right to Service Act. However, GPs facilitate providing some services to the citizens. The following table shows status of services provided by different departments.

**Table 15: List of Some Important Services Provided to Citizens by Government of Tripura**

Sl.No	Types of Services	Department
1	Birth Registration	Revenue
2	Death Certificate	Revenue
3	Domicile Certificate	SDM
4	Caste Certificate	SDM
5	Residence of Proof	SDM

6	Marriage of Proof	BDO
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Source: Tripura State report of this study

### 7.6.13 Uttar Pradesh Janhit Guarantee Adhiniyam, 2011

The Janhit Guarantee Adhiniyam, 2011 was passed by the Uttar Pradesh Legislature and assented to by the Governor on 3 March 2011. The prime objective of this Act is to provide the delivery of services to the people of the State within stipulated time limit. So far functions related to 12 departments have been transferred to Panchayats. These includes the departments of Basic Education, Minor irrigation, Drinking Water, Youth welfare, Food & Civil Supply, Rural Development, Panchayati Raj, Animal Husbandry, Social Welfare, Health and Agriculture. The amendments made in November 27, 2013,(Uttar Pradesh Janhit Guarantee Adhiniyam, 2011), classified the roles and responsibilities for the departments, their subjects and time limits for disposal. The following table shows status of services provided by different departments.

**Table16: List of Some Important Services Provided to Citizens by Government of Uttar Pradesh**

Sl.No	Types of Services	Department
1	Bills (water telephone, <i>electricity</i> ) (NA)	Department pay
2	Birth certificates	Panchayati Raj/ Health
3	Death certificates	Panchayati Raj/ Health
5	Marriage Certificates	Panchayati Raj/Judiciary
6	Proof of Property	Revenue
8	Khasra copies	Revenue
10	PDS registration	Civil Supplies & Consumer Protection
11	Electricity connection	Electricity Department
12	Mutation	GP /Revenue
17	Application forms cost for employment	MoPR
18	Submission of fee for different academic institutions	Institute pay per transition
19	Caste certificate	Revenue
20	Domicile certificate	Revenue
21	Fasal Bima(NA)	Bank estimate
22	Kisan Credit Card	Bank
25	Renewal of driver's licenses, student bus pass, public transport	Transport, State bus Service Department
26	Post mortem Report	Health
27	Bank transactions	Banking Sector
28	Home Guard	Police
29	Pension applications/verification	Block Panchayat (20 - 30 days)
30	PAN Card	Regional Passport Office
31	Registration for unemployment allowance	NA now, in last govt. this has been discontinued, earlier Rs 1000 was given to more than +2 level unemployed citizens

Source: The Janhit Guarantee Adhiniyam, 2011 and Uttar Pradesh State Report of this study



#### 7.6.14 The West Bengal Right to Public Service Act, 2013

The Government of West Bengal has introduced this Act in 2013 with an objective to facilitate services to the citizens living in rural areas at GP level. The Following table shows types of services available at the GP level proved by the line departments.

**Table 17: List of Some Important Services Provided to Citizens by Government of West Bengal**

Sl.No	Nature of services provided at the GP level	Department
1	Kisan credit cards	Agriculture and Farmers welfare
2	a) Birth Certificate b) Caste Certificate c) Domicile Certificate d) Disability certificate e) Khasra copies f) Death Certificate g) Ration cards h) PDS Registration i) Mutation j) licenses for shops k) Trade licenses	Revenue
3	Sanction of building	Urban Administration & Development
4	Approval for PDS Shops	Civil Supplies & Consumer Protection
5	ICDS Centres, ASHA Workers, 4th Saturday Meeting, Vaccination, Janani Sukasha Yojana (JSK)	Woman & Child Development
6	a) Renewal of driver's license b) provision of student bus passes c) Public transport passes	Transport and Panchayats & Rural Development departments.
7	Post-mortem report	Medical
8	Provision of student bus passes	Traffic
9	Survey of Beneficiaries, PMGY and Gitanjali	Housing

Source: The West Bengal Right to Public Services Act, 2013 and West Bengal State Report of this study

## 8. Sources of Funds for the GPs

Gram Panchayats, for their effective functioning, require enough financial support, human resources, constant monitoring of different schemes, people's participation, planning of programmes, support of line departments, coordination between elected representatives and officials, effective measures on capacity

building, availability of e-applications, etc., on time. The following tables show sources of funds, availability of human resources, facilities, and serviced provide by the GPs across 14 States.

Funds are important component of any developmental activity either taken up by the government or any other organization. GPs/VCDCs are now-a-days getting financial assistance from Central Finance Commission, State Finance Commission, MGNREGS, NRLM, DDUGKY, etc., The study finds status of flow of funds from different sources which enables GPs/VCDCs to handle expenditure on different components i.e. payment of temporary / contractual staff, electricity consumption, supply of drinking water, creation and maintenance of assets, etc. (see Table 18).

**Table 18: Flow of Funds, Grants, Taxes from Different Sources in the Sampled GPs/VCDCs in 14 States during 2016-17**

(Rs. In Lakh)

Sl.No	State	Source of Funds					
		14 <sup>th</sup> FC	SFC	MGNREG	TAX	CESS	Others
1	Assam	NA	NA	NA	NA	NA	NA
2	Chhattisgarh	20.97	2.22	0.05	6.00	NA	4.72
3	Gujarat	23.63	3.35	NA	2.50	1.33	0.09
4	Haryana	32.63	12.60	NA	16.02	NA	NA
5	Himachal Pradesh	NA	NA	NA	NA	NA	NA
6	Jharkhand	16.89	NA	NA	NA	NA	NA
7	Karnataka	37.20	14.06	10.00	84.16	1.60	0.23
8	Madhya Pradesh	6.51	6.98	9.73	20.21	6.67	47.77
9	Rajasthan	29.53	21.39	62.39	0.34	-	-
10	Sikkim	26.51	6.15	11.93	62.43	0.01	NA
11	Telangana	NA	NA	NA	NA	NA	NA
12	Tripura	2.63	NA	NA	52.72	NA	NA
13	Uttar Pradesh	11.61	0.35	NA	NA	NA	NA
14	West Bengal	29.18	8.28	15.84	94.96	5.03	0.28
	<b>Average per GP</b>	<b>21.57</b>	<b>8.37</b>	<b>18.32</b>	<b>37.70</b>	<b>2.93</b>	<b>10.62</b>

Source: Concerned State Reports of this study

Note: NA - Not Available; above table shows average amount in sampled GPs in each of the studied States.

Results presented in Table 18 suggest that IV Finance Commission (XIV FC) funds were the main source of income for GPs in almost all the States. Funds released per GP by the XIV FC were highest in Karnataka (Rs. 37.20 lakhs). GPs in many other States got much smaller amount ranging from Rs. 2.63 lakhs in Tripura to Rs. 32.63 in Haryana. The next important source seems to be the taxes collected by the GPs. They ranged from Rs. 84.16 lakhs per GP in Karnataka and Rs. 62.43 lakhs per GP in Sikkim. Smallest amount of taxes were collected GPs in Rajasthan. Funds from MGNREGA were found to be the third important source. Funds used from MGNREGA were highest in Rajasthan (Rs. 62.39) lakhs perGP followed by West Bengal (Rs. 15.84 lakhs) and Sikkim (Rs. 11.93 lakhs). Fourth largest amount of funds were those allocated by

State Finance Commissions (SFCs) which varied from State to State. The highest amount was given by SFCs in Rajasthan (Rs. 21.39 lakhs) and the lowest amount was in Uttar Pradesh (Rs. 0.35 lakhs). CESS and other sources were minor sources of revenue for the GPs.

## 9. Human Resources in the GPs

Human resources play a very significant role to manage any organization whether it belongs to government or non-government. GPs are local self-governments which are responsible for performing of developmental and regulatory functions in their jurisdiction. This study describes status of human resources in the sampled GPs/VCDCs across the 14 States. The data were collected on the total staff strength, gender and the nature of their employment. Details are provided in Table 19. The figures given in the table represent the total number of in sampled GPs across the 14 States.

This study finds that the four GPs studied in Karnataka and West Bengal have the highest number of employees (31) closely followed Sikkim (29), Haryana (26), and Telangana and Gujarat (25). Jharkhand has just one or two employees in each GP.

The number female employees is also highest in Karnataka (09) closely followed by Chhattisgarh (07). Many States did not have any female employees at all. Examples include Assam, Gujarat, Haryana, West Bengal and Jharkhand.

As far as nature of employment is concerned, Karnataka leads in the percentage of regular employees (100%), followed by Gujarat (04%), Chhattisgarh (3.6%), and West Bengal (70%). Tripura has the highest number of contractual employees (58%), closely followed by Assam (57%), Haryana (38%), and West Bengal (32%). The strength of part-time staff is highest in Tripura compared to all other States.

**Table 19: Details of Staff in all the sampled GPs in 14 States**

Sl.No	State Name	Total Staff	Gender		Nature of Job		
			Male	Female	Regular	Contractual	Part-time
1	Assam	14 (3.5)	14	0	02	08	04
2	Chhattisgarh	11 (2.75)	10	1	04	03	03
3	Gujarat	25 (6.25)	25	0	21	04	-
4	Haryana	26 (6.5)	26	0	13	10	03
5	Himachal Pradesh	-	-	-	-	-	-
6	Jharkhand	04 (1)	4	0	04	-	-
7	Karnataka	31 (7.75)	22	9	31	-	-

8	Madhya Pradesh	17 (4.25)	-		04	-	-
9	Rajasthan	16 (4.00)	15	1	08	-	08
10	Sikkim	29 (7.25)	-		-	-	-
11	Telangana	25 (6.25)	-		-	-	-
12	Tripura	19 (4.75)	12	7	08	11	-
13	Uttar Pradesh	-	-		-	-	
14	West Bengal	31 (4.75)	-		21	10	

Source: Concerned State Reports of this study.

Note: (i) “-” indicates data was not available

(ii) Above table shows collective strength of HRs available in all the 4 GPs/VDCs whereas list of GP wise staff has been given in the State reports.

(iii) Figures in parentheses show average staff strength per GP in four sampled GPs.

## 10. Classification of Services & Facilitating Departments

The services which are provided by the States are different from one another. However, all these services can be classified in to two categories: (a) services that are common in nature which benefit most of the citizens, and these services include hand pumps, bore well, creation and maintenance of community assets, street light, etc., and (b) services that are provided to individual citizens which include services like birth, death, domicile, marriage, land records, electricity connection, etc., are beneficial for individual fulfill by the different departments.

The services can also be classified based on the responsibility for delivery of services – (a) services that are directly provided by the GPs, and (b) services provided by line departments where GPs play a facilitator role. These include certificates like birth, death, caste, domicile, residential, marriage, BPL, etc., issued by the Gram Panchayat and in some States, they are issued by the concerned departments but applications of these services routed through Gram Panchayats (GPs). The Gram Panchayat facilitates such services through the help of e-seva centers located in and around of the GP. The functionaries of e-seva center collect their remuneration from the concerned departments (i.e. electricity, PHED, revenue, transport, etc.). We did not use this classification as there was wide variation in the services that are provided by GPs and services provided by other departments but facilitated by GPs. Some services were directly provided by GPs in some States while they were provided by other department in some other States. Examples include drinking water, sanitation, licenses, etc.

Yet another classification of services could be based on their nature. Based on their nature, services provided and/or facilitated by GPs can be categorized as follows:

- a) Civic services
- b) Development Services - Human and Economic Development Services

- c) Welfare Services
- d) Governance Services
- e) Regulatory Services

This classification is used in this report as it can be applied to all the States. The list of services under these six categories are provided in Table 20.

**Table 20: Classification of the Services Based on their Nature**

Sl.No	I. Civic Services	Role of GP
1	Water Supply (Tap)	Direct in most States
2	Household water supply (bore well)	Direct in most States
3	RO water supply	Direct in most States
4	Minor Repair to Drinking Water	Direct in most States
5	Drainage (household)	Direct in most States
6	Drainage (Village)	Direct in most States
7	a) Garbage/Solid Waste Management - HH	Direct in most States
	b) Garbage/solid management - village	Direct in most States
8	Liquid Waste Management	Direct in most States
9	Maintenance of all Community Assets	Direct in most States
10	Maintenance of Roads/Streets	Direct in most States
11	Electricity Street Lights	Direct in most States
12	Reclaiming Unhealthy Localities	Direct in most States
13	Spraying Disinfectant	Direct in most States
14	Earmarking Places for Dumping Refuse	Direct in most States
15	Condition of approach Roads	Direct in most States
16	Foot Path	Direct in most States
17	Burial and Cremation Ground	Direct in most States
18	Removing of Carcasses	Direct in most States
19	Removing encroachments	Direct in most States
	<b>II. Welfare Services</b>	
20	Allotment of BPL list	Facilitating

21	Disabled – application forms supply for disabled programme services	Direct in most States
22	House allotment – new free site application	Facilitating
23	Pension application & verification	Facilitating
24	Registration for unemployment allowance	Facilitating
25	Welfare fund – application for 25% SC/ ST welfare fund programmes	Facilitating
	<b>III. Development Services - Economic</b>	
26	Applications – issue of documents relating to population / crops, livestock census	Facilitating
27	Bill collection	Facilitating
28	Bore well completion certificate	Facilitating
29	Crop certificate	Facilitating
30	Crop insurance (forwarding application)	Facilitating
31	Electricity connection	Facilitating
32	Gas connection – applications for gas connection (forwarding)	Facilitating
33	Khasra (land revenue) forwarding	Facilitating
34	Kisan credit card (forwarding)	Facilitating
35	Land related services (forwarding application)	Facilitating
36	Marketing Facility	Direct in most States
37	MGNREGS job card distribution	Direct
38	Revenue (forwarding application)	Facilitating
39	Seed/fertiliser shops	Facilitating
	<b>IV. Development Services - Human</b>	
40	Access to info -development	Direct
41	Anganwadi monitoring	Direct
43	Education including mid-day meal scheme (monitoring schools)	Direct
44	PHC/sub - PHC (monitoring)	Direct in most States
45	Applications for skill development programmes	Facilitating in most States
46	Student pass (forwarding)	Facilitating
	<b>V. Regulatory Services</b>	
47	Birth certificate	Facilitating in most States

48	BPL certificate	Facilitating in most States
49	BPL registration	Facilitating in most States
50	Building approval	Direct
51	Caste certificate	Facilitating in most States
52	Death certificate	Facilitating in most States
53	Domicile certificate	Facilitating in most States
54	Issue of ration card	Facilitating
55	License for ads	Direct
56	Marriage certificate	Facilitating
57	NOC for storing petroleum products	Facilitating
58	NOC for conversation of land for non- agriculture purpose	Facilitating
59	NOC for issues related to other departments	Facilitating
60	Property tax assessment list	Direct
61	Ration shop monitoring	Direct
62	Residence proof	Facilitating
63	Shop approval	Direct
64	Trade license	Facilitating
	<b>VI. Governance Services</b>	
65	E- payment on Works pertaining to Development Projects	Direct
66	Grievances Redressal	Direct

## 11. Current Status of Delivery of Services: Frequency and Quality of Services

Most of the civic services like supply of drinking water, supply of RO water, collection of garbage, spraying of disinfectant, drainage/ liquid waste management, garbage and solid waste management, earmarking places for dumping refuse, reclaiming unhealthy localities, removal of carcasses, maintenance of roads and community assets, removing encroachment, street lights, etc., are provided by the GPs using the funds of finance commission, departmental aid, own source of revenue, donation, etc.

Data on frequency of services and quality of services were collected on 34 services delivered by the GPs. The details of frequency of services delivered by the GPs and other institutions are presented in Table 21 and, and citizens rating on the quality of these services are presented in Table 22.

### 11.1 Frequency of Services Delivered by the GPs

The data on frequency of delivery of services were collected on 1 to 5 rating scale:

- 1 = representing high frequency or accessibility on any required time;
- 2 = representing supply as per prescribed schedule/time;
- 3 = representing accessibility on certain occasions as decided by the GP/VC;
- 4 = representing accessibility based on the demand; and
- 5 = representing not being supplied at all.

The results on services provided by the GPs varied considerably across the States. Out of 34 services, as many as 20 services were found to be accessible/available to the citizens either as and when they are required or as per scheduled timings. These included hand pump water, trade licenses, ration shop, education, and condition of approach roads which were rated as 1 in all the States for which we have data indicating accessible on any required time. Other services like issue of ration card, land revenue records, allotment of (inclusion in) BPL list, and crop insurance had ratings of 1 or 2 thus averaging less than 2, which indicates that these services are accessible/available as per specified timings.

**Table 21: Level of Frequency of the Services Deliver at GP/VC Levels across 14 States**

Sl.no	Types of Services Provided by GPs / VDCs	Level of Frequency in Sampled States														
		Assam	Chhattisgarh	Gujarat	Haryana	Himachal Pradesh	Jharkhand	Karnataka	Madhya Pradesh	Rajasthan	Sikkim	Telangana	Tripura	Uttar Pradesh	West Bengal	Average Frequency Level
	I. Civic Services															
1	House hold water supply (hand pump)	1	1	1	-	-	1	-	1	1	-	-	1	-	-	1.0
2	House hold water supply (tap)	-	-	2	2	2	-	2	-	-	2	-	-	2	2	2.0
3	RO drinking water	-	-	-	-	-	-	2	-	-	-	2	-	-	2	2.0
4	Bore well water	-	2	-	2	-	2	2	2	2	-	2	2	2	2	2.0
5	Drainage(village)	-	-	3	2	-	-	-	-	2	2	2	2	-	-	2.2
6	Electricity	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2.0
7	Street lights	-	5	2	5	2	2	2	5	2	2	2	2	5	2	2.9



8	Liquid waste management	5	5	2	5	5	-	2	2	2	2	2	2	5	5	<b>3.1</b>
9	Garbage/solid waste management	5	2	2	2	2	5	2	2	2	2	2	2	5	5	<b>2.9</b>
10	Maintenance of roads/ Streets	-	5	2	2	2	2	2	2	2	-	2	2	2	2	<b>2.3</b>
11	Reclaiming unhealthy localities	-	2	2	1	2	-	5	2	2	2	2	2	5	5	<b>2.7</b>
12	Removal of carcasses	-	5	2	2	2	-	2	1	2	2	2	2	5	5	<b>2.7</b>
13	Maintenance of all community assets	3	2	2	2	2	2	2	2	2	2	2	2	5	2	<b>2.2</b>
14	Earmarking places for dumping refuse	-	2	5	-	2	5	2	2	5	-	2	2	2	2	<b>2.8</b>
15	Spraying disinfectant	-	2	5	-	1	1	5	5	5	2	2	2	5	2	<b>3.1</b>
	<b>II. Development Services - Economic</b>															
16	Crop insurance	-	2	2	2	2	-	2	2	2	1	1	-	2	2	<b>1.8</b>
17	Bill collection	-	-	2	2	-	-	2	2	1	2	2	2	5	2	<b>2.2</b>
18	Bank	2	-	2	2	2	-	2	2	2	2	2	2	2	2	<b>2.0</b>
19	Revenue	2	2	2	2	2	2	2	2	2	2	2	2	-	1	<b>1.9</b>
20	Seed / fertiliser	1	-	-	-	2	-	2	-	2	-	2	2	2	2	<b>2.0</b>
21	Marketing	2	-	-	-	-	-	2	2	-	2	-	2	5	-	<b>2.6</b>
22	Trade license	-	-	-	-	-	-	-	1	-	-	-	1	-	-	<b>1.0</b>
23	Khasra (land revenue)	2	2	2	1	-	-	2	2	1	1	-	1	-	5	<b>1.9</b>
24	Ration card/ civil supply	1	-	1	2	-	-	2	1	2	1	1	1	1	2	<b>1.4</b>
25	Kisan credit	-	-	2	-	-	-	-	-	-	-	-	-	-	2	<b>2.0</b>
	<b>III. Development Services - Human</b>															
26	PHC/ sub PHC	2	-	1	-	-	2	-	2	2	2	2	-	2	2	<b>1.9</b>
27	Education	1	1	1	1	1	1	1	1	1	1	1	1	1	1	<b>1.0</b>
28	Anganwadi	2	2	2	2	2	2	2	2	2	2	2	2	2	2	<b>2.0</b>
	Access to info - development	-	-	-	-	5	-	1	-	1	-	-	-	-	1	<b>2.0</b>
29	Condition of approach roads	-	-	-	-	-	-	1	1	1	1	1	1	1	1	<b>1.0</b>
30	<b>IV. Regulatory Services</b>															
31	Allotment of BPL list	2	-	-	-	-	2	1	2	1	2	2	2	2	2	<b>1.8</b>
32	Removing encroachments	-	5	2	2	2	-	2	2	2	2	2	2	5	2	<b>2.5</b>
33	Ration shop	1	1	1	1	1	1	1	1	1	1	1	1	1	1	<b>1.0</b>
	<b>V. Governance Services</b>															

34	Grievances reddressal	-	1	-	-	-	-	1	-	-	-	-	-	1	1	1.0
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Source: Concerned State Reports of this study

**Note:** (-) means facility does not exist / furnished (because above services do not exist equally in sampled GPs/VCs

All the services relating to sanitation like liquid waste management, removal of carcasses, reclaiming unhealthy localities, spraying disinfectants were found be not taken up as frequently as desired by the villagers as indicated score of more than 2.

In fact services provided through other departments like health, education, trade licenses, and ration shops were found to be providing better services. On the other hand, services provided by GPs themselves like those related to sanitation were found to be provided infrequently

## 11.2 Satisfaction Level of Citizens on the Services Delivered by the GPs

The data on rating of satisfaction level of citizens on services provided by the GPs/VDCs or facilitated by them were collected on a 5-point scale. The score ranged from 1 to 5, 1 being very good and 5 being very bad. The rating for almost all the services provided by the GPs in the 14 States is found be below average (2.59 out of 5.0).

