



Study Report on **Strengthening Interface between Panchayats and Elected Representatives of Parliament and State Legislatures**

October 2025

Submitted to



Ministry of Panchayati Raj
Govt. of India
New Delhi



Submitted by



(Dr. MCR HRD Institute Campus),
Road No. 25, Jubilee Hills,
Hyderabad

STUDY TEAM

CGG Core Team

Prof. Devi Prasad Juvvadi – Director
Dr. Padmaja Kaja - Program Manager
Mr. NV Ashish Choragudi - Sr. Knowledge Manager
Mr. Anil Kumar P - Research Analyst
Ms. Mounika V - Research Associate
Ms. Aparna MS - Research Associate
Mr. Venkata Ramana A - Project Associate

Expert Group

Prof. M Gopinath Reddy - Former Professor, Centre for Economic and Social Studies (CESS), Hyderabad
Dr. Jos Chathukulam - Director, Centre for Rural Management (CRM), Kottayam, Kerala
Mr. Ramit Basu - Development Consultant, Panchayati Raj, New Delhi

FIELD RESEARCHERS

S. No	Name
1	Mr. Nitin Chauhan
2	Mr. Nitish Kumar
3	Mr. Akash Sanjay Khobragade
4	Mr. Nayan Kumar Saini
5	Mr. Rohit Kumar
6	Ms. Shree Dixit
7	Mr. Mohammed Safvan K
8	Mr. Shahzar Raza Khan
9	Ms. Aparmitha Parmanika
10	Mr. Gani Memon
11	Ms. Mon Priya Mech
12	Mr. Sangem Rajesh
13	Mr. Aditya Kodukula
14	Mr. Devodhyati Narzary
15	Mr. Aadil Ahmad Wani
16	Ms. Sandhya Rani Behera

TABLE OF CONTENTS

Chapter	Title	Page No
	Executive Summary	11
1	Introduction, Study Objectives and Research Methodology	15
2	Relationship between Elected Representatives at the 3-tier Panchayat Raj Institutions (PRI) level and Hon’ble Members of Legislative Assembly (MLAs) and Hon’ble Members of Parliament (MPs)	28
3	Participation of Hon’ble Members of Legislative Assembly (MLAs) and Hon’ble Members of Parliament (MPs) in Local Body Planning, Implementation and District Planning Committees (DPC)	51
4	Member of Parliament (MP) / Member of Legislative Assembly (MLA) Local Area Development Scheme (LADS) Implementation Process and its Interface with Local Government	74
	Summary of Findings and Recommendations	96
	5.1 Key findings	97
	5.2 Recommendations	101
	5.3 Findings and Recommendations as against the Objectives of the Study	105
	5.4 Actionable Points emerged from the Study	112
ANNEXURES		
I	Research Tools developed for the Study	123
II	List of Sample Districts under the Study	220
III	Zone Wise Analysis: Gram Panchayat President data	224
IV	Zone Wise Analysis: Gram Panchayat Secretary data	247
V	Guidelines for Model District Planning Committee (DPC)	262
VI	MP LADS: Sector Wise Allocation of Funds Data as Retrieved from the Dashboard in September 2022	289
VII	Field Photographs	298

LIST OF FIGURES

Figure No	Title of the Figure	Page No
1.	Invitation to the members of Block / Intermediate Panchayat (BP), District Panchayat (DP), State Legislative Members of the concerned area for GP Meetings	29
2.	Frequency of the GP Meetings	30
3.	Participation of Hon’ble MP / Hon’ble MLA in GP affairs	31
4.	Awareness on SDGs	33
5.	MP/MLA LADS: Integration into GPDP	35
6.	MP/MLA LADS: Fulfilment of critical infrastructure needs	36
7.	Direct grants from Central Government	36
8.	Discussion on Schemes / Projects Executed in GP / BP / ZP meetings and their endorsement	37
9.	Hon’ble MLA/MP: Co-operation in ZP/DP development activities	38
10.	Hon’ble MLA/MP: Acting on party lines	39
11.	Participation In DISHA Meetings	45
12.	Opportunities in DISHA Meetings	46
13.	DISHA Committee: Constitution	46
14.	DISHA Committee: Participation in Meetings	46
15.	DISHA Committee: Optimum level of mandate	47
16.	DISHA: Necessity in the context of DPC	48
17.	Preparation of GPDP	52
18.	Participation of Line Departments in GPDP process	54
19.	Participation of Line Departments in GPDP Preparation	55
20.	Block level integration of GPDP	56
21.	BP Plans and ZP / DP Linkage	57
22.	Preparation of ZP / DP development plans	58
23.	Consolidation of BP plans	59
24.	Participation of Line Departments in ZP/DP plan process	61

Figure No	Title of the Figure	Page No
25.	Preparation of Resource Envelope at district and block level.	62
26.	5 year perspective plan for holistic development over annual plan	63
27.	Status of DPC based on Meetings Convened	64
28.	Chairperson of DPC	65
29.	ZP/DP plans & DPC concurrence	69
30.	DPC: Awareness Levels	70
31.	Participation in DPC Meetings	71
32.	Orientation of ZP/DPC members on District plan preparation	73
33.	MLA/MP LADS: Concurrence with ZP/DP	87
34.	MLA/MP LADS: Integration with ZP/DP plans	88
35.	MLA/MP LADS: Participation of local level elected representatives in identifying the works.	89
36.	MLA/MP LADS: Implementation through Line Departments	91
37.	MLA/MP LADS: Fulfilment of critical needs	91
38.	MLA/MP LADS: ZP/DP, Block/Mandal, GP Presidents informal interactions/ mechanisms for obtaining funds	92
39.	MLA/MP LADS: Role of District Authorities in mobilizing funds	93
40.	MLA/MP LADS: Opinion on discontinuation of scheme	93

ABBREVIATIONS

ARC	-	Administrative Reforms Commission
BDO	-	Block Development Officer
BP	-	Block/ Mandal Panchayat
BPDP	-	Block Panchayat Development Plans
BRGF	-	Backward Region Grants Fund
CEO	-	Chief Executive Officer
CGG	-	Centre for Good Governance
CSR	-	Corporate Social Responsibility
DC	-	District Collector/ Deputy Commissioner
DDC	-	District Development Council
DM	-	District Magistrate
DMFT	-	District Mineral Foundation Trust
DPC	-	District Planning Committee
DPO	-	District Planning Officer
DP	-	District Panchayat/ Zilla Panchayat
DPDP	-	District Panchayat Development Plan
DRDA	-	District Rural Development Agency
DISHA	-	District Development Coordination and Monitoring Committees
FGD	-	Focus Group Discussions
GFR	-	General Financial Rules
GP	-	Gram Panchayat
GPDP	-	Gram Panchayat Development Plan
ICDS	-	Integrated Child Development Services
KII	-	Key Informant Interviews
LB	-	Local Bodies
MLA	-	Members of the Legislative Assembly
MLALADS	-	Members of the Legislative Assembly Local Area Development Scheme
MGNREGA	-	Mahatma Gandhi National Rural Employment Guarantee Act

MoPR	-	Ministry of Panchayati Raj
MoRD	-	Ministry of Rural Development
MoSPI	-	Ministry of Statistics and Programme Implementation
MP	-	Members of Parliament
MPLADS	-	Members of Parliament Local Area Development Scheme
NOC	-	No Objection Certificate
NRLM	-	National Rural Livelihood Mission PMGSY - Pradhan Mantri Gram Sadak Yojana
PR	-	Panchayati Raj
PR&RD	-	Panchayat Raj and Rural Development
R&B	-	Roads and Buildings
RGSA	-	Rashtriya Gram Swaraj Abhiyan
RRC	-	Resource and Rehabilitation Centre
RWS	-	Rural Water Supply
SAGY	-	Saansad Adarsh Gram Yojana
SDGs	-	Sustainable Development Goals
SHG	-	Self-Help Groups
SIPRD	-	State Institute of Panchayat and Rural Development
VAO	-	Village Administrative Officers
VDP	-	Village Development Plan

ACKNOWLEDGEMENTS

At the outset, we would like to express our gratitude and appreciation to the Ministry of Panchayat Raj (MoPR), Govt. of India for giving an opportunity to conduct the study. Primarily, we sincerely thank Shri Sunil Kumar, Secretary, and Dr. Chandra Shekhar Kumar, Additional Secretary and all the concerned officers from the Ministry of Panchayat Raj (MoPR), Govt. of India for reposing their trust on us.