Out of the 34 services, 15 services are directly provided by the GPs, all of them except removing encroachment, are civic services. Removing encroachments is a regulatory service. The remaining 19 services, where GP/VDC is facilitator, fall into the categories of development services (human & economic), regulatory services, and governance services. The ratings for the 34 services shown in Table 22 ranged between 1.3 (allotment of BPL list to 3.5 liquid waste management). The services that got bad or very bad rating across the States was much more than those which got a rating of good or very good. In fact all the civic services like liquid waste management (3.5), earmarking places for dumping refuse (3.4), drainage (3.2), and cleaning/reclaiming unhealthy places (3.1), garbage collection (3.0), and spraying disinfectants (3.0) were rated 3.0 and above indicating bad to very bad service.

Overall rating of the 15 services provided by the GPs is 2.96, which indicates fairly unsatisfactory service. All these services belong to the category of civic services. On the other hand, services provided though other departments like crop insurance, bill collection, health, etc., were rated higher than the services provided by the GPs themselves, like house-hold water supply, drainage, electricity, street lights, etc. The overall rating of all the 19 services provided through other departments is 2.22 out of 5, which indicates that delivery of services is satisfactory. In fact, the better rating of services provided through line

departments is mainly due better rating of development services – human (2.08), and economic (2.10).  
The regulatory and governance services were rated poorly at 2.8 out of 5.0.

**Table22: Rating of the Services provided by GPs/VDCs and Facilitated by GPs/VDCs under Service Delivery Act in 14 States**

Sl. No	Services provided	Rating given by the Citizens														
		Assam	Chhattisgarh	Gujarat	Haryana	Himachal Pradesh	Jharkhand	Karnataka	Madhya Pradesh	Rajasthan	Sikkim	Telangana	Tripura	Uttar Pradesh	West Bengal	Average
Services provided by the GPs/ VDCs through Direct Involvement																
	I. Civic Services															
1	House hold water supply (Tap)	-	-	3	2	5	4	3	4	1	2	3	2	4	3	3.0 (1-5)
2	RO drinking water	-	-	-	2	-	-	3	5	-	-	1	4	4	3	3.1 (1-5)
3	Bore well water	-	2	-	2	-	3	3	3	1	-	2	3	4	2	2.5 (1-4)
4	Drainage(village)	-	-	3	2	5	4	4	3	2	2	2	3	4	4	3.2 (2-5)
5	Electricity	-	3	2	3	5	3	3	3	2	1	3	3	3	2	2.8 (1-5)
6	Street lights	-	5	2	4	3	3	3	5	2	2	3	3	5	3	3.3 (2-5)
7	Liquid waste management	-	5	3	4	4	-	3	3	3	2	3	3	5	4	3.5 (2-5)
8	Garbage/solid waste management	-	3	3	3	2	-	3	3	3	2	3	2	5	4	3.0 (2-5)
9	Maintenance of roads/streets	-	4	3	2	2	3	3	2	2	3	3	2	3	3	2.7 (2-4)
10	Reclaiming unhealthy localities.	-	3	3	-	2	-	4	3	3	3	3	2	4	4	3.1 (2-4)
11	Removal of carcasses.	-	5	3	2	2	-	3	2	1	3	3	2	5	4	2.9 (1-5)
12	Maintenance of all community assets	3	3	3	2	3	3	2	2	3	3	3	2	5	2	2.8 (2-5)

13	Earmarking places for dumping refuse	-	3	4	-	2	4	3	3	4	-	3	3	4	4	<b>3.4 (2-4)</b>
14	Spraying disinfectant	-	3	4	-	1	1	4	4	4	3	2	2	5	3	<b>3.0 (1-5)</b>
15	Types of road	-	-	-	-	-	-	3	2	1	2	3	3	1	-	<b>2.1 (1-3)</b>
	<b>Average</b>	<b>3.0</b>	<b>3.5</b>	<b>3.0</b>	<b>2.5</b>	<b>3.0</b>	<b>3.1</b>	<b>3.1</b>	<b>3.1</b>	<b>2.3</b>	<b>2.3</b>	<b>2.7</b>	<b>2.6</b>	<b>4.1</b>	<b>3.2</b>	
	<b>Services provided by the GPs/ VDCs as a Facilitator</b>															
	<b>II. Development Services - Economic</b>															
16	Bill collection*	-	-	3	2	-	-	2	3	1	2	3	2	5	-	<b>2.5 (1-5)</b>
17	Crop insurance	-	3	2	3	3	-	2	2	2	1	1	-	3	-	<b>2.2 (1-3)</b>
18	Bank (e -seva)*	3	-	1	1	2	-	2	2	2	2	2	2	2	-	<b>1.9 (1-3)</b>
19	Revenue	2		1	1		-	2	3	1	1	-	2	-	-	<b>1.6 (1-3)</b>
20	Seed / fertilizer*	-	-	-	-	2	-	2	-	2	-	2	2	3	-	<b>2.1 (2-3)</b>
21	Marketing	-	-	-	-	-	-	2	2	-	2	-	2	4	-	<b>2.4 (2-4)</b>
22	Trade license	-	-	-	-	-	-	-	2	-	-	-	2	-	-	<b>2.0 (0-2)</b>
23	Khasra (land revenue)	2	2	2	1	-	-	2	2	1	1	-	1	-	-	<b>1.5 (1-2)</b>
24	Kisan credit card*	-	-	3	-	-	-	-	-	-	-	-	-	-	-	<b>3.0 (0-3)</b>
	<b>Average</b>	<b>2.3</b>	<b>2.5</b>	<b>1.8</b>	<b>1.5</b>	<b>2.3</b>	-	<b>2.0</b>	<b>2.2</b>	<b>1.6</b>	<b>1.4</b>	<b>1.7</b>	<b>1.8</b>	<b>3.0</b>	<b>2.3</b>	
	<b>III. Development Services - Human</b>															
25	PHC/ sub PHC	-	-	1	-	-	-	2	3	2	2	-	2	4	-	<b>2.3 (1-4)</b>
26	Health	3	-	-	-	2	-	-	-		-	-	-	-	-	<b>2.0 (0-2)</b>
27	Education	2	2	-	-	4	-	2	-	2	-	-	-	2	3	<b>2.4 (2-4)</b>
28	Ration card/ civil supply	-	-	1	2	-	-	2	1	2	1	2	2	2	-	<b>1.6 (1-2)</b>
29	Allotment of BPL list	-	-	-	-	-	-	2	1	1	-	-	-	-	-	<b>1.3 (1-2)</b>
30	Access to info on development	-	-	-	-	-	4	-	2	-	1	-	-	-	2	<b>2.3 (1-4)</b>
31	Anganwadi	2	2	-	-	4	-	2	-	2	-	-	-	3	3	<b>2.7</b>

																(2-4)
	<b>Average</b>	<b>2.3</b>	<b>2.0</b>	<b>1.0</b>	<b>2.0</b>	<b>3.3</b>	<b>4.0</b>	<b>2.0</b>	<b>1.8</b>	<b>1.8</b>	<b>1.3</b>	<b>2.0</b>	<b>2.0</b>	<b>2.8</b>	<b>2.7</b>	<b>2.3</b>
	<b>IV. Regulatory Services</b>															
32	Ration shop	3	2	-	-	4	-	2	-	2	-	-	-	-	4	<b>2.8</b> <b>(2-4)</b>
33	Removing encroachments	-	4	2	2	2	-	3	2	3	2	3	2	5	3	<b>2.8</b> <b>(2-5)</b>
	<b>Average</b>	<b>3.0</b>	<b>3.0</b>	<b>2.0</b>	<b>2.0</b>	<b>3.0</b>	-	<b>2.5</b>	<b>2.0</b>	<b>2.5</b>	<b>2.0</b>	<b>3.0</b>	<b>2.0</b>	<b>5.0</b>	<b>3.5</b>	
	<b>V. Governance Services</b>															
34	Grievances redressal	-	1	-	-	-	-	4	-	-	-	-	-	4	3	<b>3.0</b> <b>(1-4)</b>

Source: Concerned State Reports of this study

Note: (a) 1. Very Good; 2. Good; 3. Average; 4. Bad; 5. Very bad (b) Figures in parentheses indicate the range of rating; (c) \* Services available at GP level by help of departments/institutions. .

Out of 34 services, only four services were rated as good or very good with an average score of less than 2.0. These included allotment of BPL list, ration card, bank, khasra (land revenue), and revenue. As many as 10 services were rated as bad with an average scoring more than 3.0.

Rating of these services varied considerably across the States. Few services like grievance redressal in Assam, spraying disinfectants in Himachal Pradesh and Jharkhand, removal carcasses, bore well and household water supply in Rajasthan and RO water supply in Telangana were rated as very good. On the other hand, majority of the services across the States got average rating compared to any other rating. These results suggest that the supply of basic services were perceived to be about average across the States, except those relating to sanitation. These results confirm the importance given to sanitation through Swachh Bharat Programme by the Government of India.

Rating of different services across States also varied significantly. The ratings were highest for Sikkim and lowest for Uttar Pradesh for all the five categories of services provided by the GPs/VDCs or facilitated by them.

### 11.3 Satisfaction Level of Citizens on the Services Delivered by Line Departments and Facilitated by the GPs

We had collected data on satisfaction level of citizens on services delivered by line departments, where the role of GPs/VDCs was mainly limited to monitoring the functioning of those departments. Details of rating of citizens are presented in Table 23.

**Table 23: Citizens Rating of GPs as Facilitator of Services Delivery by Other Institutions**

Sl#	Services	Average Rating of the sampled GPs/VCDCs State Wise													
		Assam	Chattisgarh	Gujarat	Haryana	Himachal Pradesh	Jharkhand	Karnataka	Madhya Pradesh	Rajasthan	Sikkim	Telangana	Tripura	Uttar Pradesh	West Bengal
1	<b>Education</b>														
	Attendance of teachers	1	2	2	2	2	-	2	2	2	2	1	-	2	2
	Enrolment of eligible children	1	2	2	2	2	-	2	2	2	2	2	-	3	2
	Attendance of enrolled children	2	2	2	1	2	-	2	2	2	2	2	-	3	3
	Facilities in school	2	3	2	2	2	-	2	2	2	2	2	-	3	3
	Adequacy of teachers	2	3	2	2	2	-	2	2	2	2	2	-	3	4
	Adequacy Classrooms	2	3	2	2	2	-	2	2	2	2	3	-	3	3
	Adequacy drinking water	2	3	2	2	2	-	2	2	1	2	2	-	-	3
	Adequacy toilets	2	3	2	2	2	-	2	2	2	-	3	-	3	3
	<b>Average</b>	<b>1.8</b>	<b>2.6</b>	<b>2.0</b>	<b>1.9</b>	<b>2.0</b>		<b>2.0</b>	<b>2.0</b>	<b>1.9</b>	<b>2.0</b>	<b>2.1</b>	<b>-</b>	<b>2.9</b>	<b>2.9</b>
2	<b>Health(ANM)</b>														
	Visits as per schedule and provides medical aid	4	3	2	3	3	-	2	2	3	4	3	-	3	2
	Does not visit as per schedule	4	3	2	3	3	-	2	-	-	3	-	-	3	-
	Visits only with medical teams	4	3	2	3	3	-	2	-	-	2	-	-	3	-
	<b>Average</b>	<b>4.0</b>	<b>3.0</b>	<b>2.0</b>	<b>3.0</b>	<b>3.0</b>	<b>-</b>	<b>2.0</b>	<b>2.0</b>	<b>3.0</b>	<b>3.0</b>	<b>3.0</b>	<b>-</b>	<b>3.0</b>	<b>2.0</b>
3	<b>Housing</b>														
	Allotment as per BPL list	3	4	2	3	4	-	2	2	1	2	2	-	-	2
	Favouritism in allotment	3	3	2	3	4	-	2	2	-	2	-	-	-	2
	No BPL list made Public	3	3	2	3	4	-	2	-	1	2	-	-	-	3
	<b>Average</b>	<b>3.0</b>	<b>3.3</b>	<b>2.0</b>	<b>3.0</b>	<b>4.0</b>	<b>-</b>	<b>2.0</b>	<b>2.0</b>	<b>1.0</b>	<b>2.0</b>	<b>2.0</b>	<b>-</b>	<b>-</b>	<b>2.3</b>
4	<b>Pensions</b>														

	Paid regularly	2	3	2	3	3	-	2	2	2	-	1	-	-	3
	Once in two months	2	3	2	3	3	-	2	2	-	-	-	-	-	2
	Once in six months	2	4	2	3	3	-	2	2	-	1	-	-	-	2
	Not paid	2	5	2	3	3	-	2	2	-	-	-	-	-	2
	<b>Average</b>	<b>2.0</b>	<b>3.8</b>	<b>2.0</b>	<b>3.0</b>	<b>3.0</b>	-	<b>2.0</b>	<b>2.0</b>	<b>2.0</b>	<b>1.0</b>	<b>1.0</b>	-	-	<b>2.3</b>
5	<b>Scholarship</b>														
	Paid regularly	4	3	2	3	-	-	2	2	2	2	1	-	-	2
	Once in two months	4	3	1	3	-	-	2	-	-	-	-	-	-	2
	Once in six months	4	4	1	3	-	-	2	2	-	-	-	-	-	2
	Not paid	4	5	1	3	-	-	2	-	-	-	-	-	-	2
	<b>Average</b>	<b>4.0</b>	<b>3.8</b>	<b>1.3</b>	<b>3.0</b>	-	-	<b>2.0</b>	<b>2.0</b>	<b>2.0</b>	<b>2.0</b>	<b>1.0</b>	-	-	<b>2.0</b>
6	<b>Mid-Day Meal Supply</b>														
	Provided as per schedule maintained	1	1	1	1	-	-	2	2	2	2	1	-	3	2
	Food Quality as per norms	1	4	1	1	-	-	2	2	3	3	2	-	5	2
	Food quantity as per norm	1	4	1	1	-	-	2	2	2	-	2	-	5	3
	<b>Average</b>	<b>1.0</b>	<b>3.0</b>	<b>1.0</b>	<b>1.0</b>	-	-	<b>2.0</b>	<b>2.0</b>	<b>2.3</b>	<b>2.5</b>	<b>1.7</b>	-	<b>4.3</b>	<b>2.3</b>
7	<b>Bank Services</b>														
	Provided to all villagers	3	1	2	3	-	-	2	5	2	-	3	-	4	3
	Provided only to those having assets	3	2	2	3	-	-	2	5	-	2	-	-	-	3
	Provided only to SHGs	3	3	2	3	-	-	2	-	-	1	-	-	-	3
	Provided only to influential	3	2	2	3	-	-	2	-	-	1	-	-	-	3
	Defaulters are not provided	3	4	2	3	-	-	2	-	-	1		-	-	3
	Not provided to any	3	3	2	2	-	-	2	-	-	-	-	-	-	4
	<b>Average</b>	<b>3.0</b>	<b>2.5</b>	<b>2.0</b>	<b>2.8</b>	-	-	<b>2.0</b>	<b>5.0</b>	<b>2.0</b>	<b>1.3</b>	<b>3.0</b>	-	<b>4.0</b>	<b>3.2</b>
8	<b>Crop Insurance</b>														
	Insuring on time to all eligible farmers	3	2	2	3	-	-	2	4	-	-	3	-	-	-
	Insuring on tome to only influential farmers	3	3	2	3	-	-	2	-	-	-	-	-	-	-

	Not insuring any farmer on time	3	4	2	3	-	-	2	2	-	-	-	-	-	-
	Getting insurance claims on time for all farmers	3	3	2	3	-	-	2	4	-	-	-	-	-	-
	Getting insurance claims on time to only influential farmers	3	4	2	3	-	-	2	5	-	-	-	-	-	-
	<b>Average</b>	<b>3.0</b>	<b>3.2</b>	<b>2.0</b>	<b>3.0</b>	-	-	<b>2.0</b>	<b>3.8</b>	-	-	<b>3.0</b>	-	-	-

Source: Concerned State Reports of this study

Note: (i) “-” indicates data was not available; (ii) 1. Very Good/ strongly agree; 2. Good/ Agree; 3. Average/ somewhat agree; 4. Bad/ disagree; 5. Very bad/ strongly disagree

As in the case of services provided by GP, its facilitation role in providing services through other departments varied considerably across States. The GPs in Chhattisgarh performed better than GPs in other States. Performance of GPs in education is above average in Uttar Pradesh and West Bengal, while banking services are rated better in Madhya Pradesh. Mid-day meal scheme is rated poorly in almost all the States.

#### 11.4 Quality of Services Delivered by the GPs – Time and Cost

The quality of services delivered by the GPs was also assessed in terms of time taken to get the service and the cost incurred by the citizens. Results on quality of important services is presented first in a summary table (Table 24) followed by a separate table each service.

##### 11.4.1 Overview of Quality of Some Important Services Delivered by the GPs.

Results of the analysis of data on quality of some important services provided by the GPs in different States are presented in Table 24. States from which we got are shown in the last column of the table. We have to include this column as we did not get data from all the states. Out of the 43 services described in the Table 24, only 15 services are being provided by quite a few States. Remaining 28 services are being provided by only one or two States. Hence these 28 services are not described in detail in this section.

The Table 24 shows that there is large variation in both the time taken and the cost to be incurred for availing various services across the States. For example, birth certificate took 1 to 24 days and cost ranged from Rs. 0 to 100/- across the States. Similarly, the death certificate took same time as birth certificate (1 to 24 days), it but its range in cost was slightly less (Rs. 0 to 75/-). In terms of time, pension application &



verification took the maximum time (1 to 180 days), followed by building approval (2 to 120 days), caste certificate (2 to 90 days), and residence proof (1 to 60 days).

In terms of cost, migration certificate has the lowest and highest cost (Rs. 0 to 300/-) across States. It was followed by land related service, caste certificate, residence proof, death certificate and building approval (Rs. 0 to 75/-). Registration for BPL/PDS, application for electrification connection, and crop certificate were the cheapest – they are provided free but by very few States. Such large variations in time and cost for a given service across States can easily be reduced by suggesting a standard time and cost for each service.

**Table 24: Quality of Services at the GP Level across States with Cost and Time**

Sl.No	Name of the Service	Service Delivery Centre	Average Time (days)	Cost (RS.)	Name of the States
<b>I. Civic Services</b>					
1	Tap water connection	GP	15.5 (1 - 45)	50	Har, HP, Raj, Kar
2	Drinking water - Minor repairs of drinking water supply	E- Service	3	10	Karnataka
3	Electricity connection	GP/Elec. Dept.	21 (1 - 30)	0 to 50	HP, Raj, UP
4	Street lights - New street lights in existing roads	E- Service	45	10	Karnataka
<b>II. Welfare Services</b>					
5	Pension application & verification	GP forwards to BP/SJD	95 (1 - 180)	15 (0 - 30)	Har, HP, Raj, UP
6	Registration for unemployment allowance	GP/e-Seva	1	30	Har, Raj
7	PDS (BPL) registration	GP (forwards to district Civil Supplies)	25 (15 - 30)	0	Har, HP, Raj, UP
8	Disabled - Application for Disabled Programme services	E- Service	30	0	Karnataka
9	Welfare fund - Application for 25%SC/ST Welfare fund Programmes	E- Service	30	10	Karnataka
10	Welfare fund - Application Sports Welfare Fund services	E- Service	30	10	Karnataka
11	House allotment - new free site application	E- Service	30	20	Karnataka

	<b>III. Development Services - Economic</b>				
12	Crop certificate	GP (forwards to Revenue)	15 (7 - 30)	0	Ass, HP, Kar, UP, Raj
13	Crop insurance - Fasal Bima	GP – CSC	1	300	Haryana
14	Bore well completion certificate	E- Service	1	50	Karnataka
15	Skill development - Application for Skill oriented equipment like sewing machines, SCP Plans etc.	E- Service	30	10	Karnataka
16	Land related service	GP / e-Seva	10 ( 7 - 28)	22.5 ( 0 - 75)	Har, Kar, Raj, Tel
17	E-Payments on works pertaining to development projects	E- Service	7	10	Karnataka
18	MGNREGS job card distribution	E- Service	30	10	Karnataka
	<b>IV. Development Services - Human</b>				
19	Students Pass	E- Service	3	10	Karnataka
	<b>V. Regulatory Services</b>				
20	Residence proof	GP / e-Seva	15.3 (1 - 60)	20.8 (0 - 75)	Chat, Guj, Jha, Kar, MP, Tel, Tri, WB
21	Building approval	GP/e-Seva	42.5 (2 - 120)	51.5 (0 - 75)	ASS, HP, Jha, Kar, Tel, WB
22	Shop Approval	GP/e-Seva	20 (15-25)	55	Kar, Tel
23	Birth Certificate	GP / e-Seva	9.0 (1 - 24)	24.4 (0 - 100)	ASS, Chatt, Guj, Har, HP, Jha, MP, Raj, Sikk, Tel, Tri, UP, WB
24	Death Certificate	GP/e-Seva/Hospital	9.5 (1 - 24)	14.0 (0 - 75)	ASS, Chatt, Guj, Har, HP, Jha, MP, Raj, Tel, Tri, UP, WB
25	Domicile certificate	GP / e-Seva	8.8 (2 - 28)	23.5 (0 - 55)	ASS, Chatt, Guj, Har, HP, Jha, Kar, MP, Raj, Tel, Tri, UP, WB
26	Marriage Certificate	GP / e-Seva	15.2 (1 – 40)	108.8 (0 – 400)	Chatt, Guj, Har, HP, Jha, MP, Raj, Tel, Tri, UP
27	Caste certificate	GP / e-Seva	21.5 (2 - 90)	24.5 (0 - 75)	ASS, Chatt, Guj, Har, HP, Jha, Kar, MP, Raj, Tel, Tri, UP, WB

28	Applications - Distribution of documents relating to population/crops/livestock census/BPL list	E- Service	7	10	Karnataka
29	Domicile certificate - Permanent Residence Certificate	GP/VLDC	14	52/-	Assam
30	Gas connection - Applications for Gas connection	E- Service	30	20	Karnataka
31	Income Certificate	GP/VLDC	10	-	Assam
32	Land certificate - E-Swathu-issuing Form 9 and Form 11 to land property	E- Service	45	100	Karnataka
33	Licence - Entertainment Licence or changes thereof	E- Service	7	250	Karnataka
34	Licence for Ads	E- Service	45	50	Karnataka
35	Licence for Hotels and shops	E- Service	45	50	Karnataka
36	License for shops	GP	15	50	Haryana
37	NOC - Issuing NOC for issues related to other Departments	E- Service	60	50	Karnataka
38	NOC - No objection certificates for storing of petroleum products	MeeSeva	21-28	35-75/-	Tripura
39	NOC for conversion of land for non-agricultural purpose	E- Service	45	50	Karnataka
40	Property tax assessment list	E- Service	45	50	Karnataka
41	Residence Certificate - Register of Ordinary Residents (e-ROR)	GP	2 - 3	5/-	Tripura

*Source: Concerned State Reports of this study*

#### 11.4.2 Quality of Services - Birth Certificate

Birth certificate perhaps is one of the most important certificates for an individual. It is required for various purposes like securing admission in schools, employment, passport and visa, ration, Adhaar and election cards, and even for PAN card. Details of time and cost of service related to birth certificate are given in Table 25. Out of 14 States, 12 States provided data on issue of birth certificate through GP/ VLDC (in case of North Eastern states). The duration of issuing birth certificates differed widely across States. In Gujarat, the duration of issuing birth certificate is one day whereas in Telangana, the same is issued in 21 to 28 days. In some States like Gujarat, GP is the sole authority of issuing birth certificate whereas in some other States like Telangana, the application goes to Mandan Development Officer through Mee Seva. In

the case of birth in health institutions, the proof of birth is issued by the concerned health institution based on which GP issues the birth certificate. This study finds that in the case of Himachal Pradesh, there is no charge on issuing of birth certificate whereas in Chhattisgarh, a needy person has to pay Rs.100/.