We are greatly indebted to Dr. Bijaya Kumar Behera, Economic Advisor, MoPR for his constant support during the study, as well as for his vision and commitment in finalizing the report that deserves a special mention.

The study team is immensely grateful to the Hon’ble Members of Parliament and Hon’ble Members of Legislative Assemblies from States/UTs for their inputs to the study. Their cooperation, support, and willingness to share their experiences and perspectives have been invaluable in conducting this research.

We thank the Secretaries/Commissioners of PR&RD Departments of various States/UTs for their unwavering support throughout the process. They facilitated the study team to reach out to the districts through their communication about the vitality of the study. The CGG team would also take this opportunity to thank the Nodal Officers appointed by the respective States/UTs for their efforts in connecting the team with the district functionaries and enabling them to gather relevant data. Thanks, are also due to the District Collectors/Magistrates, Deputy Commissioners, and other district authorities for their invaluable support and facilitation throughout the study period.

We extend our heartfelt gratitude to the elected representatives and officials who played integral roles in the successful execution of this project including District Panchayat Chairpersons and CEOs of District Panchayats, Block Panchayat Chairpersons and Block Development Officers (BDO), Grama Panchayat Presidents and Secretaries. Special thanks to the domain experts for their valuable guidance and suggestions. Their expertise and willingness to share knowledge significantly enhanced the quality of the study.

We are thankful to all the community members who participated in focus group discussions in our research, providing valuable opinions. Their contribution gave a practical and grassroots-level impetus to this study. Their willingness to participate was crucial in achieving comprehensive results.

Further, we would also extend gratitude to our Management for their involvement, profound appreciation for their guidance, encouragement and acumen.

Finally, the study and report would not have been possible without the unflinching support and contributions of the organizations and individuals mentioned above. As we propose these acknowledgements, our gratitude transcends the bound of expression.

To conclude, we hope that the findings of the study will be useful to the Planning/Implementing agencies of Govt of India in introducing the necessary corrective steps for further strengthening the interface between Panchayats and elected representatives of Parliament and State Legislatures.

Study Team

EXECUTIVE SUMMARY

Centre for Good Governance (CGG), an autonomous body of the Government of Telangana had successfully carried out the project ‘Strengthening Interface between Panchayats and Elected Representatives of Parliament and State Legislatures’ awarded by the Ministry of Panchayati Raj, Govt. of India. It is a pan-India study covering 29 States and 6 Union Territories excluding Delhi NCT, Chandigarh as they are significantly urban in nature.

The democratic decentralization through the 73rd Constitutional Amendment has entrusted the Panchayati Raj Institutions with the primary task of local governance, while the elected representatives of the Parliament and State Legislatures play an enabling role. The study is a unique endeavour to understand the organic linkages between the higher elected representatives and the three tiers of government. It is the first of its kind holistic approach towards analysis of various statutory, non-statutory, socio-cultural, and political mechanisms of interface between the Panchayats and Elected Representatives of Parliament, State Legislatures across the country.

The study adopted a comprehensive approach in terms of both primary and secondary research. At the inception of the study, the CGG developed robust research tools for collecting both qualitative and quantitative data from key stakeholders.

The research methodology encompasses an extensive review of literature consisting of Constitutional Amendments, Acts of Parliament, State Acts, Schemes’ Guidelines, policy documents, academic papers/ journals, reports of various research studies etc. The team conducted a comprehensive stakeholder mapping across multiple governance levels and designed tailored questionnaires to ensure the systematic collection of relevant insights. As part of primary research, field visits were carried out to various States/UTs to interact with higher elected representatives, Hon’ble MPs/MLAs, officials of State/UT governments, elected representatives, executives at three tier panchayats level and the community members across the country.

A total of nine questionnaires were meticulously developed for elected representatives and executive officials at various tiers of government. Additionally, a Focus Group Discussion (FGD) framework was designed to facilitate community-level engagement at the Gram Panchayat level, capturing grassroots perspectives. Furthermore, specialized data collection formats were developed to assess the utilization of MPLADS and MLALADS funds, the constitution and functioning of District Planning Committees (DPCs) and DISHA

Committees, and the implementation of the Saansad Adarsh Gram Yojana (SAGY) at both state and district levels. To ensure the practical applicability and efficacy of these research tools, the CGG team conducted a pilot study in the states of Karnataka and Telangana. This pilot exercise provided firsthand insights into field-level challenges and allowed for validation of the research instruments. Based on empirical feedback gathered during the pilot phase, the tools were refined and optimized to enhance their effectiveness in capturing critical data. All these research tools have been approved by the Ministry.

The research study identified certain key pillars as part of analysing this interface. Member of Parliament Local Area Development Scheme (MPLADS)- implemented by the Ministry of Statistics and Programme Implementation (MoSPI), District Planning Committee (DPC)- a Constitutional Body envisaged to be instrumental in decentralized planning, District Development Coordination and Monitoring (DISHA) Committee- a mechanism to monitor centrally sponsored schemes by Hon’ble Members of Parliament, Local Area Development Scheme (LADS) of Hon’ble Members of Legislative Assemblies/Councils- majority of the States/ UTs introduced constituency development funds to the Members.

MPLADS is an important financial instrument and serves as a key interface wherein there is a direct relationship between the respective Hon’ble Member of Parliament (MP) and local panchayats, citizens of their constituency. Despite criticism of the scheme, it is evident from the study that it played a vital role in addressing the critical infrastructure needs at the local level and enabled the Hon’ble MPs to connect with the grassroots, though these works were neither discussed nor integrated into Gram Panchayat Development Plans (GPDP). However, the monitoring mechanism has to be further strengthened for better outcomes. Also, the study revealed that Hon’ble MPs need to act rationally while recommending the works and there is a need to take the local panchayats into confidence. The LADS at the State/UT level is at times marred by political interferences and the State Government’s discretion prevails pertaining to equity in disbursement of funds.

The study clearly highlights that higher-level elected representatives place significant emphasis on the socio-cultural sensibilities of the communities they serve. A majority have actively supported local panchayats in organizing a diverse array of socio-cultural events, including sports tournaments, mass marriages, temple festivals, and traditional carnivals. Additionally, they have played a pivotal role in facilitating economic activities, such as mega job fairs, thereby creating livelihood opportunities for local youth. Furthermore, these representatives have been instrumental in fostering a spirit of unity in diversity and patriotism

by spearheading celebrations of nationally significant events and reinforcing communal harmony.

The research study could establish that the DPC functioning across the States/UTs is sub-optimal with very few cases of exception such as in the States of Kerala, Sikkim etc. The Committees remain dormant even though they were provided for by Article 243ZD under the 74th Constitutional Amendment and respective State Acts. The data further indicates that in approximately a dozen states, the In-charge Hon’ble Ministers serve as Chairpersons of the DPCs, whereas in about ten states, this role is held by the District Panchayat (DP) or Zilla Panchayat (ZP) Chairperson. The study reveals that DPCs tend to function more actively in states where the DP/ZP Chairperson presides over the committee compared to those led by the In-charge Hon’ble Minister in terms of frequency of meetings convened. A plausible explanation for the reduced frequency of DPC meetings under the leadership of an In-charge Hon’ble Minister could be their extensive responsibilities and demanding schedule, which may limit their engagement in district-level planning activities.

The study could generate evidence that majority of the key stakeholders, including the district authorities, were not completely aware of this Constitutional Body. One can infer from the study that the functioning of DPCs was overshadowed by other parallel institutions at State and District level such as Karnataka State Policy and Planning Commission. Also, it was observed that planning at District level is not a priority, even though Gram Panchayats (GPs) across the country are engaged in the planning process. However, those plans at GP level often lack adequate implementation mechanisms due to various reasons such as the resources crunch at the Panchayat level, poor revenue realisation, lack of convergence amongst Line Departments at the Panchayat level, and insufficient human resources. It was observed from the study that there was significantly less participation of higher elected representatives in Gram Panchayat Development Plan (GPDP) preparation. Most notably, according to the study findings, Line Department plans do not always accommodate the priorities listed in the GPDP neither do the Departments share their plans with the GP, nor are the funds spent as per needs identified in the GPDP.

As part of the District DISHA Committee, the Hon’ble MPs review the central government schemes in their respective constituency. It was evident from the study that the intervention was quite functionally effective as the Hon’ble MP closely monitors and ensures the quality of expenditure, particularly in the context of optimizing public funds spent under various schemes of the central government. However, as per the study findings, the DPC and DISHA

often operate in silos. Hence, it is suggested that the DPC must work hand-in-hand with the DISHA Committee to achieve the development goals. The lessons learned during the implementation of programmes and utilization of funds are to be shared by DISHA with the DPC, thereby enabling them to prepare better District Plans.