**Table 25: Birth Certificate**

State	Service Delivery Centre	Average Days	Days (Range)	Average Cost(RS.)	Cost Range(RS.)	Supporting Department
Gujarat	GP	1	1	10	Rs. 10/-	Gram Panchayat
Jharkhand	GP as verifying authority	1	15	40	40	Block Development Office
Tripura	-	6	5 -7	10	10/-	Revenue
Assam	GP/VCDC	7	7	0	0	PHC / Hospital (prove certificate issue)
Madhya Pradesh	GP	7	0 7	5	5/-	-
Himachal Pradesh	GP	10	1 -21	0	No Charge	Hospital also issue
Rajasthan	GP	10	01 -21	-	-	Hospital also issue
Uttar Pradesh	GP/ Hospital	10	01 -21	0	No Charge	Panchayati Raj/ Health
West Bengal	GP	12	3- 21	-	-	PHC/Hospital issue prove certificate, (for institutional delivery)
Chhattisgarh	GP	12	1-21	100	100/-	PHC
Telangana	Mee Seva	24	21-28	55	35-75/-	PHC/Mandal Office
Haryana	No role	-	-	-	-	Issued by the hospital.

*Source: Concerned State Reports of this study*

*Note: VLDC: Village Council Development Committee*

#### 11.4.3 Quality of Services – Death Certificate

Death certificate is one of the important certificates which is required for multiple purposes i.e. claiming the immovable and movable properties of the deceased, claiming insurance benefits, etc. Details are provided in Table 26. This study finds that death certificate in Gujarat is issued within a day charging Rs.10/- at GP level whereas in Telangana, this is issued in 21 to 28 days by paying an amount of Rs 55/- through MeeSeva. States like Assam, Chhattisgarh, Himachal Pradesh, Rajasthan, Uttar Pradesh and West

Bengal, the death certificate is issued free of cost. In this regard, PHC/ Hospital issues proof of death to the concerned person based on which death certificate is issued by the GP/other appropriate authority.

**Table1.26: Death Certificate**

State	Service Delivery Centre	Average Days	Days (Range)	Average Cost(RS.)	Cost Range (RS.)	Supporting Department
Gujarat	e-Seva	1	1	10	Rs. 10/-	Gram Panchayat
Haryana	GP - CSC	3	2 - 4	30	30	ANM's certification & Aadhaar card.
Tripura	-	6	5 - 7		-	Revenue
Assam	GP/VLDC	7	7	0	0	-
Madhya Pradesh	GP	7	0 7	5	5/-	-
Chhattisgarh	GP	10	1-21	0	Nil	PHC
Himachal Pradesh	GP	10	01 -21	0	No Charge	Hospital also issue
Rajasthan	GP	10	01 -21		-	Hospital also issue
Uttar Pradesh	GP/Hospital	10	01 -21	0	No Charge	Panchayat Raj/ Health
West Bengal	GP	12	3 - 21 s	0	-	By hospital if died there
Jharkhand	GP	15	15	40	40	Block Development Office
Telangana	Mee Seva	24	21-28	55	35-75/-	PHC/Mandal Office

*Source: Concerned State Reports of this study*

#### 11.4.4 Quality of Services – Marriage Certificate

During these days, marriage certificate is required for many purposes i.e. obtaining benefits of one or other government scheme, judicial purpose, bank related issues, authorizing property, etc. This study finds that Government of Gujarat issues marriage certificate on the same day with a cost of Rs.203/- whereas the Government of Himachal Pradesh provides marriage certificate in a month charging Rs. 300/- (see Table 27). The Government of Rajasthan issues the same certificate within 21 days at a cost of Rs.120. The Government of Jharkhand and Uttar Pradesh issue marriage certificate within one day without charging any amount. In few States, marriage courts issue proof of marriage to the citizens.

**Table 27: Marriage Certificate**

State	Service Delivery Center	Average Time Taken	Time Taken (days)	Average cost	Cost	Supporting Department
Gujarat	GP	1	1	203	203/-	Gram Panchayat
Jharkhand	GP certifies	1	1	0	0	-
Uttar Pradesh	GP/ Court	1	1	0	0	PRI/Judiciary
Haryana	GP - CSC	4	1 - 8	30	30/-	Tehsildar
Madhya Pradesh	GP	5	5	30	30/-	
Rajasthan	GP	21	21	120	120	-
Telangana	MeeSeva	24	21 to 29	55	35 to 75/-	MDO
Chhattisgarh	GP	30	30	50	50/-	Court
Himachal Pradesh	GP	30	30	300	200 to 400	
Tripura	GP	35	30 - 40	300	300/-	BDO

Source: Concerned State Reports of this study

#### 11.4.5 Quality of Services – Domicile Certificate

The domicile certificate helps to get benefits of various government schemes pertaining such education employment. Details of this study's findings are given in Table 28. The provision of issuing domicile certificate is faster in West Bengal (2-3days) whereas in Telangana, the same can be obtained in 21 to 28 days. There is no fee for issuing domicile certificate in West Bengal, Chhattisgarh, Madhya Pradesh, Himachal Pradesh and Tripura whereas in Rajasthan, Uttar Pradesh, Gujarat, Jharkhand, and Telangana, a needy person has to pay between Rs. 20 and Rs. 55. In Gujarat, Haryana, Madhya Pradesh, Rajasthan, Uttar Pradesh, revenue department issues such certificate.

**Table 28: Domicile Certificate**

State	Service Delivery Centre	Average Days	Days (Range)	Average Cost (RS.)	Cost Range (RS.)	Supporting Department
West Bengal	GP	2.5	2 - 3	-	-	SDO
Chhattisgarh	GP	4	1-7	0	Nil	
Haryana	GP - CSC	4	6-7	30	30	Tehsildar
Gujarat	Taluka/ Block	7	7	23	Rs. 23/-*	Mamlatdar
Madhya Pradesh	-	7	7	-	-	SDO, Revenue
Himachal Pradesh	GP (forward)	7	7	0	No Charge	Revenue

Tripura	-	7	1-15	-	-	SDM
Rajasthan	e-Mitra / GP (forward)	7	15	20	Rs.20	Revenue
Uttar Pradesh	GP (forward)	7	15	20	Rs.20	Revenue
Jharkhand	GP	15	15	40	40	BDO
Telangana	MeeSeva	24	21-28	55	35-75/-	Mandal Office

Source: Concerned State Reports of this study

#### 11.4.6 Quality of Services - Caste Certificate

The Indian social structure is designed on caste basis. The caste system has not only developed exploitation of down trodden but also used to grab their rights and opportunities. To overcome this problem, Government has made efforts to improve quality of life of such socially and economically deprived sections of the society. Caste certificate is required to get benefits from Government programmes. This study finds (see Table 29) that the caste certificate can be obtained in Gujarat within 3 days whereas in Tripura, it is issued in three months (90 days). The caste certificate by and large is issued by the revenue department except in Jharkhand and Telangana where caste certificate is issued by the BDO and MDO. In Gujarat, caste certificate can be obtained from the revenue inspector (headquarters GP) whereas in Tripura, it is issued by SDM. To obtain caste certificate in Telangana, one has to pay an average of Rs. 55/- whereas in the case of Chhattisgarh, it is issued free of cost.

**Table 29: Caste Certificate**

State	Service Delivery Centre	Average Days	Days (Range)	Average Cost (Rs.)	Cost Range	Supporting Department
West Bengal	GP	-	-	-	-	SDO
Gujarat	e- Seva	2	3	23	Rs. 23/-	Mamlatdar
Haryana	GP - CSC	5	7-8	30	30	Tehsildar
Karnataka	E- Service	7	7	15	15	GP/other Departments
Himachal Pradesh	GP (forward)	10	10	30	Rs.30	Revenue
Chattisgarh	GP	15	15	0	0	Revenue
Rajasthan	e-Mitra/GP (forward)	15	15	20	Rs.20	Revenue
Jharkhand	GP	15	15	40	40	BDO
Uttar Pradesh	GP (forward)	15	15	20	Rs.20	Revenue
Telangana	MeeSeva	24	21-28	55	35-75/-	Mandal Office
Assam	GP/VLDC	30	30	10	10/-	Revenue
Madhya Pradesh	-	30	30	-	-	SDO, Revenue
Tripura	-	90	90	-	-	SDM

Source: Concerned State Reports of this study

#### 11.4.7 Quality of Services – PDS Registration

The Government of India has implemented food security scheme through public distribution system (PDS). The benefit of PDS is mainly provided to below poverty line (BPL) families. The list of categories of BPL families is finalized by Government of India by adopting certain norms, and supplying of food grains to the registered BPL families is done by Department of Civil Supplies and Consumer Protection at the State government level. The results on PDS registration are given in Table 30. The PDS registration is done by civil supplies department on the basis of the application being forwarded by the GP. The registration is free in all the States for which data is available while the time taken across States varied between 15 to 30 days.

**Table 30: PDS Registration**

State	Service Delivery Centre	Average Time Taken (days)	Time Taken (days)	Average cost (RS.)	Cost (RS.)	Supporting department
Haryana	No role	-	-	-	-	Only at DC / ADC, Dist. level
Rajasthan	GP (forward)	15	15	-	-	Civil Supplies & Consumer Protection
Himachal Pradesh	GP (forward)	30	30	-	-	Civil Supplies & Consumer Protection
Uttar Pradesh	GP (forward)	30	30	-	-	Civil Supplies & Consumer Protection

*Source: Concerned State Reports of this study*

#### 11.4.8 Quality of Services – BPL Certificate

The concept of poverty initially measured through calorie intake was later on measured by using multiple indicators. In India, around one third of population lives under below poverty line (BPL). The results of this study on time and cost involved in obtaining BPL certificate are given in Table 31. The list of BPL families generally available at the GP/VLDC. The BPL certificate can be obtained at GP/ e-seva within one day in Gujarat, whereas, it takes more than three-months (105 days) in Tripura without any charge in both the States. In Telangana, BPL certificate can be obtained from Mandal Officers through MeeSeva in 21 to 28 days with an average cost of Rs.55/-.

**Table 31: BPL Certificate**

State	Service Delivery Centre	Average Time Taken (days)	Time Taken (days)	Average cost (RS.)	Cost (RS.)	Supporting department
Jharkhand	GP certifies	0	0	0	0	-
Gujarat	e-Seva	1	1	-	-	Gram Sabha.



Himachal Pradesh	GP	1	1	0	0	Panchayat Raj
Rajasthan	GP	1	1	-	-	-
West Bengal	GP	2.5	2 - 3	-	-	BDO
Chhattisgarh	GP	15	15	0	0	BDO
Telangana	MeeSeva	24	21-28	55	35-75/-	MDO
Madhya Pradesh	-	30	30	-	-	Revenue
Tripura	GP	105	100-110	0	0	-
Haryana	No role	-	-	-	-	BDPO office

*Source: Concerned State Reports of this study*

#### 11.4.9 Quality of Services -Residence Proof Certificate

Table 32 provides details of the study's results about issuing residence proof certificate. The proof of residence certificate is issued in Gujarat within one day where as in Tripura, the same can be obtained in 45 to 60 days. Both the State governments are not charging any amount from the person where as in Madhya Pradesh, Jharkhand and Telangana, the State governments charge Rs. 30/-, Rs. 40/- and Rs. 55/- respectively.

**Table 32: Residence of Proof Certificate**

State	Service Delivery Center	Average Time Taken (days)	Time Taken (days)	Average cost (RS.)	Cost (RS.)	Supporting Department
Gujarat	GP	1	1	0	Rs.0/-	GP
West Bengal	GP	2.5	2-3			SDO
Madhya Pradesh	GP	5	5	30	30/-	
Karnataka	E- Service	7	7	0	0	GP
Chhattisgarh	GP	15	15			Revenue
Jharkhand	GP verifies	15	15	40	40	BDO
Telangana	MeeSeva	24	21-28	55	35-75/-	MDO
Tripura	GP	53	45 – 60	0	0	SDM

*Source: Concerned State Reports of this study*

#### 11.4.10 Quality of Services -Building Approval

In rural areas, GPs generate revenue from different sources which is known as own source of revenues. These come from taxes, fees, lease, license, etc. Details of these are shown in Table 33. The study finds that approval of building construction obtained in West Bengal between 2-3 days whereas in case of Himachal Pradesh, the same can be obtained on average in 120. In the case of Karnataka, a needy person has to pay Rs. 50/- whereas in Telangana, one has to pay on average an amount of Rs 55/-. In Karnataka,

the approval of building construction is issued by Gram Panchayat whereas in Telangana, it is issued by the Mandal Officers.

**Table 33: Building Approval**

State	Service Delivery Center	Average Time Taken (days)	Time Taken (days)	Average cost (RS.)	Cost (RS.)	Supporting Department
Tripura	-	-	-	-	-	-
Jharkhand	No Role	-	-	-	-	-
Assam	GP/VLDC	-	-	-	-	-
West Bengal	GP	2.5	2 - 3			-
Karnataka	E- Service	7	7	50	50	GP
Telangana	MeeSeva	24	21-28	55	35-75/-	Mandal Office
Karnataka	E- Service	60	60	50	50	GP
Himachal Pradesh	Forest Right Committee, GP, Gram Sabha and FRC Clearance	120	120			

*Source: Concerned State Reports of this study*

#### 11.4.11 Quality of Services – Electricity Connection

Electricity is one of the universal indicators that measure development of a country or State or a village. It improves quality of life. Details of our study on electricity connections provided by the GPs are presented in Table 34. The connection of electricity in Haryana is given within two days whereas in Rajasthan and Uttar Pradesh, the connection of electricity takes one month. The application for obtaining electricity is forwarded by the GP to the electricity department which provided the connection. The cost of electricity connection calculates by the department.

**Table 34: Electricity Connection**

State	Service Delivery Center	Average Time Taken (days)	Time Taken (days)	Average cost (RS.)	Cost (RS.)	Supporting Department
Himachal Pradesh	Electricity Dept.	1.5	1-2	-	-	Electricity Department

Rajasthan	GP (forward)	30	30	-	-	Electricity Department
Uttar Pradesh	GP (forward)	30	30	-	-	Electricity Department

*Source: Concerned State Reports of this study*

#### 11.4.12 Quality of Services – Tap Water Connection

Hand pumps and tap water connections are both considered as a safe source of drinking water. Public Health Engineering Department (PHED) provides connection of the safe drinking water to those applicants who rotate their applications through GPs (see Table 35). In Himachal Pradesh and Rajasthan, applications for obtaining connection of tap water can be submitted at GP/ e-Seva by one visit to PHED. The fee paid is Rs. 50/- in Himachal Pradesh.

**Table 35: Tap Water Connection**

State	Service Delivery Centre	Average Time Taken (days)	Time Taken (days)	Average cost (RS.)	Cost (RS.)	Supporting Department
Uttar Pradesh	No tap water in villages	-	-	-	-	-
Himachal Pradesh	GP / Lok Mitra	1	1	50	50	-
Rajasthan	GP(forward)	1	1	-	-	PHED

*Source: Concerned State Reports of this study*

Land perhaps is the most important asset for rural people. GPs play some role in land related matters in some of the States. Details of the services provided by GPs in land related matters are presented in Table 36. The allotment of Patta under Bhamashah card in Rajasthan and allotment of GP Patta in Karnataka can be obtained one and seven days respectively. In this regard, Government of Karnataka does not charge any fee whereas Government of Rajasthan charges Rs. 20/-. States like Haryana and Telangana charge of Rs. 25/- and Rs. 55/-. The application for such services can be submitted at e-office which exist in and around of GP premises.

**Table 36: Land Related Service**

State	Service Delivery Centre	Average Time Taken (days)	Time Taken (days)	Average cost (RS.)	Cost (RS.)	Supporting Department
Haryana	GP-CSC (application)	-	-	25	25	Sachivalayas
Rajasthan	e-Mitra / GP (land under	1	One visit	20	20	-

	Bhamashah Card)					
Karnataka	e- Mirta (allotment of GP patta land )	7	7	0	0	GP
Karnataka	E- Service	7	7	10	10	GP/Revenue
Telangana	MeeSeva	24	21-28	55	35-75/-	PHC/Mandal Office

*Source: Concerned State Reports of this study*

#### 11.4.13 Quality of Services – Pension Registration

Government of India has provided social security to the vulnerable sections of the society through pension schemes for senior citizens, physically and mentally challenged persons and pensions for widows. Table 37 presents the details of the shows application process for pension scheme in the States of Rajasthan, Haryana, Himachal Pradesh and Uttar Pradesh for which we had data. The time taken for successfully registering for pensions takes one day in Rajasthan to 180 days Uttar Pradesh. The pension registration is free in Rajasthan while Rs. 25/- to 30/- is charged in Haryana and Himachal Pradesh. In Rajasthan, Himachal Pradesh and Uttar Pradesh, the pension is approved by the BDO, whereas in the case of Haryana, it is processed by social justice and welfare department.

**Table 37: Pension Application and Verification**

State	Service Delivery Center	Average Time Taken (days)	Time Taken (days)	Average cost (RS.)	Cost (RS.)	Supporting Department
Rajasthan	GP / e-mitra (forward)	1	1	-	-	Block Panchayat (20 - 30 days)
Haryana	GP - CSC	90	90	30	30	Social Justice and Welfare Department
Himachal Pradesh	GP (forward)	145	90 - 180	25	20-30	BDO
Uttar Pradesh	GP (forward)	145	90 - 180	0	20-30	BDO

*Source: Concerned State Reports of this study*

#### 11.4.14 Quality of Services – Registration for Unemployment Allowance

Unemployment of youth not only makes them unable to meet their basic requirements but also develops thoughts of hate and resentment towards the society and government, which may make them vulnerable to indulge antisocial activities. Unemployment, in other words, makes persons to indulge in antisocial activities. To mitigate such tendencies among unemployed youth, different States in India are providing

unemployment allowance to educated unemployed youth. The registration of unemployment can be made through e-Seva by one visit. The findings of this study are presented in Table 38. The results show that in Haryana and Rajasthan, youth approach for unemployment allowance through GP/e-Sava which is later on approved by the District Education Officer (DEO). It takes one visit and costs Rs. 30/- in both Haryana and Rajasthan.

**Table 38: Registration for Unemployment Allowance**

State	Service Delivery Center	Average Time Taken (days)	Time Taken (days)	Average cost (RS.)	Cost (RS.)	Supporting department
Haryana	GP – CSC	-	One visit	30	30	DEO
Rajasthan	e-Mitra / GP	1	One visit	30	30	DEO

*Source: Concerned State Reports of this study*

## 12. Citizens' Willingness to Pay for Services

Data was collected on willingness of citizens to pay user charges for the services provided by the GPs. Only 10 out of 14 States provided the data. Details are given in Table 39. There is a large variation across States on the citizens' willingness to pay user charges for the services provided by GPs. It ranged from Rs. 0 to 50/- per HH per month for household of drinking water, Rs. 0 to 2.50 per liter for RO drinking water, Rs. 0 to 20 per HH per month for general sanitation, Rs. 0 to 20 per HH per month for solid waste management (garbage collection), and Rs. 0 to 20 per HH per month for liquid waste management. In fact, more than 70% of the citizens in all the States were unwilling to pay for all the services except for drinking water and RO water. Citizens in West Bengal were unwilling to pay for any service except for household supply of drinking water.

**Table 39: Details of Willingness of Citizens to Pay User Charges for the Services Provided by GPs (in Rs)**

Sl #	Name of the Service	Unit	Assam	Gujarat	Haryana	Jharkhand	Karnataka	Madhya Pradesh	Rajasthan	Sikkim	Tripura	West Bengal
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1	Drinking water - House hold supply	Per HH per month	0 to 50	0 to 20	0 to 50	30	30 to 50	30 to 50	0 to 50	30 to 50	0 to 30	0 to 75
2	RO Water Supply	Per litre	0.50 to 2.50	2 to 2.50	0 to 10	2 to 5	2 to 5	2 to 5	0	2 to 5	0 to 2	0
3	General Sanitation	Per HH per month	10 to 20	0 to 10	0 to 20	0 to 10	0 to 20	10 to 20	0	10 to 20	0	0
4	Liquid waste management	Per HH per month	10 to 20	0 to 20	0 to 20	0 to 10	0 to 20	10 to 20	0	10 to 20	0 to 10	0
5	Solid waste management (Garbage collection)	Per HH per month	10 to 20	0 to 20	0 to 20	0 to 10	0 to 20	10 to 20	0	10 to 20	0 to 10	0

### 13. Use of e-Applications in GPs across the States

Government of India is taking keen interest in improving the services delivery by GPs through use of e-applications. The details of e-applications in GPs across the States are given in Table 40a.

**Table 40a: Use of e-Applications in GPs across the States**

Sl. No.	States / e-Applications	Local Government Directory	Area profiler	Plan Plus	PRIA Soft	Action Soft	National Asset Directory (NAD)	Service Plus	Social Audit and Meeting	Training Management	National Panchayat Portal (NPP)	Geographic Information System	Audit on-line
1	Assam	Yes	Yes	Yes	Yes	Yes	Yes	No	No	No	Yes	No	No

2	Chhattisgarh	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	No	Yes	No	No
3	Gujarat	Yes	Yes	Yes	No	Yes	Yes	No	No	No	Yes	No	No
4	Haryana	Yes	Yes	Yes	Yes	Yes	Yes	No	No	No	Yes	No	No
5	Himachal Pradesh	Yes	No	Yes	Yes	Yes	Yes	No	No	No	Yes	No	No
6	Jharkhand	Yes	Yes	Yes	Yes	Yes	Yes	No	No	No	Yes	No	No
7	Karnataka	Yes	Yes	Yes	No	No	No	No	No	No	No	No	No
8	Madhya Pradesh	Yes	Yes	Yes	No	Yes	Yes	No	No	No	Yes	No	No
9	Rajasthan	Yes	Yes	Yes	Yes	Yes	No	No	No	No	Yes	No	No
10	Sikkim	Yes	Yes	Yes	Yes	Yes	No	No	No	No	Yes	No	No
11	Telangana	Yes	No	Yes	Yes	Yes	No	No	No	No	Yes	No	No
12	Tripura	Yes	Yes	No	Yes	No	No	No	No	No	Yes	No	No
13	Uttar Pradesh	Yes	Yes	Yes	Yes	Yes	No	No	No	No	Yes	No	No
14	West Bengal	Yes	Yes	Yes	Yes	Yes	No	No	No	No	Yes	No	No

As can be seen from the results in Table 40a, all the States are using local government directory package, while none of the States are using audit on-line software package. In the case of all other services, there is a mixed trend – some States were using them while others were not using them.

We had collected data on ranking in the use of e-applications across the states. The results are presented in table 40b. There is a large variance in e-applications across the States. None of the States ranked e-applications as bad or very bad. Most of the States studied ranked use of e-applications as good or very good. However, GPs in Chhattisgarh, Gujarat, and Madhya Pradesh seem to be not doing well in using e-applications compared to GPs in other States. GPs in Tripura and Karnataka ranked e-applications as very good followed by Uttar Pradesh, Himachal Pradesh, West Bengal, and Gujarat. GPs in Telangana ranked e-applications as Good.

**Table 40b: Ranking Use of e-Applications in GPs across the States**

Sl#	e-Applications	Ranking of e- Applications State-wise													
		Assam	Chhattisgarh	Gujarat	Haryana	Himachal Pradesh	Jharkhand	Karnataka	Madhya Pradesh	Rajasthan	Sikkim	Telangana	Tripura	Uttar Pradesh	West Bengal
1	PRIA Soft	-	1	-	2	2	-	-	2	2	2	1	1	1	1
2	Plan plus	-	3	3	2	1	-	-	2	2	2	2	1	1	2
3	National Panchayat Portal	-	3	3	2	3	-	-	3	2	2	2	1	1	2
4	Local Government Directory	-	3	1	2	1	-	-	3	2	2	2	1	1	1
5	Action Soft	-	-	-	2	-	-	-	-	2	2	2	-	1	-
6	National Asset Directory	-	3	-	2	1	-	-	-	2	2	2	-	2	-
7	Area Profiler	-	3	1	2	1	-	-	-	2	2	2	1	3	3
8	Service Plus	-	-	-	-	-	-	-	-	2	-	2	-	-	-
9	Training Management	-	-	-	-	-	-	-	-	2	-	2	1	-	-
10	Others (Panchatantra, Social Audit, GIS, GP Management System)	-	-	-	-	-	-	1	-	1	2	2	-	-	2

Source: Concerned State Reports of this study

**Note:** (i) The Government of Karnataka and Rajasthan equipped with their own e – panchayat applications; Panchatantra and [sampark.raj.in](http://sampark.raj.in)

(ii) 1. Very Good/ strongly agree; 2.Good/ Agree; 3. Average/ somewhat agree; 4. Bad/ disagree; 5. Very bad/ strongly disagree

## 14. Problems in Delivery of Services

The results presented in the previous sections of this report indicate that some of the services were delivered well and some were not delivered as well as they should have been. The poor delivery of services was due to the constraints faced by the GPs and their style of functioning. As a result, citizens also faced problems in getting the services from the GPs. Some of these discussed below.



## 14.1 Problems Faced by GPs

- a) **Funds flow:** This study finds that irregularity of flow of funds and their inadequacy from all the sources such as finance commission, schemes, revenue including own sources, and lack of staff (both regular and temporary) is a major constraint in discharging of services at the GP level.
- b) **Revenue generation:** Autonomy for imposing user charges and lack of revenue generation by own sources by the GPs is another problem in addressing developmental works like supply of drinking water, removal of carcasses, removal of encroachment, maintenance of community assets, roads, liquid and waste management, etc. This problem is compounded by the dues from the citizens for the services provided to them.
- c) **Tax compliance:** Many citizens are not considering PRIs as their own institutions/bodies, and hence not willing to pay taxes.
- d) **Inadequate staff:** It is found that many of the GPs have not filled up sanctioned posts. Large variations are found across States in the case of physical strength of staff, both regular and temporary, at the GP level. The problem of sweepers found to be acute in some of the States.
- e) **Sanitation:** Most of the villages are not maintained hygienically, with people and officers mutually blaming each other - officers remarking on people for not being conscious of health factors, and in turn, the people blaming officers for not acting in the required direction.
- f) **Irregular power supply:** The study finds that lack of electricity supply and/or fluctuations in electricity supply, and lack of internet connection are main constraints in the use of e-applications. On the other hand, the line departments do not pay service charges to the functionaries of e-seva kendras which makes them to work irregularly.
- g) **Capacity building of staff:** The GP staff get training in both foundation and few refresher courses, whereas elected representatives get only foundation training for a short period (half day / one day). These courses are not adequate to get full exposure to the schemes and their role in both Central (MGNREGS, NRLM, PMAY, Social Security, etc.) and State government schemes.
- h) **Capacity building of elected representatives:** Elected Representatives of the GPs are not fully trained about the Service Delivery Act. This is compounded by the lack of coordination by the line departments resulting in delay in providing services and providing information about services provided on time.
- i) **Common assets:** The community assets belonging to GPs are maintained by them regularly as no exclusive funds are available for GPs for maintaining such assets. Thus. GPs have to maintain such assets out of their own funds.
- j) **Development planning:** The projects are planned by ZP/TP though these are to be based on GPDP projections. Actual practice is that elected representatives both ZP and TP level distribute funds available to them among themselves and see that they are spent as per their whims and fancy than

the requirements of their GPs. This has caused inequalities in the fruits of development in rural areas though substantial funds are flowing to rural areas.

- k) **Powers to the GPs:** There is a wide chasm between the powers given and the powers exercised. The GPs are yet to be given any powers with regard to formulation and implementation of programs/schemes under agriculture, animal husbandry, small scale industries, PDS, etc. All these are still under the purview of line departments located at district and taluk headquarters. The officials belonging to these departments hardly evince any interest in the working of GPs.
- l) **Procedures:** Certain procedural changes can also be introduced, but the same needs amendments to the existing Acts as most of them are covered under Revenue Act, and not under the Rural Development department. For example, all the certificates are processed under Revenue Department where the role of GPs is limited to accepting applications and issuing the same after the process is complete.

## 14.2 Problems Faced by Citizens

- a) **Awareness about the services:** This study finds that most of citizens are not well informed about the services by the GPs. Many of them are neither fully aware of the services being provided by GPs and the time limits within which they have to be provided.
- b) **Service delivery failures:** This study did not find any instance of penalty being imposed on the officials who failed to provide the services sought by the citizens, provided late and/or not provided at all.
- c) **Complex procedures:** The procedures and documentation are so complicated that citizens are unable to utilise the services provided by the GPs.
- d) **Fewer gram sabha meetings:** The number of gram Sabha meetings, which provide a forum for public to provide their inputs for governance and development of the village, are not organized as prescribed by the Government of India in most of the GPs studied.
- e) **E-Seva kendras location:** The e-Seva Kendras in many sampled GPs are not located close to the GPs resulting in hardships to the citizens as they have to travel long distances to get services through e-Seva kendras. The public also need to be made aware how to access services through e-Seva kendras by organizing awareness campaigns.
- f) **Place for dumping refuse:** Even though, it is essential to have places for dumping refuse, people in many states felt that no such spaces are made available and people are made to dump refuse on roads. If proper locations are identified the same can be effectively converted as manure. Even the locations available for such purposes it is not accessible for all HHs.
- g) **Grievance redressal mechanism:** At present, there is no formal authority for grievance redressal in GPs except the provision of Ombudsman for NREGA programmes. This study pilot projects in

operation in three of the ZPs of Bangalore city, Chickmagalur and Belagaum in Karnataka. Many such pilot studies are required in others.

## 15. Recommendations

The Right to Public Services legislation in India accords entitlements for the services to be rendered to the citizens. The Right to Public Services (RTPS) Act commits the State for providing public services ensuring quality of services, time bound service delivery, grievances redressal mechanism, transparency and accountability. The present study is based on both primary and secondary data. The primary data were collected through structured questionnaires covering different facets of service delivery rendered by GPs. In order to corroborate primary data so collected, qualitative data were also collected from rural population through FGDs and interactions with the functionaries of PRIs. The recommendations are based on the results of both primary and secondary data from the 14 States covered in this study.

### 15.1 Enactment of RTPS Act, and Citizens Charters by GPs

- a) There are States like Sikkim have not yet enacted RTPS Act. It is important that all States and UTs enact the RTPS Act.
- b) The RTPS enables preparation and notification of Citizens Charters by each government department/organization. All the PRIs covered in this study have not prepared any citizens charts.
- c) The citizens' charts, once prepared, should be widely publicized among the citizens.

### 15.2 Grievance Redressal Mechanism at GP Level

Along with the preparation and publication of its Citizen's Charter, every GP should prepare and publish the GP Grievance Redressal mechanism. The mechanism should include details about:

- a) Redressal policy at GP level
- b) How and where to file the grievances
- c) Mechanism to receive the grievances, such as grievance register
- d) Grievance registering officer. He could be the Secretary of the GP.
- e) Grievance redressal forum / committee at the GP level comprising elected representatives with GP Secretary as convener.
- f) Grievance appellant authority at the block with Block Development Officer as appellant authority
- g) Time limits for resolving the grievances

Panchayat Raj Institutions in Kerala are implementing an excellent grievance redressal mechanism. They have a manual titled: “Grievance Redressal Manual for Grama Panchayats of Kerala”. This may be adopted by other States. The manual is enclosed as Annexure-XXXX

### 15.3 RTI Services at GP Level

As GPs are part of the government, they need to fulfil the requirements of Right to Information Act. Therefore, every GP should include RTI service in the list of services being provided by the GP. The Secretary of the GP may be nominated as the nodal officer for RTI services.

### 15.4 Quality Standards

- a) The number of services notified in the RTPS Act, and their delivery mechanisms vary very widely across States.
- b) Quality standards in terms of time and cost are not specified in most States. The Citizens Charters require these quality standards.
- c) Quality standards in terms of cost and time are suggested on the results of this study, review of literature, and feedback from faculty of NIRDPR. ***These are presented in Table 41.***

The following factors were considered while suggesting the standards in terms of cost and time for various services provided by the GPs and services facilitated by the GPs.

- a) Almost all the serviced provided by the GPs or the services facilitated by them should be charged a reasonable amount. The amount charged should cover the cost of providing the service.
- b) The variation in time and cost for the services provided by the GPs across States should be minimal, may vary from 10% to 20% of the standard suggested in this study.
- c) The suggested time / days are based on the assumption that the GP staff can at the most need 7 days for issuing certificates that require field inspection. Services that do not require field investigation can be provided in half this time. Results of this justify this assumption.
- d) Automation of services, especially those related to issue of certificates, can be provided much faster and at much lower cost if the automation is implemented at the GP level.

### 15.5 Financial Resources

- a) It is recommended that basic and performance grants from FCs should also consider allocations based on the population and ensure minimum per capita allocation
- b) GPs need to be enabled to generate their own source of revenues to promote development both for infrastructure and human capital. This study finds that due to lack of required funds, GP functionaries are unable to create durable assets.
- c) Though it is a State subject, Government of India should explore the possibility of issuing clear

guidelines for sharing revenue and royalty from sand, mines, concrete, stones, etc., across the country.

- d) This study finds that by and large citizens across the GPs have shown unwillingness to pay taxes (for houses, using community assets, etc.) due to their dissatisfaction with development programmes. In this regard, elected representatives can be advised to motivate citizens to pay taxes.
- e) Specific grants need to be provided for creating and maintaining community assets.

### 15.6 Incentives and Disincentives for PRI Staff

- There should be provisions for incentives and disincentives for government officials and not limited to penalties in the RTPS Act.

### 15.7 Synchronizing Services

- a) Related agencies or linked or line aspects of services should be synchronized/synergized for delivery of services, for example sanitary latrine to a citizen to be synchronized with enabling proper water supply, and software applications should be synchronized with behavioural changes (BCC) through proper training in order to achieve desired results.
- b) Coordination with line departments needs considerable improvement. Joint action plans at the village level will help address this issue. This study finds that there is a wide chasm between the powers given and the powers exercised. The GPs are yet to be given any powers with regard to formulation and implementation of programs/schemes under agriculture, animal husbandry, small scale industries, PDS, etc. All these are still under the purview of line departments located at district and taluk headquarters. The officials belonging to these departments hardly evince any interest in the working of GPs. Government of India has to address this issue.

### 15.8 Upgradation and Adoption of Technology

- a) This study finds that use of IT applications is hampered due to irregular power supply. UPS power system need to be provided to all the GPs.
- b) Technology options and PPP (Public Private Partnership) models for efficient and timely service delivery/tracking/monitoring need to be up graded.

### 15.9 E-Seva or Common Service Centres (CSCs)

- a) Guidelines need to be issued for locating e-Seva kendras closer to the GPs.
- b) It is necessary to advise that notified functionaries of e-Seva should open service centres regularly to avoid inconvenience of the citizens.
- c) The line departments do not pay remuneration on time for the services provided by the e-Seva kendras. Guidelines need to be issued to address this issue.
- d) This study recommends that trained functionaries of e-seva only need to serve the citizens as it is

found that trained functionaries hand over their responsibility to untrained persons to operate the e-Seva kendras.

### 15.10 Providing Adequate Human Resources

- a) The effectiveness of services delivery by GPs depends on the adequacy and quality of manpower. This study found that most GPs lack adequate manpower.
- b) And the existing manpower needs considerable capacity building efforts. Providing adequate manpower may be considered on priority basis.
- c) There is wide variation in the devolution of functions, functionaries and funds to the PRIs across States. Hence staffing structure match the extent of devolution.
- d) Even within a State, there is wide variation in the number of functions performed and services provided by GPs. The variation is due to variations in population, geographical area, including hamlets as part of a GP, and number of devolved functions, functionaries and funds handled by a GP. However, population and devolution status contribute to this variation to a very great extent.
- e) Based on the population, GPs can be categorized as:
  - Very large GPs (with population of over 20K, e.g. GPs in Kerala, West Bengal),
  - Medium size GPs (with population of 10 k to 20K),
  - Small GPs (with population of < 10K), and
  - Very small GPs with a population of <5K. Most of the PESA GPs can be included in the very small GP category.
- f) Hence same staffing structure may not be appropriate for all the GPs even within a State. It is recommended that different staffing structure may be decided for each GP based on the above criteria.

### 15.11. Suggested Standards (Table 41).

As mentioned at 15.2, the details of the quality standards suggested are given in Table 41. These suggestions are made based on the following observations and findings.

- a) There are large variations in terms of cost and time for delivery of services across States. These variations may be due to the local conditions for sourcing and providing services like drinking water.
- b) There are some services which are free in some States and charged in other States.
- c) Researchers and policy makers have observed that free services are not valued, and hence suggested providing such services recovering at least the operational cost.
- d) There are still some services that need to be provided free of cost, and few other services that need to be provided with minimum possible charges being sought by the vulnerable sections of the society.
- e) All the charges need to be revised from time to time using cost of living index.

*The standards suggested are to be considered as desirable standards, which may be included in the Citizens Charter. There are some States which exceed these standards, and many which are far below from these standards. It is recommend that all the States may, over a time frame of 3 to 5 years, move towards these standards.*

**Table 41: Delivery of Services in Different States and Suggested Standards – Time and Cost**

Sl#	Name of the service	Suggested standards (a) time; (b) cost in Rs.	Existing Time and Cost Standards in Different States													
			Assam	Chhattisgarh	Gujarat	Haryana	Himachal Pradesh	Jharkhand	Karnataka	Madhya Pradesh	Rajasthan	Sikkim	Telangana	Tripura	Uttar Pradesh	West Bengal
		I. Civic Services														
1	Supply of household water (tap)	a) One hour in the morning and evening (ensure 60 litres per capita) <sup>i</sup>	Need to create source facilities	1 hour in morning & evening	One hour (morning)	2 hours in morning & evening	-	Regular	1 hour in morning & evening	1 hour in morning & evening	1 hour in morning & evening	Nil	-	2 hours in morning & evening	24 hours	Throughout day
		b) 30 per month		30/- pm	30/- monthly	20/-	-	62/-	35/- pm	30/- pm	55/- pm	Nil	-	20/-	50/-	No cost
2	Household water supply (bore well)	Within 50 to 100 meters	20 meter	150	Tap water supply	Tap water supply	100 metre	100 meter	100	100	100-200 meter	Tap water supply	Tap/RO water supply	Tap water supply	50 meter	50 meter
3	RO water supply	a) Once daily	-	Everyday	-	50 litters	Everyday	Everyday	Everyday	Everyday	-	-	ATM card	-	24 hours	N/a
		b) 10 per 20 litter	-	5/- per 20 litters	-	20/-	5/- per 20 litters	Nil	5/- per 10 litters	5/- per litters	-	-	50/-	-	5/- per litter	N/a



Sl#	Name of the service	Suggested standards (a) time; (b) cost in Rs.	Existing Time and Cost Standards in Different States													
			Assam	Chhattisgarh	Gujarat	Haryana	Himachal Pradesh	Jharkhand	Karnataka	Madhya Pradesh	Rajasthan	Sikkim	Telangana	Tripura	Uttar Pradesh	West Bengal
4	Minor repair of drinking water (household)	a) 1 day	24 hours	1-2 days	Month	Every day	Every day	1-2 days	1-2 days	1-2 days	One day	-	-	-	1 day	As per need
		b) 0	150/-	Nil	Value	Nil	No cost	Nil	Nil	Nil	Nil	-	-	-	Depending upon the	No cost
5	Drainage (household)	a) Within a day when required	-	Alter native	Every day	Every day	Every day	Weekly	Alter native	Alter native	Every day	-	Need to	10 days		As and when
		b) 50 per visit	-	30/- pm	-	Nil	20/-	5/-	30/- pm	30/- pm	Nil	-	300 0/-	-	Nil	No cost
6	Drainage(village)	Weekly cleaning	Twice in month	Alternative day	Everyday	Once in a 10 days/swee	Every day	Once in week	Alternative day	Alternative day	Every day	As required	Through soak pits	Everyday	Weekly	Every week
7	a) Garbage/solid management - HH	a) Time: Everyday b) Cost: 10 per month	Every day	15 days	Every day	Proposed four trolleys	Everyday	Every	Everyday	Present system is	Everyday	Twice in a week	Through trolley	GP proposes to buy	N/a	Everyday
	b) Garbage/solid management - village	Everyday	Every day	15 days	Every day	Proposed four trolleys	Everyday	Every	Everyday	Present system is	Everyday	Twice in a week	Through trolley	GP proposes to buy	N/a	Everyday
8	Liquid waste management	Sewerage cleaning weekly	Required drainage	Alternative day	Soak pits (wherever)	Submitted proposal for	Everyday	Every	Alternative day	Alternative day	Every	Nil	Through soak pits	Propose sewerage	N/a	Everyday

Sl#	Name of the service	Suggested standards (a) time; (b) cost in Rs.	Existing Time and Cost Standards in Different States													
			Assam	Chhattisgarh	Gujarat	Haryana	Himachal Pradesh	Jharkhand	Karnataka	Madhya Pradesh	Rajasthan	Sikkim	Telangana	Tripura	Uttar Pradesh	West Bengal
9	Maintenance of all community assets	Yearly repairs (and as and when required)	Once in four year	Two months	On required	As per the requirement	Once in a year	Monthly	Once in a six month	Once in a three	Once in three	Quarterly	Require manpower	2-3 years	On time	As per need
10	Maintenance of roads/streets	Daily cleaning	Once in a quarters	Everyday	Every day	5-6 days/ sweepers required	Once in week	Every day	Every	Everyday	Every day	Present system is	Required sweepers	5-6 days	N/a	As and when required
11	Electricity street lights	Every night (Switched on at sunset and switched off one hour before sunrise)	Whole night	24 hours	Every night	24 Required hours	Present system fine/	Every night	Whole day	Present system is fine	Every night	Every night	Need to provide solar	Every night	Every night	Every night
12	Reclaiming unhealthy localities	Monthly (and as when required)	On time	Everyday	-	Submitted proposal for	Everyday	Monthly	As and when	Every day	Every day	Regular	Need to create	Present system is fine( 7	Immediately	As and when required
13	Spraying disinfectant	Once a week (and as and when required)	Twice in month	15 days	Once in a month	Once in 7-8 days	Once in a month	Once in week	Once in 15 days	Once in 15 days	Once in a month	As required	Required soak pits	Once in 7-8 days	-	Periodically / daily when
14	Earmarking places for dumping refuse	Outside village	Need to focus on	-	Outside village	Away 3-4 km from residential	-	Nearby mohallah	Everyday	Present system is	Once in a week	Every month	Need to create	3-4 km	-	4-5 km