The study could establish empirical evidence on certain key aspects such as the efficacy of non-statutory initiatives with specific socio-economic, political intent over the Constitutional/ Statutory bodies. This is apparent from the outperformance of DISHA over DPC. The study recommends reviving the DPC structure and to that effect comprehensive guidelines for the functioning of a model DPC have been developed. Subsequently, it is to recommend that the State Planning Departments shall be made responsible as a nodal department under the overall guidance and aegis of Ministry of Statistics and Programme Implementation.

The study highlights the pressing need for greater representation of Local Bodies in higher legislative forums, such as State Legislatures, to ensure their voices are adequately reflected in policymaking. Notably, this representation already exists in certain states through reserved seats for Local Bodies in Legislative Councils, reinforcing the principle of grassroots participation in legislative processes. Expanding such representation across more states could strengthen the role of Local Bodies in shaping state policies and governance frameworks.

The study also establishes a need for inter-district councils in the States for knowledge dissemination, resource optimization and sharing of good governance practices.

To summarize, the study findings underscore the need to strengthen the interface between elected representatives and local government institutions, particularly in the identification, implementation, and maintenance of works undertaken under LADS. A more structured involvement of Panchayati Raj Institutions (PRIs) is essential to ensure effective planning, inter-departmental coordination, and sustainable asset management. Additionally, the role of District Planning Committees (DPCs) and DISHA Committees must be enhanced to facilitate greater synergy between elected representatives, PRIs, and implementing agencies. Further, more formal channels of communication between the higher elected representatives and the local governments had to be developed and institutionalized. It is anticipated that these insights will aid the planning and implementing agencies of Govt. of India in introducing necessary reforms and corrective measures to bolster governance at various levels, streamline implementation, and improve the overall efficacy.

CHAPTER - 1

Introduction, Study Objectives and Research Methodology

1.1 Background:

The Panchayati Raj system in India is a decentralized system of governance that aims to make democracy functional at the local level through citizen participation. Panchayats are the local bodies constituted for local planning, development, and administration in rural areas. The Panchayati Raj system comprises three major bodies: the Gram Panchayat, the Janpad / Block / Mandal Panchayat, and the Zilla Panchayat / District Panchayat. The Panchayati Raj system has its roots in the Community Development Programme initiated in 1952. However, it was not successful due to a lack of citizen participation. Shri Balwantrai Mehta Committee proposed the idea of local self-government through Panchayats in 1959, which was later strengthened by the Ashok Mehta Committee in 1977.

The 73rd Constitutional Amendment Act of 1992 brought about significant reforms in local governance in India, providing constitutional powers and responsibilities to the Panchayats. The Panchayats have the power to prepare plans for economic development and social justice and implement them in relation to the 29 subjects listed in the eleventh schedule of the constitution. The sources of funds for Panchayats are majorly from – Central and State sponsored schemes, State Government budgetary allocation, Central and State Finance Commission and Own Source of Revenue.

The size and number of revenue villages in a Gram Panchayat varies from State to State and usually in the range of one to even more than 20 villages per GP and has both directly elected members and appointed members. Also, the number of members in the Janpad / Block / Mandal Panchayat as well as in Zilla Panchayats varies across States and UTs. Hon’ble Members of the State Legislative Assembly and Hon’ble Members of Parliament whose constituencies fall either in whole or part within the block or district are eligible to attend the meetings. The institutionalization of the 3-tier Panchayati Raj system is an economic, political and social revolution in India as it aims to empower citizens at the local level, promote citizens’ participation and rights, and ensure the sustainable development of rural areas.

To strengthen Gram Panchayats and empower local governance in India, several programs have been introduced, including Sansad Adarsh Gram Yojana (SAGY), Members of Parliament Local Area Development Scheme (MPLADS), and Members of Legislative Assembly Local Area Development Scheme (MLALADS), etc. MPLADS is a scheme

launched in 1993 by the Government of India, under which each Hon'ble MP is allocated funds to undertake development projects in their respective constituencies.