Sl#	Name of the service	Suggested standards (a) time; (b) cost in Rs.	Existing Time and Cost Standards in Different States													
			Assam	Chhattisgath	Gujarat	Haryana	Himachal Pradesh	Jharkhand	Karnataka	Madhya Pradesh	Rajasthan	Sikkim	Telangana	Tripura	Uttar Pradesh	West Bengal
15	Condition of approach roads	Metal/ CC road	Cc	Pucca	-	Required maintenance on time	Pucca	Metal	Pucca	Pucca	Pucca	Pucca	Metal/ Pucca	Pucca	Kharanga/ Pucca	Metalled/ cc roads`
16	Foot path	Weekly cleaning	-	Everyday	-	Proposed in next five year plan	Everyday	Once in week	Everyday	Everyday	-	Nil	-	Proposed in next five year plan	Weekly	Every week
17	Burial and cremation ground	Pucca with bathing facility	Good	Pucca	Cremation centre	Maintenance required on time.	Present condition	Pucca	Pucca	Pucca	Required bathing facility	-	Require bathing	Through GPs resources	-	Everyday under GP
18	Removal of carcasses	Within a day	Through tender	-	On time	Preferred existing system	Everyday	Monthly	Through sweepers	Through sweepers	Tender	Through sweepers	Require manpower	Current system is fine(	On time	As and when required
19	Removing encroachments	Through notice / monthly review	Through notice	-	-	No encroachment	Through notice	Monthly through	Action to be taken immediately	Present system is fine	Once in quarter	Through notice	-	Present system is fine (7	N/a	As and when required
	II. Welfare Services															
20	Allotment of BPL list	a) 7 days	2-3 days	1 day	15 days	6 month to 1 year	-	Decentralised to	7 days	One day	One visit	Once in a week	One visit	6 month -1 year	-	01 ay
		b) 0														

Sl#	Name of the service	Suggested standards (a) time; (b) cost in Rs.	Existing Time and Cost Standards in Different States													
			Assam	Chhattisgarh	Gujarat	Haryana	Himachal Pradesh	Jharkhand	Karnataka	Madhya Pradesh	Rajasthan	Sikkim	Telangana	Tripura	Uttar Pradesh	West Bengal
21	Disabled – application for disabled programme services	a) 7 days	-	7 days	-	15-30 days	7 days	-	7 days	7 days	One visit	Nil	7 days	15 -30 days	24 hours	7 days
		b) 5	-	5/-	-	30/-	-	-	-	5/-	30/-	Nil	50/-	30/-	-	no costs
22	House allotment – new free site application	a) 7 days	Online	7 days	-	No fixed time	-	-	7 days	7 days	-	Nil	7 days	No fixed time	not in practice	7 days
		b) 0	-	-	-	no cost	-	-	-	-	-	Nil	Tax (on value)	No cost	-	no costs
23	Pension application & verification	a) 7 days	Three month	7 days	60 days	3-6 month after application	Weekly	-	7 days	7 days	10 -15 days	-	30 days	3-6 months	30 days	15 days
		b) 5	-	5/-	Free	35/-	-	-	5/-	5/-	-	-	-	35/-	nil	Cost approved by GP
24	Registration for unemployment allowance	a) One visit	-	-	-	Activated within 24 hours	-	-	-	-	One visit	Nil	-	Within 24 hours	Immediately	7 days
		b) 0	-	-	-	50/-	-	-	-	-	-	Nil	-	50/-	nil	no costs

Sl#	Name of the service	Suggested standards (a) time; (b) cost in Rs.	Existing Time and Cost Standards in Different States													
			Assam	Chhattisgarh	Gujarat	Haryana	Himachal Pradesh	Jharkhand	Karnataka	Madhya Pradesh	Rajasthan	Sikkim	Telangana	Tripura	Uttar Pradesh	West Bengal
25	Welfare fund – application for 25% SC/ ST welfare fund programmes	a) 3 days	-	Nil	-	1-3 months	7 days	-	Nil	Nil	-	Nil	7 days	1-3 months	-	7 days
		b) 5	-	Nil	-	20/-	-	-	Nil	Nil	-	Nil	-	20/-	-	no costs
III. Development Services - Economic																
26	Applications – issue of documents relating to population / crops, livestock census	a) 3 days	-	Nil	-	7-10 days	7 days	-	Nil	Nil	-	Nil	2 days	Not more than one week	-	7 days
		b) 5	-	Nil	-	No cost	-	-	Nil	Nil	-	Nil	-	No cost for BPL and 20/- APL	-	no costs
27	Bill collection	a) Twice a week; one visit	Nil	2-3 days in a months	Post office/GP	Current system of one visit is	Everyday	-	Twice in week	Twice in a week	One visit	Once in a month	One visit	Current system is fine	-	One visit per month

Sl#	Name of the service	Suggested standards (a) time; (b) cost in Rs.	Existing Time and Cost Standards in Different States													
			Assam	Chhattisgarh	Gujarat	Haryana	Himachal Pradesh	Jharkhand	Karnataka	Madhya Pradesh	Rajasthan	Sikkim	Telangana	Tripura	Uttar Pradesh	West Bengal
		b) 0	-	Nil	-	-	As per consumption-	-	-	Nil	-	Nil	-	Value based	-	N/a
28	Bore well completion certificate	a) 3 days	-	-	-	2-3 days	-	-	Nil	Nil	-	-	7 days	2-3 days	-	N/a
		b) 5	-	-	-	-	-	-	Nil	Nil	-	-	-	Value based	-	N/a
29	Crop certificate	a) 3 days	-	-	-	-	Seasonally	-	-	-	-	Nil	4-5 days	-	Immediately	N/a
		b) 5	-	-	-	-	10/-	-	-	-	-	Nil	-	-	-	N/a
30	Crop insurance (forwarding application)	a) One visit	Attention required	Must for all farmers	Compulsory for every	Required attention	Time of sowing	On time/regular	A permanent	At the time of sowing	On time	-	Through online	Current system is fine	-	On time/ during crises

Sl#	Name of the service	Suggested standards (a) time; (b) cost in Rs.	Existing Time and Cost Standards in Different States											
			Assam	Chhattisgarh	Gujarat	Haryana	Himachal Pradesh	Jharkhand	Karnataka	Madhya Pradesh	Rajasthan	Sikkim	Telangana	Tripura
		b) 0	-	-	-	-	-	-	-	-	-	Nil	Value of the crop &	value based
31	Electricity connection	a) 5 days	One week	2-3 days	One month	7 days after application	-	One week	-	2-3 days	30 days	-	30 days	One week after application
		b) As per existing rates	BPL free/APL 1500/-	1000/-	Value based	2500/- as security deposit	1000/-	As per tariff	-	1000/-	Value based	-	Calculated by	2500/- as security deposit
32	Gas connection – applications for gas connection (forwarding)	a) One visit	2 days	-	-	-	Weekly	-	-	-	-	-	One day	5-10 days
		b) 0	1000/-	-	-	-	-	-	-	-	-	-	2600	Different slabs for different
33	Khasra (land revenue) forwarding	a) <u>Time:</u> One day b) <u>Cost:</u> 0	-	5-6 days	Cc/ Pucca	Within 1-2 days	-	One week	On require through net	5-6 days	1-3 days	Once in a month	0-3 days	Present system is fine (1-2)
34	Kisan credit card (forwarding)	a) One visit	-	15 days	-	15-20 days	Weekly	-	15 days	15 days	-	Nil	7 days	-
													One week	N/a

Sl#	Name of the service	Suggested standards (a) time; (b) cost in Rs.	Existing Time and Cost Standards in Different States													
			Assam	Chhattisgarh	Gujarat	Haryana	Himachal Pradesh	Jharkhand	Karnataka	Madhya Pradesh	Rajasthan	Sikkim	Telangana	Tripura	Uttar Pradesh	West Bengal
		b) 0	-	Nil	-	-	-	-	Nil	Nil	-	Nil	Need to open a/c	-	-	N/a
35	Land related services (forwarding application)	a) One visit	-	7 days	One visit	-	Every day	-	Online	7 days	7 days	Nil	Immediately	-	One day	7-15 days
		b) 5	-	15/-	Free	-	5/-	-	15/-	15 /-	Nil	Nil	100/-	-	-	no cost
36	Marketing Facility	Within the village	One km	Within village	One visit	Present system is fine ( enough shops)	Within a villages	Within a village	Within GP	Within village	1-5 km	Daily	5-10 km	Present system is fine(enough shops)	Near to village	4-5 km
37	MGNREGS job card distribution	a) 2 days	Within a week	1-2 days	2 days	15 days	-	-	1-2 days	1-2 days	10 -15 days	-	4-5 days	15 days	Immediate ly	1-2 days



Sl#	Name of the service	Suggested standards (a) time; (b) cost in Rs.	Existing Time and Cost Standards in Different States													
			Assam	Chhattisgarh	Gujarat	Haryana	Himachal Pradesh	Jharkhand	Karnataka	Madhya Pradesh	Rajasthan	Sikkim	Telangana	Tripura	Uttar Pradesh	West Bengal
		b) 0	-	Nil	Free	15-20/-	-	-	Nil	Nil	-	-	-	15-20/-	nil	no costs
38	Revenue (forwarding application)	a) <u>Time:</u> One day b) <u>Cost:</u> 0	Once in a year	Twice in a week	One visit	Once in a year/ present	Twice in a week	Regular	On time	Twice in a week	One visit	Everyday	Present system is	Once in a year (tax collection)	-	As and when required
39	Seed/fertiliser shops	Within 5 km	5 km	Within 5 km	-	Enough shops are available	Within 5 km	Panchayat bhawan	Within 5 km	Within 5 km	0-5 km	-	At GP level	Present system is fine(	-	4-5 km
	<b>IV. Development Services - Human</b>															
40	Access to info - development	GP notice board; GP/VDC platform; copies to elected representatives	Need to create GP/VDC plat form	GPO/ LSK/MA	GP/ centre of the village (notice	Present system is fine/ enough sources are available	-	-	GP notice board	GPOLSK/MA	Notice/ through members / GP	GPO/ma	Notice board	Through notice board	-	GP/ concerned line department
41	Access to info – development	a) One day of receipt of information	-	GPO/L SK	-	-	-	-	GPO/ notice board	GPOLSK/MA	-	-	-	-	Immedia tely	7 days
		b) 0	-	Nil	-	-	-	-	Nil	-	-	Nil	-	-	Nil	no costs

Sl#	Name of the service	Suggested standards (a) time; (b) cost in Rs.	Existing Time and Cost Standards in Different States													
			Assam	Chhattisgarh	Gujarat	Haryana	Himachal Pradesh	Jharkhand	Karnataka	Madhya Pradesh	Rajasthan	Sikkim	Telangana	Tripura	Uttar Pradesh	West Bengal
42	Anganwadi monitoring	Weekly	Weekly	Daily	-	Once or twice in a month	-	Daily / once in week	Daily/ once in a week	Once in a week	Once in a week	Once in a month	Required change in	Once or twice in a month/30	-	Monthly
43	Education (monitoring schools including mid-day meals scheme)	Weekly	Once in a week	Once in a week	One in a week	7-30 days	-	Once in a week	Once in a week	Once in a week	Once in a week	Once in a month	Once in a week	Once in a month	Daily	Monthly
44	PHC/sub - PHC (monitoring)	Weekly	Everyday	In the village	Once in a month	Every 1-2 days	On time	Daily	On time at GP level	At the GP level	Once in a month	Once in a month	On time	Every 1-2 days	-	Open every day with fourth
45	Applications for skill development programmes	a) One visit	-	Nil	-	10 days	7 days	-	Nil	Nil	-	Nil	-	10 days	-	7 days
		b) 0	-	Nil	-	Nil	-	-	Nil	Nil	-	Nil	-	-	-	no costs
46	Student pass (forwarding)	a) One visit	-	Nil	-	Periodic ally	-	-	Nil	Nil	-	Nil	-	-	-	1-2 days
		b) 0	-	Nil	-	Value based	-	-	Nil	Nil	-	Nil	-	-	-	no costs
	V. Regulatory Services															

Sl#	Name of the service	Suggested standards (a) time; (b) cost in Rs.	Existing Time and Cost Standards in Different States													
			Assam	Chhattisgarh	Gujarat	Haryana	Himachal Pradesh	Jharkhand	Karnataka	Madhya Pradesh	Rajasthan	Sikkim	Telangana	Tripura	Uttar Pradesh	West Bengal
47	Birth certificate	a) 3 days	One week	7 days	One day	7 days	-	One week	7 days	7 days	15 days	21 days	7 days	One week	Immediately	21 days
		b) 10	10/-	Free	Free	35/-	-	5/-	15 /-	5 /-	50 /-	30/-	85/-	35/-	-	No cost
48	BPL certificate	a) One visit	One day	1 day	One visit	No time limit	-	-	7 days	One day	One visit	-	7 days	no time limit	Immediately	7-15 days
		b) 5	Free	5/-	Free	No fees	-	-	-	5/-	-	-	50/-	no fees	-	no cost
49	BPL registration	a) 3 days	-	7 days	-	6 month-1 year	-	-	One day	7 days	-	-	1-2 days	6 month-1 year	Immediately	1-2 days
		b) 0	-	Nil	-	-	-	-	Nil	Nil	-	-	-	-	-	No cost
50	Building approval	a) 7 days	15 days	2-3 days	One month	-	Weekly	-	7 days	2-3 days	-	-	5-10 days	-	48 hours	15 days
		b) 1 per sft	150/-	Nil	Value based	-	500/-	-	50/-	Nil	-	-	Depending upon types	-	-	Cost approved

Sl#	Name of the service	Suggested standards (a) time; (b) cost in Rs.	Existing Time and Cost Standards in Different States													
			Assam	Chhattisgarh	Gujarat	Haryana	Himachal Pradesh	Jharkhand	Karnataka	Madhya Pradesh	Rajasthan	Sikkim	Telangana	Tripura	Uttar Pradesh	West Bengal
51	Caste certificate	a) 3 days	One week	7 days	One day	2-7 days	-	15-30 days	7 days	7 days	10 days	Nil	5-10 days	2-7 days	Immediately	N/a
		b) 5		5/-	Free	35/-	10/-	15/-	15 /-	5 /-	20/-	Nil	85/-	35/-	-	N/a
52	Death certificate	a) 3 days	One week	-	One day	7 days	-	One week	7 days	7 days	10 days	21 days	1-2 days	One week	Immediately	21 days
		b) 5	-	Free	Free	35/-	-	5/-	Nil	5 /-	50 /-	30/-	85/-	35/-	-	No cost
53	Domicile certificate	a) 3 days	2-3 days	7 days	One day	2-7 days	-	One week	7 days	7 days	10 days	21 days	1-2 days	2-7 days	Immediately	N/a
		b) 10	10/-	-	Free	35/-	10/-	5/-	15 /-	5 /-	50/-	30/-	85/-	35/-	-	N/a
54	Issue of ration card	a) 7 days	7 days	15 days	15 days	Within 15 days	-	Decentralised to Panchayat	15 days	15 days	07 days	Once in a week	Present system is fine/ mee	15 days	-	01 day
		b) 10														

Sl#	Name of the service	Suggested standards (a) time; (b) cost in Rs.	Existing Time and Cost Standards in Different States													
			Assam	Chhattisgarh	Gujarat	Haryana	Himachal Pradesh	Jharkhand	Karnataka	Madhya Pradesh	Rajasthan	Sikkim	Telangana	Tripura	Uttar Pradesh	West Bengal
55	License for ads	a) 7 days	-	10-15 days	-	1-2 days	Weekly	-	10-15 days	10-15 days	-	-	-	-	48 hours	15 days
		b) 25	-	30/-	-	25/-	20/-	-	15/-	30/-	-	-	-	-	-	Cost approval
56	Marriage certificate	a) 3 days	One week	7 days	One	7-15 days	-	-	7 days	7 days	10 days	Nil	5-10 days	7-15 days	Immediately	N/a
		b) 5	Free of cost	50/-	25-/-	30/-	-	-	15 /-	5 /-	120/-	Nil	250/-	30/-	-	N/a
57	NOC for storing petroleum products	a) 7 days	-	-	-	-	7 days	-	7 days	7 days	-	Nil	-	No time limit	-	7 days
		b) 100	-	-	-	-	-	-	15/-	5/-	-	Nil	-	-	-	no costs
58	NOC for conversation of land for non-agriculture purpose	a) 7 days	-	7 days	-	-	7 days	-	7 days	7 days	-	Nil	7 days	-	-	7 days
		b) 2% of land value	-	5/-	-	-	-	-	15/-	5/-	-	Nil	Tax (on	-	-	no costs
59	NOC for issues related to other departments	a) 3 days	-	-	-	-	7 days	-	7 days	7 days	-	Nil	7 days	-	-	7 days

Sl#	Name of the service	Suggested standards (a) time; (b) cost in Rs.	Existing Time and Cost Standards in Different States													
			Assam	Chhattisgarh	Gujarat	Haryana	Himachal Pradesh	Jharkhand	Karnataka	Madhya Pradesh	Rajasthan	Sikkim	Telangana	Tripura	Uttar Pradesh	West Bengal
		b) 5	-	-	--	-	-	-	5/-	-	Nil	Government charge	-	-	no costs	
60	Property tax assessment list	a) Annual update	-	Nil	-	-	-	-	Nil	-	Nil	-	-	-	7 days	
		b) 0	-	Nil	-	-	-	-	Nil	--	Nil	-	-	-	no costs	
61	Ration shop	Daily monitoring	Weekly	Everyday	8.0 an to 05.0 pm	Need to supply on availability	-	Every	Every	Every	Every	Every	Ensure supply of	Current system is fine( open	-	07 hours
62	Residence proof	a) 3 days	2-3 days	7 days	One day	2-7 days	-	One week	7 days	7 days	10 days	Nil	5-10 days	2-7 days	Immediately	1-2 days
		b) 10		-	Free	35/-	5/-	5/-	15 /-	5 /-	20/-	Nil	85/-	35/-	-	no cost
63	Shop approval	a) 7 days	-	10-15 days	One month	1 week	Weekly	-	10-15 days	10-15 days	-	-	7 days	One week	48 hours	N/a

Sl#	Name of the service	Suggested standards (a) time; (b) cost in Rs.	Existing Time and Cost Standards in Different States													
			Assam	Chhattisgarh	Gujarat	Haryana	Himachal Pradesh	Jharkhand	Karnataka	Madhya Pradesh	Rajasthan	Sikkim	Telangana	Tripura	Uttar Pradesh	West Bengal
		b) 2% of shop value	-	30/-	Value based	100/-	500/-	-	15/-	30/	-	-	Dependin g upon	100/-	-	N/a
64	Trade license	a) 10 days	2-3 days	10-15 days	15 days	-	Once in a week	On demand at	10-15 days	10-15 days	15 days by GPs	Once in a week	1 day	-	-	07 days
		b) 100 per annum	Value based	30/-	Value based	-	-	-	15/-	30/-	-	-	Depending upon types of	Na	-	Cost approved by CB
	VI. Governance Services															
65	E- payment on works pertaining to development projects	a) 3 days	3 days	7 days	-	Applicable on MGNRE	-	-	7 days	7 days	-	-	-	-	Immediately	7 days
		b) 0	-	Nil	-	-	-	-	Nil	Nil	-	-	-	-	nil	no costs
66	Grievances redressal	a) Once a week	15 days	4-5 days	-	-	-	-	4-5 days	4-5 days	-	Nil	-	-	24 hours	7-15 days
		b) 0	-	-	-	-	-	-	-	-	-	Nil	-	-	Nil	no costs

*Source:*

- (i) *Concerned State Reports of this study for columns 4 to 18*
  - (ii) *As per the Bureau of Indian Standards, IS: 1172-1993, a minimum water supply of 200 litres per capita per day (LPCD) should be provided for domestic consumption in cities with full flushing systems.*
  - (iii) *Abdul Shaban & R N Sharma Water Consumption Patterns in Domestic Households in Major Cities, EPW, June 9, 2007. Water consumption per capita per day varied between 77.1 liters in Kanpur to 115.6 liters in Kolkata*
  - (iv) *[http://mdws.gov.in/sites/default/files/NRDWP\\_Guidelines\\_2013.pdf](http://mdws.gov.in/sites/default/files/NRDWP_Guidelines_2013.pdf) - 45 to 55 liters per day per capita*
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## Appendix-1: State Schedule



National Institute of Rural Development and Panchayati Raj  
Rajendranagar, Hyderabad 500030  
(Sponsored by Ministry of Panchayat Raj)

*Study on Developing Service Delivery Standards for Gram  
Panchayats and Village Councils, Assessment of Human  
Resource, Work Load and Costing of Services*

### State Schedule

1. Name of the State:

1.1 Total Number of Districts in the State

1.2 Total Number of (Panchayat Extension in Schedule V Areas) Districts in the State

1.3 Total Number of PESA Blocks in the State.

1.4 Number of Autonomous District Councils(ADCs-North East States)

Men Members –in ADCs

Women Members –in ADCs

1.5 Number of Village District Council(VDCs- North East States)

Men Members –in VDCs

Women Members –in VDCs

1.6 Total No of Blocks in the State

1.7 Total Number of Gram Panchayats in the State

a. **Total number of Villages:** \_\_\_\_\_

b. **Total number of elected representatives in all the three tiers in the State**

RI Levels	en	omen			BC	R

<b>lock</b>						
<b>P</b>						
<b>total</b>						

2. Panchayat Finances:

No.	Grant and Taxes	2015 - 16 (Rs.)		2016 - 17 (Rs.)	
		Basic	Performance	Basic	Performance
1	FFC Grant:				
2	State Finance Commission Grant				

3. How do you rate the Delivery of following services by the Gram Panchayat – Use the following scale for rating the services Tick the Services

1. Very Good/ strongly agree,
2. Good/ Agree,
3. Average/ somewhat agree

4. Bad/ Disagree,
5. Very bad/ strongly disagree

S. No	Services	Your Rating
1	Supply of drinking water	
2	Drainage	
3	Electricity connection for Households	
4	Electricity supply in the Gram Panchayat	
5	Street lights	
6	Sanitation	
7	Liquid waste management	
8	Solid waste management	
9	Type of roads	
10	Maintenance (cleaning) of roads	
11	Encroachment of public places	
12	filling-up insanitary depressions and reclaiming unhealthy localities	
13	removal of carcasses	
14	Maintenance of all community assets	
15	Earmarking places away from the dwelling houses for dumping refuse and manure	
16	Spraying disinfectant (Mosquitoes) in the village	
17	Garbage collection	
18	Middle Schools	
19	Secondary Schools	
20	Primary Health Centers/Clinics	
21	Nearest Police Station	
22	Nearest Bus Stop	
23	Nearest Regular Market	
24	Nearest Post Office	
25	Public Telephone Connection	
26	Banks	
27	Seeds shop/Fertilizer Shop	
28	Sub Centre	
29	Anganwadi Centers	
30	Any other	

4. List the Services extended by the departments at the Gram Panchayat level according to the Right to Public service Act? Rate how well these services are provided using the following scale.

1. Very Good 2. Good 3. Average 4. Bad 5. Very bad

S. No	Department	Nature of services provided at the GP level	Your rating
1	Agriculture and Farmers welfare	Kisan credit cards	

2	Animal husbandry		
3	Minor Irrigation		
4	Energy		
5	Labour		
6	Public Health Engineering		
7	Revenue	1. Birth Certificate 2. Caste Certificate 3. Domicile Certificate 4. Disability certificate 5. Khasra copies 6. Death Certificate 7. Ration cards 8. PDS Registration 9. Mutation 10.licenses for shops 11.Trade licenses	
8	Urban Administration & Development	1. Sanction of building plans	
9	General Administration		
10	Social Justice		
11	SC, ST Welfare		
12	Food		
13	Civil Supplies & Consumer Protection	1. Approval for PDS Shops	
14	Forest		
15	Home		
16	Woman & Child Development		
17	Transport and Panchayats & Rural Development departments.	1. Renewal of driver's license 2. provision of student bus passes 3. Public transport passes	
18	Police		
19	Finance		
20	Medical	1. post-mortem report	

21	Traffic		
22	Housing		
23	Water Resources		

\* Use additional sheet, if necessary

5. Provide List of Public Service Centers existing in the State?

a) Provide List of Officials available

6 a) List the Services –which are already outsourced, at the Gram Panchayat level

b). List the Services which can be outsourced at the Gram Panchayat levels

c). List the Services which can be automated at the Gram Panchayat level

7. List the Capacity building activities/programmes which need to be taken-up to improve the delivery of services.

1. At District level

2. At Block level

### 3. At GP level

8. What are the Budgetary Provisions, Human Resource required to improve service standards at the Gram Panchayat level 2017 -18

S. No	Services	Existing budget	Additional budget required	Additional Human Resource
1	Supply of drinking water for households			
2	Drainage – Cleaning of side drains in the village			
3	Electricity connection for Households			
4	Electricity supply in the Gram Panchayat			
5	Street lights			
6	Sanitation			
7	Liquid waste management in the GP			
8	Solid waste management in the GP			
	Garbage collection at the Household			
9	Type of roads			
10	Maintenance (cleaning) of roads			
11	Encroachment of public places			
12	filling-up insanitary depressions and reclaiming unhealthy localities			
13	removal of carcasses			
14	Maintenance of all community assets			
15	Earmarking places away from the dwelling houses for dumping refuse and manure			
16	Spraying disinfectant (Mosquitoes) in the village			
17	Birth Certificate			
18	Caste Certificate			
19	Domicile Certificate			
20	Disability certificate			
21	Khasra copies			
22	Death Certificate			
23	Ration cards			
24	licenses for shops			

25	Trade licenses			
26	Sanction of building plans			
27	Approval for new PDS Shops			
28	Any other			

9. How many e-panchayats exist at the State level (do you want just number or list? If list is required, get a copy as secondary data)

10a) How many Gram Panchayats are using following e-panchayat applications?  
How well they are being used? Give your rating using the following scale.

1. Very Good 2. Good 3. Average 4. Poor 5. Very poor

S. No	Panchayat Applications	No. of GPs	Your rating
1	IASoft		
2	anplus		
3	ational Panchayat Portal		
4	ical Government Directory		
5	tion Soft		
6	ational Asset Directory (NAD)		
7	ea Profiler		
8	rvicePlus		
9	cial Audit and Meeting Management (SAMM)		
10	aining Management		
11	ographic Information System (GIS)		

11. Provide information on grievance redressal mechanism at the State level for Panchayati Raj institutions

1. Designated officer

a) At State level: \_\_\_\_\_

b) At District level: \_\_\_\_\_

c) At Block level: \_\_\_\_\_

d) At Gram Panchayat level: \_\_\_\_\_

2. Provide information complaints received and disposed of during 2016-17

S. No	Grievances	State Level	District Level	Block Level	Gram Panchayat Level
1.	Number of complaints				

	pending at the beginning of 2016-17				
2.	Number of complaints received during 2016-17				
3	Number of complaints disposed off				
4	Average time taken for disposing grievances				
5	Any penalty for delay/non-disposal of grievances? If, yes, provide details				

12.How do you think the services can be improved?

a) Employing more Staff – provide details

b) Reducing the procedures/process – provide details

c) Improving grievance redressal mechanisms – provide details

Name of the Investigator –

Contact #Mobile - Email-Address

Institution Affiliation &Field Data –period

Annexure - I

### Secondary Data:

- i. PESA compliance Act or details
- ii. If PESA district, Rules framed by departments - Forest, Excise, Mines and Minerals. etc.,
- iii. If Autonomous District Council – Functioning, Role, Resource envelope etc.
- iv. Has State prepared Human Development Report and access HDI rankings of District within the State
- v. Substantial Development Goals-status
- vi. Activity Mapping status
- vii. G.Os/related to PRI functionaries
- viii. SFC and Action Taken Reports.
- ix. Human Resource available at the GP level, convergence mapping if taken up.
- x. Any other data relevant to service delivery in the State
- xi. Gram Panchayats Development Plans Guidelines
- xii. Any other



## Appendix-2: District Schedule



National Institute of Rural Development and Panchayati Raj  
Rajendranagar, Hyderabad 500030  
(Sponsored by Ministry of Panchayat Raj)

*Study on Developing Service Delivery Standards for Gram Panchayats  
and Village Councils, Assessment of Human Resource, Work Load and  
Costing of Services  
District Schedule*

6. Name of the State:

Name of the District:

PESA or Non –PESA District

1.3 Total Number of Blocks in the district

1.7 Total Number of PESA Blocks in the district

1.8 Number of Autonomous District Councils (ADCs) in the district (For North East States only)

Men Members (ADCs)

Women Members (ADCs)

1.9 Number of Village District Council (VDCs) in the district (North East States)

Men Members (VDCs)

Women Members (VDCs)

1.10 Total Number of Gram Panchayats in the district

a) Total number of Villages in the district: \_\_\_\_\_

b) Total number of elected representatives at all the three tiers in the District

Is Levels	en	omen			BC	R

lock						
total						

c) Functionaries working at the District level

No	Functionaries	Directly working under District Panchayat	
		Regular	Contractual

7. Panchayat Finances

No.	Grant and Taxes	2015 - 16 (Rs.)		2016 - 17 (Rs.)	
		Basic	Performance	Basic	Performance
	FFC Grant				
	State Finance Commission Grant				

8. How do you rate the Delivery of following services by the Gram Panchayat  
 – Use the following scale for rating the services, Tick the Services 1. Very Good/ strongly agree,  
 2. Good/ Agree,  
 3. Average/ somewhat agree  
 4. Bad/ Disagree,  
 5. Very bad/ strongly disagree

S. No	Services	Your Rating
1	Supply of drinking water	
2	Drainage	
3	Electricity connection for Households	
4	Electricity supply in the Gram Panchayat	
5	Street lights	
6	Sanitation	
7	Liquid waste management	
8	Solid waste management	
9	Type of roads	
10	Maintenance (cleaning) of roads	
11	Encroachment of public places	
12	filling-up insanitary depressions and reclaiming unhealthy localities	
13	removal of carcasses	
14	Maintenance of all community assets	
15	Earmarking places away from the dwelling houses for dumping refuse and manure	
16	Spraying disinfectant (Mosquitoes) in the village	
17	Garbage collection	
18	Middle Schools	
19	Secondary Schools	
20	Primary Health Centers/Clinics	
21	Nearest Police Station	
22	Nearest Bus Stop	
23	Nearest Regular Market	
24	Nearest Post Office	
25	Public Telephone Connection	
26	Banks	
27	Seeds shop/Fertilizer Shop	
28	Sub Centre	
29	Anganwadi Centers	
30	Any other	

9. List the Services extended by other departments at the Gram Panchayat level according to the as per the Right to Public Service Act in your District? Rate how well these services are provided using the following scale.

1. Very Good 2. Good 3. Average 4. Bad 5. Very bad

S. No	Department	Nature of services provided at the GP level	Your rating
1	Agriculture and Farmers welfare	Kisan Credit card	
2	Animal husbandry		
3	Minor Irrigation		
4	Energy		
5	Labour		
6	Public Health Engineering		
7	Revenue	12.Birth Certificate 13.Caste Certificate 14.Domicile Certificate 15.Disability certificate 16.Khasra copies 17.Death Certificate 18.Ration cards 19.PD outlet /or new shop 20.Mutation 21.licenses for shops 22.Trade licenses	
8	Urban Administration & Development	Approval of Building Plans	
9	General Administration		
10	Social Justice		
11	SC, ST Welfare		
12	Food		
13	Civil Supplies & Consumer Protection	Approval for new PDS	
14	Forest		
15	Home		
16	Woman & Child Development		

17	Transport and Panchayats & Rural Development departments.	4. Renewal of driver's license 5. provision of student bus passes 6. Public transport passes	
18	Police		
19	Finance		
20	Medical	post-mortem report	
21	Traffic		
22	Housing		
23	Water Resources		

10. Provide List of Public Service Centers existing in the State?

a) Provide List of Officials available

b) Services extended by Public Service Centre

6a) List the Services –which are already outsourced, at the Gram Panchayat level

b). List the Services which can be outsourced at the Gram Panchayat levels

c). List the Services which can be automated at the Gram Panchayat level

7. List the Capacity building activities/programmes which need to be taken-up to improve the delivery of services in your District at all the levels.

1. At District level

4. At Block level

5. At GP level

10. What are the Budgetary Provisions, Human Resource required to improve service standards at the Gram Panchayat level 2017 -18 in your District

S. No	Services	Existing budget	Additional budget required	Additional Human Resource
1	Supply of drinking water for households			
2	Drainage – Cleaning of side drains in the village			
3	Electricity connection for			

	Households			
4	Electricity supply in the Gram Panchayat			
5	Street lights			
6	Sanitation			
7	Liquid waste management in the GP			
8	Solid waste management in the GP			
	Garbage collection at the Household			
9	Type of roads			
10	Maintenance (cleaning) of roads			
11	Encroachment of public places			
12	filling-up insanitary depressions and reclaiming unhealthy localities			
13	removal of carcasses			
14	Maintenance of all community assets			
15	Earmarking places away from the dwelling houses for dumping refuse and manure			
16	Spraying disinfectant (Mosquitoes) in the village			
17	Birth Certificate			
18	Caste Certificate			
19	Domicile Certificate			
20	Disability certificate			
21	Khasra copies			
22	Death Certificate			
23	Ration cards			
24	licenses for shops			
25	Trade licenses			
26	Sanction of building plans			
27	Approval for new PDS Shops			
28	Any other			

11. How many e-panchayats exist at the District level (do you want just number or list? If list is required, get a copy as secondary data)

10a) How many Gram Panchayats are using following e-panchayat applications in your District? How well they are being used? Give your rating using the following scale.

1. Very Good 2. Good 3. Average 4. Poor 5. Very poor

S. No	Panchayat Applications	No. of GPs	Your rating
1	CIASoft		
2	anplus		
3	ntional Panchayat Portal		
4	cal Government Directory		
5	tion Soft		
6	ntional Asset Directory (NAD)		
7	ea Profiler		
8	rvicePlus		
9	cial Audit and Meeting Management (SAMM)		
10	aining Management		
11	eographic Information System (GIS)		

11. Provide information on grievance redressal mechanism at the State level for Panchayati Raj institutions

3. Designated officer

a) At State level: \_\_\_\_\_

b) At District level: \_\_\_\_\_

c) At Block level: \_\_\_\_\_

d) At Gram Panchayat level: \_\_\_\_\_

2. Provide information complaints received and disposed of during 2016-17

S. No	Grievances	State Level	District Level	Block Level	Gram Panchayat Level
1.	Number of complaints pending at the beginning of 2016-17				
2.	Number of complaints received during 2016-17				
3	Number of complaints disposed off				



4	Average time taken for disposing grievances				
5	Any penalty for delay/non-disposal of grievances? If, yes, provide details				

12.How do you think the services can be improved?

d) Employing more Staff – Provide details

e) Reducing the procedures/process– Provide details

f) Improving grievance redressal mechanisms– Provide details

Name of the Investigator:  
Contact #Mobile – Email-Address  
Institution Affiliation  
Field Data –period

## Appendix-3: Block Schedule



National Institute of Rural Development and Panchayati Raj  
Rajendranagar, Hyderabad 500030  
(Sponsored by Ministry of Panchayat Raj)

*Study on Developing Service Delivery Standards for Gram Panchayats and Village Councils,  
Assessment of Human Resource, Work Load and Costing of Services*

### Block /Taluk/Panchayat Samithi Schedule

#### 11. Name of the State:

Name of the District:

Name of the Block:

1.4 Total Number of GPs in the Block

1.11 Total Number of PESA GP

1.12 Number of Village Council (VDCs)  
Men Members VDCs

Women Members VDCs

1.4 Total Number of Gram Panchayats in the Block

c. Total number of Villages: \_\_\_\_\_  
In the Block

d. Total number of elected representatives in all the three tiers in the Block

SI Levels	en	omen			BC	R
ock						
tal						

#### 2. Human Resource available at the Block level

No	nctionaries	rectly working under GP	her Departments	ordinating
		gular	ontractual	


**3. Human Resource Available and services extended to Block Panchayat by other Departments:**

<b>S. No.</b>	<b>Departments &amp; Services</b>	<b>Human Resource</b>	<b>Services/Facilitator/Coordinator</b>
1	Agriculture, including Agricultural Extension		
2	Land Improvement, Implementation of Land Reforms, Land Consolidation and Soil Conservation		
3	Minor Irrigation, Water Management and Watershed Development		
4	Animal Husbandry, Dairying and Poultry		
5	Fisheries		
6	Social Forestry and Farm Forestry		
7	Minor Forest Produce		
8	Small Scale Industries, including Food Processing Industries		
9	Khadi, Village & Cottage Industries		
10	Rural Housing		
11	Drinking Water		
12	Fuel and Fodder		
13	Roads, Culverts, Bridges, Ferries, Waterways and other means of Communication		
14	Rural Electrification, including Distribution of Electricity		
15	Non-Conventional Energy Sources		

16	Poverty Alleviation Programmes		
17	Education, including Primary and Secondary Schools		
18	Technical Training and Vocational Education		
19	Adult and non-Formal Education		
20	Libraries		
21	Cultural Activities		
22	Markets & Fairs		
23	Health and Sanitation, including Hospitals, Primary Health Centers and Dispensaries		
24	Family Welfare		
25	Women and Child Development		
26	Social Welfare, including Welfare of Handicapped & mentally retarded		
27	Welfare of the weaker sections, and in particular, of the Scheduled Castes & the Scheduled Tribes		
28	Public Distribution System		
29	Maintenance of Community Assets		

#### 4. Finances: Accrued to the Block from various sources

No.	Grant and Taxes	2015 - 16 (Rs.)		2016 - 17 (Rs.)	
		Basic	Performance Grant	Basic	Performance Grant
1	FFC Grant				
2	C				
3	GNREGS				
4	Stamp duty				
5	ESS				

6	Own Source Revenue (OSR) House Tax water tax				
<b>Total</b>					

5. How do you rate the Delivery of following services by the Gram Panchayat – Use the following scale for rating the service, Tick the services

1. Very Good/ strongly agree,
2. Good/ Agree,
3. Average/ somewhat agree
4. Bad/ Disagree,
5. Very bad/ strongly disagree

S. No	Services	Your Rating
1	Supply of drinking water	
2	Drainage	
3	Electricity connection for Households	
4	Electricity supply in the Gram Panchayat	
5	Street lights	
6	Sanitation	
7	Liquid waste management	
8	Solid waste management	
9	Type of roads	
10	Maintenance (cleaning) of roads	
11	Encroachment of public places	
12	filling-up insanitary depressions and reclaiming unhealthy localities	
13	removal of carcasses	
14	Maintenance of all community assets	
15	Earmarking places away from the dwelling houses for dumping refuse and manure	
16	Spraying disinfectant (Mosquitoes) in the village	
17	Garbage collection	
18	Middle Schools	
19	Secondary Schools	
20	Primary Health Centers/Clinics	
21	Nearest Police Station	
22	Nearest Bus Stop	
23	Nearest Regular Market	
24	Nearest Post Office	
25	Public Telephone Connection	
26	Banks	
27	Seeds shop/Fertilizer Shop	

28	Sub Centre	
29	Anganwadi Centers	
30	Any other	

**6). What is the willingness level to pay for services?**

S. No.	Services	User charges	
1	Drinking water - House hold supply	Rs. 30 per month,	Rs. 50 per month
2	RO water supply	Rs. 2 per litre	Rs. 5 per ten litres
3	General Sanitation	Rs. 10 per household PM	Rs. 20
4	Liquid Waste Management	Rs. 10 per house	20 per house hold
6	Garbage collection	Rs. 10 per house hold	Rs. 20 per month
7	Any other		

7. List the Services extended by the departments at the Gram Panchayat level according to the as per the right to Public Service Act? Rate how well these services are provided using the following scale.

1. Very Good 2. Good 3. Average 4. Bad 5. Very bad

S. No	Department	Nature of services provided at the GP level	Your rating
1	Agriculture and Farmers welfare	Kisan credit cards	
2	Animal husbandry		
3	Minor Irrigation		
4	Energy		
5	Labour		
6	Public Health Engineering		

7	Revenue	23. Birth Certificate 24. Caste Certificate 25. Domicile Certificate 26. Disability certificate 27. Khasra copies 28. Death Certificate 29. Ration cards 30. PDS Registration 31. Mutation 32. licenses for shops 33. Trade licenses	
8	Urban Administration & Development	Sanction of building plans	
9	General Administration		
10	Social Justice		
11	SC, ST Welfare		
12	Food		
13	Civil Supplies & Consumer Protection	Approval for PDS Shops	
14	Forest		
15	Home		
16	Woman & Child Development		
17	Transport and Panchayats & Rural Development departments.	7. Renewal of driver's license 8. provision of student bus passes 9. Public transport passes	
18	Police		
19	Finance		
20	Medical	post-mortem report	
21	Traffic	provision of student bus passes	
22	Housing		
23	Water Resources		

8. What is the process, procedures, time and cost incurred by citizen to get certificates /licenses etc. from Gram Panchayat?
- a. Birth Registration (Provided information for each item in the provided space) - Please tick one of the following
- a) Birth (delivery) details from the phc/hospital/mid wife. \_\_\_\_\_days: Cost, Rs. \_\_\_\_\_/-
  - b) Submitting to panchayat \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
  - c) Verification by the panchayat \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
  - d) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
  - e) Issue of certificate \_\_\_\_\_days Cost, Rs. \_\_\_\_\_/-
  - f) Charges for the certificates \_Rs\_\_\_\_\_ Total number of days Rs. \_\_\_\_/-
- b) Death Certificate- Please tick one of the following
- a) Death details from the hospital \_\_\_\_\_days: Cost, Rs. \_\_\_\_\_/-
  - g) Submitting to panchayat \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
  - h) Verification by the panchayat \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
  - i) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
  - j) Issue of certificate \_\_\_\_\_days Cost, Rs. \_\_\_\_\_/-
  - b) Charges for the certificates \_Rs\_\_\_\_\_ Total number of days Rs. \_\_\_\_/-
- c) Domicile Certificate- Please tick one of the following
- a) Domicile details from the Gram Panchayat \_\_\_\_\_days: Cost, Rs. \_\_\_\_\_/-
  - k) Submitting to Revenue department \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
  - l) Verification by the Police / Revenue department \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
  - m) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
  - n) Issue of certificate \_\_\_\_\_days Cost, Rs. \_\_\_\_\_/-
  - b) Charges for the certificates \_Rs\_\_\_\_\_ Total number of days Rs. \_\_\_\_/-
- d) Caste Certificate- Please tick one of the following
- a) Submission of individual and Caste details to the Gram Panchayat \_\_\_\_\_days: Cost, Rs. \_\_\_\_\_/-
  - b) Verification by Gram Panchayat \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
  - c) Submitting to Revenue department \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
  - d) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
  - e) Issue of certificate \_\_\_\_\_days Cost, Rs. \_\_\_\_\_/-
  - f) Charges for the certificates \_Rs\_\_\_\_\_ Total number of days Rs. \_\_\_\_/-
- e) BPL Certificate- Please tick one of the following
- a) Submission of individual and Caste details to the Gram Panchayat \_\_\_\_\_days: Cost, Rs. \_\_\_\_\_/-
  - o) Verification by Gram Panchayat \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
  - p) Submitting to Revenue department \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-



- q) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
- r) Issue of certificate \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
- b) Charges for the certificates \_Rs\_\_\_\_\_ Total number of days Rs. \_\_\_\_\_/-
- f) Residence of Proof- Please tick one of the following
- a) Submission of individual and Caste details to the Gram Panchayat \_\_\_\_\_ days: Cost, Rs. \_\_\_\_\_/-
- s) Verification by Gram Panchayat \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
- t) Submitting to Revenue department \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
- u) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
- v) Issue of certificate \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
- b) Charges for the certificates \_Rs\_\_\_\_\_ Total number of days Rs. \_\_\_\_\_/-
- g) Marriage of Proof- Please tick one of the following
- a) Submission of marriage of invitation of cards, photographs to the registrar's office \_\_\_\_\_ days: Cost, Rs. \_\_\_\_\_/-
- b) Verification by Registrar's office \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
- c) Issue of certificate \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
- d) Charges for the certificates Cost, Rs \_\_\_\_\_/-
- e) Total number of days Rs. \_\_\_\_\_/-
- h) Building approvals - Please tick one of the following
- a) Submission of building approval to the Gram Panchayat \_\_\_\_\_ days: Cost, Rs. \_\_\_\_\_/-
- b) Verification by Gram Panchayat \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
- c) Submitting to Revenue department \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
- d) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
- e) Issue approvals \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
- f) Charges for the approvals Rs\_\_\_\_\_ Total number of days Rs. \_\_\_\_\_/-
- i) Shop approvals - Please tick one of the following
- a) Submission of shop approvals to the Gram Panchayat \_\_\_\_\_ days: Cost, Rs. \_\_\_\_\_/-
- b) Verification by Gram Panchayat \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
- c) Submitting to Revenue department \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
- d) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
- e) Issue of approvals \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
- f) Charges for the approvals Rs\_\_\_\_\_ Total number of days Rs. \_\_\_\_\_/-
- j) Any other - Please tick one of the following
- a) Details from the. \_\_\_\_\_ days: Cost, Rs. \_\_\_\_\_/-
- b) Submitting to panchayat \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
- c) Verification by the panchayat \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
- d) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-
- e) Issue of certificate \_\_\_\_\_ days Cost, Rs. \_\_\_\_\_/-

f) Charges for the certificates \_Rs\_\_\_\_\_ Total number of days Rs. \_\_\_\_\_/-

9. How often do you visit Gram Panchayat? 1. Often, 2. Very rare and 3. Never

10. Why do you visit Gram Panchayat - Please tick one of the following?

- a) Request to extend better services (4)
- b) Complaints/grievance redressal (3)
- c) To pay taxes (2)
- d) To apply for or /get certificates (1)

11. How do you rate the performance following functionaries at the GP level in your Block? – Use the following scale for rating their performance

1. Very Good, 2. Good, 3. Average, 4. Bad, 5. Very bad

S. No.	Service Facilitator	Your rating
1	<b>Education</b>	
	Attendance of teachers	
	Enrolment of eligible children	
	Attendance of enrolled children	
	Facilities in school	
	Adequacy of teachers	
	Adequacy Classrooms	
	Adequacy drinking water	
	Adequacy toilets	
2	<b>Health (ANM)</b>	
	Visits as per schedule and provides medical aid	
	Does not visit as per schedule	
	Visits only with medical teams	
3	<b>Housing</b>	
	Allotment as per BPL list	

	Favoritism in allotment	
	No BPL list made Public	
4	<b>Pensions</b>	
	Paid regularly	
	Once in two months	
	Once in six months	
	Not paid	
5	<b>Scholarship</b>	
	Paid regularly	
	Once in two months	
	Once in six months	
	Not paid	
6	<b>Mid-Day Meal Supply</b>	
	Provided as per schedule maintained	
	Food Quality as per norms	
	Food quantity as per norm	
7	<b>Bank Services</b>	
	Provided to all villagers	
	Provided only to those having assets	
	Provided only to SHGs	
	Provided only to influential	
	Defaulters are not provided	
	Not provided to any	
8	<b>Crop Insurance</b>	
	Insuring on time to all eligible farmers	
	Insuring on time to only influential farmers	
	Not insuring any farmer on time	
	Getting insurance claims on time for all farmers	
	Getting insurance claims on time to only influential farmers	
	Any other	

12. How do you rate the performance following functionaries at the GP level in your block?– Use the following scale for rating their performance

1. Very Good, 2. Good, 3. Average, 4. Bad, 5. Very bad

Sl. No	Functionaries	Your Rating
1	Panchayat Secretary/Sachiv	
2	Gram Rozgar Sahayak	
3	Technical Assistant	
4	Mate	
5	Line men	
6	Sanitary workers	
7	Livestock assistant goat rearing , Poultry	
8	Agricultural Assistant 1. Irrigation 2. water management 3. fertilizer management 4. pest management sericulture 5. tendu leaf collection& marketing	
9	Forest Guard	
10	Bill Collectors	
11	OHP Operators	
12	Beat Constable	
13	Clerical staff	
14	Teachers	
15	ANM	
16	Anganwadi teacher	
17	Asha Worker	
18	Revenue Inspector	
19	Peons	
20	PHC doctor	
21	Other dept workers	
22	Any other	

13.What are the Budgetary Provisions, Human Resource required to improve service standards at the Gram Panchayat level 2017 -18

S. No	Services	Existing budget	Additional budget required	Additional Human Resource
1	Supply of drinking water for households			
2	Drainage – Cleaning of side drains in the village			
3	Electricity connection for Households			
4	Electricity supply in the Gram Panchayat			
5	Street lights			
6	Sanitation			
7	Liquid waste management in the GP			
8	Solid waste management in the GP			
	Garbage collection at the Household			
9	Type of roads			
10	Maintenance (cleaning) of roads			
11	Encroachment of public places			
12	filling-up insanitary depressions and reclaiming unhealthy localities			
13	removal of carcasses			
14	Maintenance of all community assets			
15	Earmarking places away from the dwelling houses for dumping refuse and manure			
16	Spraying disinfectant (Mosquitoes) in the village			
17	Birth Certificate			
18	Caste Certificate			
19	Domicile Certificate			
20	Disability certificate			
21	Khasra copies			
22	Death Certificate			
23	Ration cards			
24	licenses for shops			
25	Trade licenses			

26	Sanction of building plans			
27	Approval for new PDS Shops			
28	Any other			

\* Use additional sheet, if necessary

14. How many e-panchayats exist at the Block level (do you want just number or list? If list is required, get a copy as secondary data)

15a) How many Gram Panchayats in your block are using following e-panchayat Applications? Give your rating using the following scale.

1. Very Good 2. Good 3. Average 4. Poor 5. Very poor

S. No	Panchayat Applications	No. of GPs	Your rating
1	IASoft		
2	anplus		
3	ational Panchayat Portal		
4	cal Government Directory		
5	tion Soft		
6	ational Asset Directory (NAD)		
7	ea Profiler		
8	rvicePlus		
9	cial Audit and Meeting Management (SAMM)		
10	aining Management		
11	ographic Information System (GIS)		

- List state e-panchayats software utilised at the GP Level

16. List the Capacity building activities/programmes which need to be taken-up to improve the delivery of services in your Block and Gram Panchayat for all the functionaries.

1. At the Block level

2. At the GP level

17. Provide information on grievance redressal mechanism at the Block level for Panchayati Raj institutions

4. Designated officer

a) At Block level: \_\_\_\_\_

b) At Gram Panchayat level: \_\_\_\_\_

2. Provide information complaints received and disposed of during 2016-17

S. No	Grievances	Block Level	Gram Panchayat Level
1.	Number of complaints pending at the beginning of 2016-17		
2.	Number of complaints received during 2016-17		
3	Number of complaints disposed off		
4	Average time taken for disposing grievances		
5	Any penalty for delay/non-disposal of grievances? If, yes, provide details		

18. How do you think the services can be improved?

g) Employing more Staff – provide details

h) Reducing the procedures/process – provide details

i) Improving grievance redressal mechanisms – provide details

j) Any other

Name of the Investigator –

Contact #Mobile - Email-Address

Institution Affiliation & Field Data – period

## Appendix-4: Gram Panchayat Schedule



National Institute of Rural Development and Panchayati Raj  
Rajendranagar, Hyderabad 500030  
(Sponsored by Ministry of Panchayat Raj)

*Study on Developing Service Delivery Standards for Gram Panchayats and Village Councils,  
Assessment of Human Resource, Work Load and Costing of Services*

### Gram Panchayat Schedule

#### 12. Name of the State

- Name of the District :
- Name of the Block :
- Name of the Gram Panchayat :

#### 13.

##### Basic Profile of Gram Panchayat

- GP Profile
- Demographic Information
- Socio-economic parameters
- Livelihood data
- Natural resources
- Village Institutions- directly under GP and those outside ; etc.

Elected Members in the Gram Panchayat

RI Levels	en	omen			BC	R
P						
otal						



#### Panchayat Staff

S. No.	Designation	Gender	Nature of Job		
			Regular	Contractual	Part-time

#### 14. Panchayat Finances

a) 14<sup>th</sup> Finance Commission (FFC) and SFC Grants in 2015-16 & 2016-17

No.	Grant and Taxes	2015 - 16 (Rs.)		2016 - 17 (Rs.)	
		Basic	Performance Grant	Basic	Performance Grant
	FFC Grant				
	State Finance Commission Grant				
	MGNREGS				
	Stamp duty				
	CESS				
	Property Tax				
	Water charges				
	Weekly market				
	Any other				
	<b>Total</b>				

15. How do you rate the Delivery of following services by the Gram Panchayat – Use the following scale for rating the service?

1. Very Good, 2. Good, 3. Average, 4. Bad, 5. Very bad

S. No	List of services at GP level	Your rating
1	House hold water supply,	
2	RO Drinking water	
3	Borewell water	

4	Drainage(Village)	
5	Electricity	
6	Street lights	
7	Liquid waste management	
8	Garbage collection	
9	Maintenance of Roads/Street	
10	removing encroachments on public streets or public places	
11	filling-up insanitary depressions and reclaiming unhealthy localities.	
12	Removal of carcasses.	
13	Maintenance of all community assets	
14	Earmarking places away from the dwelling houses for dumping refuse and manure.	
15	Spraying disinfectant (Mosquitoes) in the village Access to information on development schemes	
16	Any other	

**5). What is the willingness level to pay for services? Tick your option**

S. No.	Services	User charges	
1	Drinking water - House hold supply	Rs. 30 per month,	Rs. 50 per month
2	RO water supply	Rs. 2 per litre	Rs. 5 per ten litres
3	General Sanitation	Rs. 10 per household per month	Rs. 20 per month
4	Liquid Waste Management	Rs. 10 per house	20 per house hold
6	Garbage collection	Rs. 10 per house hold	Rs. 20 per month
7	Any other		

6. List the Services extended by the departments at the Gram Panchayat level according to the as per the Right to Public Service Act? Rate how well these services are provided using the following scale.

1. Very Good 2. Good 3. Average 4. Bad 5. Very bad

S. No	Department	Nature of services provided at the GP level	Your rating
-------	------------	---	-------------

1	Agriculture and Farmers welfare	<i>Kisan</i> credit cards	
2	Animal husbandry		
3	Minor Irrigation		
4	Energy		
5	Labour		
6	Public Health Engineering		
7	Revenue	34. Birth Certificate 35. Caste Certificate 36. Domicile Certificate 37. Disability certificate 38. Khasra copies 39. Death Certificate 40. Ration cards 41. PDS Registration 42. Mutation 43. licenses for shops 44. Trade licenses	
8	Urban Administration & Development	Sanction of building plans	
9	General Administration		
10	Social Justice		
11	SC, ST Welfare		
12	Food		
13	Civil Supplies & Consumer Protection	Approval for PDS Shops	
14	Forest		
15	Home		
16	Woman & Child Development		
17	Transport and Panchayats & Rural Development departments.	10. Renewal of drivers license 11. provision of student bus passes 12. Public transport passes	

18	Police		
19	Finance		
20	Medical	post-mortem report	
21	Traffic	provision of student bus passes	
22	Housing		
23	Water Resources		

**7. What is the process, procedures, time and cost incurred by citizen to get certificates /licenses etc from Gram Panchayat?**

a. Birth Registration (Provided information for each item in the provided space) - Please tick one of the following

- w) Birth (delivery) details from the phc/hospital/mid wife. \_\_\_\_\_days : Cost, Rs.\_\_\_\_\_-/-
- x) Submitting to panchayat \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
- y) Verification by the panchayat \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
- z) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
- aa) Issue of certificate \_\_\_\_\_days Cost, Rs.\_\_\_\_\_-/-
- bb) Charges for the certificates \_Rs\_\_\_\_\_ Total number of days Rs.\_\_\_\_\_-/-

k) Death Certificate- Please tick one of the following

- a) Death details from the hospital \_\_\_\_\_days : Cost, Rs.\_\_\_\_\_-/-
- b) Submitting to panchayat \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
- c) Verification by the panchayat \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
- d) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
- e) Issue of certificate \_\_\_\_\_days Cost, Rs.\_\_\_\_\_-/-
- f) Charges for the certificates \_Rs\_\_\_\_\_ Total number of days Rs.\_\_\_\_\_-/-

l) Domicile Certificate- Please tick one of the following

- a) Domicile details from the Gram Panchayat \_\_\_\_\_days : Cost, Rs.\_\_\_\_\_-/-
- b) Submitting to Revenue department \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
- c) Verification by the Police / Revenue department \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
- d) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
- e) Issue of certificate \_\_\_\_\_days Cost, Rs.\_\_\_\_\_-/-
- f) Charges for the certificates \_Rs\_\_\_\_\_ Total number of days Rs.\_\_\_\_\_-/-

m) Caste Certificate- Please tick one of the following

- a) Submission of individual and Caste details to the Gram Panchayat \_\_\_\_\_ days : Cost, Rs.\_\_\_\_\_-/-
  - b) Verification by Gram Panchayat \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
  - c) Submitting to Revenue department \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
  - d) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
  - e) Issue of certificate \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
  - f) Charges for the certificates \_Rs\_\_\_\_\_ Total number of days \_\_\_\_\_
- n) BPL Certificate- Please tick one of the following
- a) Submission of individual and Caste details to the Gram Panchayat \_\_\_\_\_ days : Cost, Rs.\_\_\_\_\_-/-
  - b) Verification by Gram Panchayat \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
  - c) Submitting to Revenue department \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
  - d) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days
  - e) Issue of certificate \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
  - f) Charges for the certificates \_Rs\_\_\_\_\_ Total number of days -----
- o) Residence of Proof- Please tick one of the following
- a) Submission of individual and Caste details to the Gram Panchayat \_\_\_\_\_ days : Cost, Rs.\_\_\_\_\_-/-
  - b) Verification by Gram Panchayat \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
  - c) Submitting to Revenue department \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
  - d) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
  - e) Issue of certificate \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
  - f) Charges for the certificates \_Rs\_\_\_\_\_ Total number of days -----
- p) Marriage of Proof- Please tick one of the following
- a) Submission of marriage of invitation of cards, photographs to the registrar's office \_\_\_\_\_ days : Cost, Rs.\_\_\_\_\_-/-
  - b) Verification by Registrars office \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
  - c) Issue of certificate \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
  - d) Charges for the certificates \_Rs\_\_\_\_\_ Total number of days -----
- q) Building approvals - Please tick one of the following
- a) Submission of building approval to the Gram Panchayat \_\_\_\_\_ days : Cost, Rs.\_\_\_\_\_-/-
  - b) Verification by Gram Panchayat \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
  - c) Submitting to Revenue department \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
  - d) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
  - e) Issue approvals \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
  - f) Charges for the approvals Rs\_\_\_\_\_ Total number of days -----
- r) Shop approvals - Please tick one of the following
- a) Submission of shop approvals to the Gram Panchayat \_\_\_\_\_ days : Cost, Rs.\_\_\_\_\_-/-
  - b) Verification by Gram Panchayat \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
  - c) Submitting to Revenue department \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-

- d) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
- e) Issue of approvals \_\_\_\_\_days Cost, Rs.\_\_\_\_\_-/-
- f) Charges for the approvals Rs\_\_\_\_\_ Total number of days -----
- s) Any other - Please tick one of the following
- a) Details from the. \_\_\_\_\_days : Cost, Rs.\_\_\_\_\_-/-
- b) Submitting to panchayat \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
- c) Verification by the panchayat \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
- d) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs.\_\_\_\_\_-/-
- e) Issue of certificate \_\_\_\_\_days Cost, Rs.\_\_\_\_\_-/-
- f) Charges for the certificates \_Rs\_\_\_\_\_ Total number of days -----

8. How often do you visit Gram Panchayat? 1. Often, 2. Very rare and 3. Never

9. Why do you visit Gram Panchayat - Please tick one of the following

- e) Request to extend better services (5)
- f) Complaints/grievance redressal (4)
- g) To pay taxes (3)
- h) To apply for or /get certificates (2)
- i) Any other (1)

10. How do you rate your GP performance in terms of supervisors/facilitation of the following services/amenities provided to Villagers? – Use the following scale for rating their performance

1. Very Good/ strongly agree,
2. Good/ Agree,
3. Average/ Somewhat agree,
4. Bad/ disagree,
5. Very bad/ strongly disagree

S. No.	Service Facilitator	Your rating
1	<b>Education</b>	
	Attendance of teachers	

	Enrolment of eligible children	
	Attendance of enrolled children	
	Facilities in school	
	Adequacy of teachers	
	Adequacy Classrooms	
	Adequacy drinking water	
	Adequacy toilets	
2	<b>Health(ANM)</b>	
	Visits as per schedule and provides medical aid	
	Does not visit as per schedule	
	Visits only with medical teams	
3	<b>Housing</b>	
	Allotment as per BPL list	
	Favouritism in allotment	
	No BPL list made Public	
4	<b>Pensions</b>	
	Paid regularly	
	Once in two months	
	Once in six months	
	Not paid	
5	<b>Scholarship</b>	
	Paid regularly	
	Once in two months	
	Once in six months	
	Not paid	
6	<b>Mid Day Meal Supply</b>	
	Provided as per schedule maintained	
	Food Quality as per norms	
	Food quantity as per norm	
7	<b>Bank Services</b>	
	Provided to all villagers	
	Provided only to those having assets	

	Provided only to SHGs	
	Provided only to influential	
	Defaulters are not provided	
	Not provided to any	
8	<b>Crop Insurance</b>	
	Insuring on time to all eligible farmers	
	Insuring on time to only influential farmers	
	Not insuring any farmer on time	
	Getting insurance claims on time for all farmers	
	Getting insurance claims on time to only influential farmers	
	Any other	

11. How do you rate the performance following functionaries at the GP level?– Use the following scale for rating their performance

1. Very Good, 2. Good, 3. Average, 4. Bad, 5. Very bad

Sl. No	Functionaries	Your Rating
1	Panchayat Secretary/Sachiv	
2	Gram Rozgar Sahayak	
3	Technical Assistant	
4	Mate	
5	Line men	
6	Sanitary workers	
7		
8	Livestock assistant goat rearing , Poultry	
9	Agricultural Assistant irrigation, water management , fertilizer management , pest management sericulture, tendu leaf collection& marketing	
10	Forest Guard	
11	Bill Collectors	
12	OHP Operators	
13	Beat Constable	



14	Clerical staff	
15	Teachers	
16	ANM	
17	Anganwadi teacher	
18	Asha Worker	
19	Revenue Inspector	
20	Peons	
21	PHC doctor	
22	Other dept workers	

12. What are the Budgetary Provisions, Human Resource required to improve service standards at the Gram Panchayat level 2017 -18

S. No	Services	Existing budget	Additional budget required	Additional Human Resource
1	Supply of drinking water for households			
2	Drainage – Cleaning of side drains in the village			
3	Electricity connection for Households			
4	Electricity supply in the Gram Panchayat			
5	Street lights			
6	Sanitation			
7	Liquid waste management in the GP			
8	Solid waste management in the GP			
	Garbage collection at the Household			
9	Type of roads			
10	Maintenance (cleaning) of roads			
11	Encroachment of public places			
12	filling-up insanitary depressions			

	and reclaiming unhealthy localities			
13	removal of carcasses			
14	Maintenance of all community assets			
15	Earmarking places away from the dwelling houses for dumping refuse and manure			
16	Spraying disinfectant (Mosquitoes) in the village			
17	Birth Certificate			
18	Caste Certificate			
19	Domicile Certificate			
20	Disability certificate			
21	Khasra copies			
22	Death Certificate			
23	Ration cards			
24	licenses for shops			
25	Trade licenses			
26	Sanction of building plans			
27	Approval for new PDS Shops			
28	Any other			

13a) Does your Gram Panchayats use following e-panchayat application? Give your rating using the following scale.

1. Very Good 2. Good 3. Average 4. Poor 5. Very poor

No	Panchayat Applications	our rating
1	IASoft	
2	anplus	
3	ational Panchayat Portal	
4	ocal Government Directory	
5	tion Soft	
6	ational Asset Directory (NAD)	
7	ea Profiler	
8	rvicePlus	
9	cial Audit and Meeting Management (SAMM)	
10	aining Management	
11	eographic Information System (GIS)	

14. Do Public Service Centres exist in the Gram Panchayat? (Yes or No)

If Yes, provide the information in the Table; Give your rating using the

following scale

1. Very Good 2. Good 3. Average 4. Poor 5. Very poor

Sl. No	Name of Service Centre	Services Provided	Your Rating on Quality of Service Provided

15a) List the Services –which are already outsourced, at the Gram Panchayat level

b). List the Services which can be outsourced at the Gram Panchayat levels

c). List the Services which can be automated at the Gram Panchayat level

18. List the Capacity building activities/programmes which need to be taken-up to improve the delivery of services in your Gram Panchayat for all the functionaries.

No.	Functionary	Name of the Programme
-----	-------------	-----------------------


## 19. Grievance redressal Mechanism at the Gram Panchayati level

1. Designated officer-

2. Provide information complaints received and disposed of during 2016-17

S. No	Grievances	Details
1.	Number of complaints pending at the beginning of 2016-17	
2.	Number of complaints received during 2016-17	
3	Number of complaints disposed off	
4	Average time taken for disposing grievances	
5	Any penalty for delay/non-disposal of grievances? If, yes, provide details	

## 20. How do you think the services can be improved?

k) Employing more Staff – Provide details

l) Reducing the procedures/process – Provide details

m) Improving grievance redressal mechanisms – Provide details

n) Any other – Provide details

Name of the Investigator:

Contact #Mobile – Email-Address

Field Data –period

### **Secondary Data to be collected**

- i. Total Resource Envelope data from all sources for 2015-16-&2016-17.
- ii. Actual amount devolved through 14 FFC –two years.2015-16 and 2016-17
- iii. Human Resource available at the GP level
- iv. Gram Panchayat Development Plan details-works
- v. Mandatory services extended by GP
- vi. Services extended by coordinating with other departments
- vii. Any other

## Appendix-5: Focus Group Discussion Schedule



*Study on Developing Service Delivery Standards for Gram Panchayats and Village Councils,  
Assessment of Human Resource, Work Load and Costing of Services  
(Sponsored by Ministry of Panchayati Raj, Govt. of India)*

### Focus Group Discussions

1. State \_\_\_\_\_ 2. \_\_\_\_\_ District  
3. Block \_\_\_\_\_ 4. GP \_\_\_\_\_  
5. Village \_\_\_\_\_

### 1. Participant Profile

S. No	Age	Sex (M/F)	SC/ST/OBC/UR	Education (I/L/P/S*)	Land holding (in Acres)	Occupation	Whether NREGS worker or not (Y/N)
1							
2							
3							
4							
5							
6							
7							
8							
9							
10							
11							
12							
13							
14							
15							

\* Education: I-Illiterate, L-Literate, P-Primary, S-Secondary, H – High school

\* S – less than 2.5 acres, M – 2.5 – 5 acres, L – more than 5 acres

2. How do you rate the Delivery of following services by the Gram Panchayat –  
Use the following scale for rating the services Tick the Services

- |                               |                       |
|-------------------------------|-----------------------|
| 1. Very Good/ strongly agree, | 4. Bad/ Disagree,     |
| 2. Good/ Agree,<br>disagree   | 5. Very bad/ strongly |
| 3. Average/ somewhat agree    |                       |

**a. Facilities/ amenities and services available in the Village Panchayat:-**

S. No	Facilities Available	Your rating
1	Drinking Water	
2	Cleaning over head water tanks in the village / Habitation	
3	Drainage – Cleaning of side drains in the village	
4	Sanitation ,General cleanliness	
5	Electricity connection for Households	
6	Electricity supply in the Gram Panchayat	
7	Street lights	
8	Type of roads	
9	Maintenance of roads	
10	Solid waste management in the GP	
11	Liquid waste management at the Household	
12	Encroachment of public places	
13	filling-up insanitary depressions and reclaiming unhealthy localities	
14	removal of carcasses	
15	Maintenance of all community assets	
16	Earmarking places away from the dwelling houses for dumping refuse and manure	
17	Spraying disinfectant (Mosquitoes) in the village	
18	Garbage collection at the household	
19	Primary school	
20	Middle Schools	
21	Secondary Schools	
22	Primary Health Centres/sub-centre	
23	Nearest Police Station	
24	Nearest Bus Stop	
25	Nearest Regular Market	
26	Nearest Post Office	

27	Public Telephone Connection	
28	Banks	
29	Seeds shop/Fertilizer Shop	
30	Anganwadi Centres	
31	Birth Certificate	
32	Caste Certificate	
33	Domicile Certificate	
34	Disability certificate	
35	Khasra copies – land document	
36	Death Certificate	
37	Ration cards	
38	licenses for shops	
39	Trade licenses	
40	Renewal of drivers license	
41	provision of student bus passes	
42	Public transport passes – elderly, disabled	
43	post-mortem report	
44	Any other	

3. Use the following scale for rating the services provided by various functionaries in the Gram Panchayat

1. Very Good, 2. Good 3. Average 4. Bad 5. Very bad

S. No	Functionaries	Services (Your rating)
1	i. Anganwadi Teacher	
	ii. Auxillary Nurse Mid wife	
	iii. Aasha worker	
	iv. School Teacher /School	
	v. Public Distribution System- Dealer	
	vi. Line Men	
2	vii. Agricultural assistant	
	viii. Forest Guard	
	ix. Livestock Assistant	
	x. Sanitary workers	



	xi. Gram Sachiv	
	xii. Gram Roz Sahayak	
	xiii. Technical Assistant	
	xiv. Field Assistant	
	xv. Mate	
	xvi. Revenue Inspector	
	xvii. Any other	

**4. What are your suggestions to improve Service Delivery at the Gram Panchayat level?**

- a) Use of E-Modules
- b) Automation of services – list the services
- c) Capacity building of GP functionaries – provide details
- d) Capacity building of GP elected representatives – provide details
- e) Improving GP's finances – provide details
- f) Improving infrastructure in the village – provide details
- g) Improving services provided by the GP – provide details
- h) Improving Village Development Plan – provide details
- i) Involving Gram Sabha to improve service delivery – provide details
- j) Any other

Name of the Investigator –

Contact #Mobile - Email-Address

Field Data –period

## Appendix-6: Citizen Schedule



National Institute of Rural Development and Panchayati Raj  
Rajendranagar, Hyderabad 500030  
(Sponsored by Ministry of Panchayat Raj)

*Study on Developing Service Delivery Standards for Gram Panchayats and Village Councils,  
Assessment of Human Resource, Work Load and Costing of Services*

### Citizen Schedule

#### A. Particulars

1. Name of the State \_\_\_\_\_
2. Name of the District \_\_\_\_\_
3. Name of the Block/Mandal/Taluk \_\_\_\_\_
4. Name of the Gram Panchayat \_\_\_\_\_
5. Name of the Hamlet \_\_\_\_\_

#### B. Resident Information

- a) Name of the Resident \_\_\_\_\_
- b) Gender 1 Male 2 Female
- c) Social Category 1 General 2 OBC/SC/ST
- d) Age Upto 30
- e) Education Illiterate/upto -7/ 10 Std/NTER/ Degree/PG and above
- f) Occupation Farmer/Wage labour/Govt./Private  
Firms /Self employed
- g) Landholding <1 ha/1-2 ha/2-5 ha/5 ha and above
- h) Annual Income < 50,000 ,more than 75,000, 1,000,00 and above
- i) Economic Status BPL/APL/No Ration card
- j) Are you a Voter of this GP? Yes/No
- k) Have you participated in any GP event Yes/No
- l) Are you aware of Gram Panchayat Development Plan Yes/No
- m) Have you participated in recent Gram Sabhas in the village Yes/No
- 13a). If Yes, What was the outcome?

13b). If No, what is the reason for not participating?

6. What are the services/amenities which are extended by GP to a citizen?

1. Supply of drinking water- Please tick one of the following

Quality

- a) Piped drinking water to each household (5)
- b) R.O bottled water (4)
- c) Drinking water at common point in the street (3)
- d) Hand pump water (2)
- e) Through tankers (1)

Supply Timings

- a) 24 hours a day (5)
- b) Up to 2 - 3 hrs morning and evening (4)
- c) Up to 3 hrs in the morning (3)
- d) Once in alternate days (2)
- e) Once in a week (1)

2. Drainage - Please tick one of the following

- a) Drainage channels exit in the entire village (5)
- b) Drainage channels exits in some streets – List (4)
- c) Drainage channels exits but not functional (3)
- d) Drainage channels do not exist in majority locations (2)
- e) Drainage channels not constructed (1)

3. Electricity connection for Households- Please tick one of the following

- a) Available for the all the households (5)
- b) Available to some households – List (4)
- c) Electricity connection not available for majority households (3)
- d) Electricity connection for one point at the households (2)
- e) No electricity polls installed (1)

4. Electricity supply in the Gram Panchayat- Please tick one of the following

- a) Available all 24 hours a day (5)
- b) Power cut for 10 - 12 hours- During a) Day b) night (4)
- c) Power cut up to 6 hours- During a) Day b) night (3)
- d) Unscheduled power cuts (2)
- e) No electricity supply to a majority locations (1)

5. Street lights - Please tick one of the following

- a) Street lights exit in the entire village (5)
- b) Street lights exits in some streets – List (4)
- c) Streets lights installed but not functional (3)
- d) Streets lights does not exist in majority locations (2)
- e) No streets lights (1)

6. Sanitation - Please tick one of the following

- a. use own toilet (5)
  - b. use Community toilets (4)
  - c. Toilets not functional due to technical fault (3)
  - d. Toilets not utilised due to lack of water (2)
  - e. Open defecation (1)
7. Liquid waste management - Please tick one of the following
- a) All households are linked to drainage channels (5)
  - b) Only some of the households linked to the drainage channels – List (4)
  - c) Liquid waste management channels have technical problems (3)
  - d) Households lack awareness (2)
  - e) No measures taken for liquid waste management (1)
8. Solid waste management- Please tick one of the following
- Solid waste collected 1 Yes 2 No (Yes / No)
- i. If yes
  - b) Segregated bio degradable waste 1 Yes 2 No (Yes/ No) (5)
  - c) Collected everyday 1 Morning 2 Evening (4)
  - d) Collected once a week(3)
  - e) Collected during festivals or special events (2)
  - f) No carts (rickshaw) and Human resource Available (1)
9. Type of roads -Please tick one of the following
- a) All streets have cement / Black top / metals roads – List (5)
  - b) All streets have kacha roads (4)
  - c) Only some streets have cement/black top/ metals roads – List (3)
  - d) Roads laid but totally damaged (2)
  - e) No roads laid (1)
10. Maintenance (cleaning) of roads- Please tick one of the following
- a) Maintain regularly 1 Yes 2 No (Yes /No) (5)
  - b) All streets are cleaned (4)
  - c) Some streets are cleaned (3)
  - d) Cleaned only during only festival and occasions (2)
  - e) No staff available for cleaning (1)
11. Encroachment of public places 1 Yes 2 No - Please tick one of the following
- If Yes,
- 1) Removed regularly (5)
  - 2) Removed only in some cases (4)
  - 3) Household approached courts (3)
  - 4) No staff (2)
  - 5) Not removed (1)
12. filling-up insanitary depressions and reclaiming unhealthy localities- Please tick one of the following
- 1 Yes 2 No (Yes / No)
- a) Filled up regularly (5)
  - b) Filled up in some locations (4)

- c) Households do not Cooperate (3)
  - d) No staff (2)
  - e) No such task for takenup (1)
13. removal of carcasses- Please tick one of the following
- a) Very regularly (5)
  - b) Not so regularly (4)
  - c) Only on demand by households (3)
  - d) No staff available(2)
  - e) Never (1)
14. Maintenance of all community assets- Please tick one of the following
- a) Very regularly (5)
  - b) Not so regularly (4)
  - c) Only on demand(3)
  - d) No exclusively fund available for maintaining assets (2)
  - e) Never (1)
15. Earmarking places away from the dwelling houses for dumping refuse and manure.  
1 Yes 2 No - Please tick one of the following
- a) Locations allotted for all the households (5)
  - b) Not available for all households (4)
  - c) Household dump the refuse on the streets (3)
  - d) Non-availability of space (2)
  - e) No such earmarking (1)
16. Spraying disinfectant (Mosquitoes) in the village - Please tick one of the following
- a) Once a week (5)
  - b) Once a month (4)
  - c) Only on demand (3)
  - d) Only during in certain occasions (2)
  - e) Never (1)
17. Primary school - Please tick one of the following
- a) School function regularly (5)
  - a) Not so regularly (4)
  - b) Non-availability of teachers (3)
  - c) No school infrastructure (2)
  - d) Not functional (1)
18. Middle Schools- Please tick one of the following
- a) School function regularly (5)
  - b) Not so regularly (4)
  - c) Non-availability of teachers (3)
  - d) No school infrastructure (2)
  - e) Not functional (1)

19. Secondary Schools- Please tick one of the following
- a) School function regularly (5)
  - b) Not so regularly (4)
  - c) Non-availability of teachers (3)
  - d) No school infrastructure (2)
  - e) Not functional (1)
20. Nearest Police Station - Please tick one of the following
- a) Staff accessible and compliant are filed (5)
  - b) Staff not accessible and rarely complaints are filed (4)
  - c) Filed Complaints are rarely addressed (3)
  - d) People do not approach (2)
  - e) No police station (1)
21. Bus Services- Please tick one of the following
- a) Buses ply very regularly (5)
  - b) Not so regularly (4)
  - c) Time schedule not maintained (3)
  - d) Frequent break down of buses(2)
  - e) No bus service (1)
22. Nearest Regular Market/ Hat/weekly market- Please tick one of the following
- a) Very regular (5)
  - b) Once in a fort night (4)
  - c) No sufficient place for dealers and hawkers (3)
  - d) Selling goods in the neighbouring market (2)
  - e) No market (1)
23. Nearest Post Office- Please tick one of the following
- a) Functional (5)
  - b) Partly functional (4)
  - c) Attached to the neighbouring village (3)
  - d) Irregular staff (2)
  - e) Does not exist (1)
24. Seeds shop/Fertilizer Shop - Please tick one of the following
- a) Open regularly (5)
  - b) Not so regular (4)
  - c) Not sufficient seeds and fertilizers (3)
  - d) Travel to the neighbouring village (2)
  - e) No shop (1)
25. Anganwadi services – Please tick one of the following
- a) preschool training (5)
  - b) food (4)
  - c) Not opened regularly (3)

- d) No infrastructure (2)
- e) Not functional(1)

26. Maternity services/ Functioning of PHC and Sun-centre - Please tick one of the following

- a) Percentage of Institutional deliveries 1 25% 2 50% 3 75% 4 100% (5)
- b) Availability of full staff and equipments/medicines at the PHC 1. 25% 2 50% 3 75% 4 100% (4)
- c) Cannot attend critical cases (3)
- d) Not opened regularly (2)
- e) No PHC nor Sub-centre (1)

27. Access to information on development schemes - Please tick one of the following

- a) Provided on display board (5)
- b) Provided in the gram sabha meeting (4)
- c) Provided thorough pamphlets (3)
- d) Provided when approached sarpanch / secretary (2)
- e) No information (1)

28. Ration Shop - Please tick one of the following

- a) All ration card holders get regular supply (5)
- b) All items are not provided (4)
- c) Only some items are provided – list (3)
- d) Shop is closed indefinitely (2)
- e) No PDS shop (1)

29. Grievance Redressal – Please tick one of the following

- a) Help Desk exists at GP (5)
- b) Functions regularly (4)
- c) Grievances resolved 1 all grievances 2 most of them 3 very few (3)
- d) Non availability of staff (2)
- e) No formal grievance redressal mechanism (1)

7. What is the willingness level to pay for services? (Please tick the appropriate charge you are willing to pay)

S. No.	Services	User charges	
1	Drinking water - House hold supply	Rs. 30 per month,	Rs. 50 per month
2	RO water supply	Rs. 2 per litre	Rs. 5 per ten litres
3	General Sanitation	Rs. 10 per household PM	Rs. 20 per household
4	Liquid Waste Management	Rs. 10 per household	20 per house hold

6	Solid Waste (Garbage) Management	Rs. 10 per household	Rs. 20 per month
---	----------------------------------	----------------------	------------------

8. What is the process, procedures, time and cost incurred by citizen to get certificates /licenses etc from Gram Panchayat?

a. Birth Registration (Provided information for each item in the provided space)

- cc) Birth (delivery) details from the phc/hospital/mid wife. \_\_\_\_\_ days : Cost, Rs.\_\_\_\_/-
- dd) Submitting to panchayat \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
- ee) Verification by the panchayat \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
- ff) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
- gg) Issue of certificate \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-

b) Death Certificate

- a) Death details from the hospital \_\_\_\_\_ days : Cost, Rs.\_\_\_\_/-
- b) Submitting to panchayat \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
- c) Verification by the panchayat \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
- d) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
- e) Issue of certificate \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
- f) Charges for the certificates \_Rs\_\_\_\_\_ Total number of days -----

c) Domicile Certificate

- a) Domicile details from the Gram Panchayat \_\_\_\_\_ days : Cost, Rs.\_\_\_\_/-
- b) Submitting to Revenue department \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
- c) Verification by the Police / Revenue department \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
- d) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
- e) Issue of certificate \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
- f) Charges for the certificates \_Rs\_\_\_\_\_ Total number of days -----

d) Caste Certificate

- a) Submission of individual and Caste details to the Gram Panchayat \_\_\_\_\_ days : Cost, Rs.\_\_\_\_/-
- b) Verification by Gram Panchayat \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
- c) Submitting to Revenue department \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
- d) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
- e) Issue of certificate \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
- f) Charges for the certificates \_Rs\_\_\_\_\_ Total number of days -----

e) BPL Certificate

- c) Submission of individual and Caste details to the Gram Panchayat \_\_\_\_\_ days : Cost, Rs.\_\_\_\_/-
- hh) Verification by Gram Panchayat \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-



- ii) Submitting to Revenue department \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
  - jj) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
  - kk) Issue of certificate \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
  - d) Charges for the certificates \_Rs\_\_\_\_\_ Total number of days -----
- f) Residence of Proof
- c) Submission of individual and Caste details to the Gram Panchayat \_\_\_\_\_ days : Cost, Rs.\_\_\_\_/-
  - ll) Verification by Gram Panchayat \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
  - mm) Submitting to Revenue department \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
  - nn) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
  - oo) Issue of certificate \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
  - d) Charges for the certificates \_Rs\_\_\_\_\_ Total number of days -----
- g) Marriage of Proof
- a) Submission of marriage of invitation of cards, photographs to the registrar's office \_\_\_\_\_ days : Cost, Rs.\_\_\_\_/-
  - b) Verification by Registrars office \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
  - c) Issue of certificate \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
  - d) Charges for the certificates \_Rs\_\_\_\_\_ Total number of days -----
- a) Building approvals
- a) Submission of building approval to the Gram Panchayat \_\_\_\_\_ days : Cost, Rs.\_\_\_\_/-
  - b) Verification by Gram Panchayat \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
  - c) Submitting to Revenue department \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
  - d) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
  - e) Issue approvals \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
  - f) Charges for the approvals Rs\_\_\_\_\_ Total number of days -----
- b) Shop approvals
- a) Submission of shop approvals to the Gram Panchayat \_\_\_\_\_ days : Cost, Rs.\_\_\_\_/-
  - b) Verification by Gram Panchayat \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
  - c) Submitting to Revenue department \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
  - d) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
  - e) Issue of approvals \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
  - f) Charges for the approvals Rs\_\_\_\_\_ Total number of days -----
- c) Any other
- a) Details from the. \_\_\_\_\_ days : Cost, Rs.\_\_\_\_/-
  - b) Submitting to panchayat \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
  - c) Verification by the panchayat \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
  - d) Obtaining approval and sanction from revenue departments \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
  - e) Issue of certificate \_\_\_\_\_ days Cost, Rs.\_\_\_\_/-
  - f) Charges for the certificates \_Rs\_\_\_\_\_ Total number of days -----

9. How often do you visit Gram Panchayat? Please tick one of the following

1. Often, 2. Very rare and 3. Never

10. Why do you visit Gram Panchayat - Please tick one of the following

- j) Request to extend better services (5)
- k) To pay taxes (4)
- l) To apply for or /get certificates (3)
- m) Complaints/grievance redressal (2)
- n) Any other (1)

11. How do you rate your GP performance in terms of supervisors/facilitation of the following services/amenities provided to Villagers? – Use the following scale for rating their performance

1. Very Good, 2. Good, 3. Average, 4. Bad, 5. Very bad

S. No.	Service Facilitator	Your rating
1	<b>Education</b>	
	Attendance of teachers	
	Enrolment of eligible children	
	Attendance of enrolled children	
	Facilities in school	
	Adequacy of teachers	
	Adequacy Classrooms	
	Adequacy drinking water	
	Adequacy toilets	
2	<b>Health(ANM)</b>	
	Visits as per schedule and provides medical aid	
	Does not visit as per schedule	
	Visits only with medical teams	
3	<b>Housing</b>	
	Allotment as per BPL list	
	Favouritism in allotment	
	No BPL list made Public	
4	<b>Pensions</b>	
	Paid regularly	
	Once in two months	
	Once in six months	

	Not paid	
5	<b>Scholarship</b>	
	Paid regularly	
	Once in two months	
	Once in six months	
	Not paid	
6	<b>Mid Day Meal Supply</b>	
	Provided as per schedule maintained	
	Food Quality as per norms	
	Food quantity as per norm	
7	<b>Bank Services</b>	
	Provided to all villagers	
	Provided only to those having assets	
	Provided only to SHGs	
	Provided only to influential	
	Defaulters are not provided	
	Not provided to any	
8	<b>Crop Insurance</b>	
	Insuring on time to all eligible farmers	
	Insuring on time to only influential farmers	
	Not insuring any farmer on time	
	Getting insurance claims on time for all farmers	
	Getting insurance claims on time to only influential farmers	
	Any other	

12. How do you rate the performance following functionaries of your GP?– Use the following scale for rating their performance

1. Very Good, 2. Good, 3. Average, 4. Bad, 5. Very bad

Sl. No	Functionaries	Your Rating
1	Panchayat Secretary/Sachiv	
2	Gram Roz Sahayak	
3	Technical Assistant	

4	Field Assistant	
5	Mate	
6	Line men	
7	Revenue Inspector	
8	Sanitary workers	
9	Livestock assistant goat rearing , Poultry	
10	Agricultural Assistant a) irrigation, b) water management , c) fertilizer management , d) pest management sericulture, e) tendu leaf collection f) marketing	
11	Forest Guard	
12	Bill Collectors	
13	OHP Operators	
14	Beat Constable	
15	Clerical staff at the GP	
16	Teachers	
17	ANM	
18	Anganwadi teacher	
19	Asha worker	
20	Peons	
21	PHC doctor	
22	Other dept workers	
23	Any other	

13. Grievance redressal mechanisms in the Gram Panchayat?

3. Is there help desk at the Gram Panchayat (1 yes 2 No)

4. If Yes, who is the official designated to deal with registered complaints

14. How do you think the services can be improved?

o) Employing more Staff – provide details

p) Reducing the procedures/process – provide details

q) Improving grievance redressal mechanisms – provide details

r) Any other – provide details

Name of the Investigator:

Contact #Mobile - Email-Address

Field Data –period