Hon'ble MPs can use their funds to fill critical gaps in their constituencies. Similar to MPLADS many states in the country have introduced MLALAD scheme to allocate funds to the Hon'ble MLAs for undertaking development activities in their constituencies MLALAD Scheme aims to create local need-based infrastructure, to create assets of public utility, and to remove regional imbalances in development. The Hon'ble MLAs can only recommend works in their constituencies based on a set of guidelines, and the government transfers the funds directly to the respective local authorities. The guidelines for the use of MLALADS funds differ from state to state. Under this scheme, the government transfers the funds directly to the respective local authorities. The Sansad Adarsh Gram Yojana (SAGY) launched in 2014 aims to develop model villages, or "Adarsh Grams," by Hon'ble Members of Parliament (MPs) adopting a Gram Panchayat and guiding its holistic progress with a focus on social development as well as infrastructure. The Hon'ble MP chairs monthly review meetings at the district level for each Gram Panchayat, and progress is updated to the state government.

1.2 Rationale:

The democratic decentralization through 73rd Constitutional Amendment has entrusted the PRIs with the primary task of local governance, while the elected representatives of the Parliament and State Legislatures play an enabling role. Hence, for a holistic development of areas under the rural panchayats, there is a need for convergence between the higher elected representatives of Hon'ble MPs/ MLAs and local panchayats. This study would help in better understanding the relationships between elected representatives of the three-tier Panchayats and Hon'ble MLAs & MPs. The study explores various statutory/ non statutory, socio-cultural, economic mechanisms of interaction between the local Panchayats and elected representatives at different levels of government.

With this background of the importance of studying the interface between local panchayats and Hon'ble MPs and MLAs, the Ministry of Panchayati Raj (MoPR) has commissioned this study through the Centre for Good Governance (CGG) with specific objectives.

1.3 Objectives:

1. To systematically involve the leadership of higher elected representatives in the social, cultural, and economic development of local self-government.
2. To suggest formal mechanisms and procedures that can be implemented towards Panchayats-higher level elected representatives’ interface.
3. To suggest a strengthening of District Planning Committees towards formulation of proper District Plans and the synergistic role to be played by the Panchayats higher level elected representatives’ interface for the same.
4. To suggest mechanisms for the higher-level elected representatives to articulate the needs for social justice and economic development at the local self-government level in their respective forums, namely Parliament and the State legislatures.
5. To study feasibility for establishment of formal standing institutions similar to the inter-state councils, to take up the inter and intra issues of local self-government.

1.4 Scope of Work:

The study covered all the States including the non-Part IX areas.

1. Survey of Panchayats at all three levels namely village, block, and district.
2. Analyse the usage of MPLAD and MLA LAD funds in select constituencies.
3. Suggest measures for improving the relationship between Panchayats and elected representatives of Parliament and State Legislatures.

1.5 Methodology:

The study adopted both qualitative and quantitative research methods. The qualitative methods were used to capture the description and explanation of processes, and opinions of stakeholders i.e., elected representatives, citizens, and functionaries through semi-structured discussions and Focus Group Discussions (FGDs). The quantitative methods were used to collect data pertaining to developmental activities, fund utilization, and the number and nature of interactions of various stakeholders i.e., involving elected representatives and district officials. Quantitative data was collected using structured questionnaires from different stakeholders such as elected representatives of Panchayats, Hon’ble MLAs, MPs, and district administration officials (DC, DP/ZP CEO). The questionnaires were piloted, and field tested before the actual data collection. Qualitative data was collected by way of Focus Group Discussions (FGDs) and Key Informant Interviews (KIIs) with the Panchayat

members, citizens, and officials of the state governments. Further, all the research tools were developed in line with the study objectives and scope of work and approved by MoPR.

A three-phase approach was adopted for the study which involved Consultation, Research & Reporting Phases.

- The Consultation Phase involved a consultation kick-off meeting with key officials of the Ministry of Panchayati Raj and roundtables with domain experts.
- During the Research Phase, literature was reviewed along with data available in various public domains. Primary data was collected through personal interviews, Key Informant Interviews, and Focus Group Discussions.
- Conduct of training to the Research Investigators on research tools.
- The reporting phase involved the submission of a draft report which integrated desk research, field data, analysis and interpretation of data with relevant recommendations.

1.6 Design of Research Tools:

At the beginning of the study, the CGG team interacted with subject matter experts and developed research tools for collecting qualitative, quantitative data from all the relevant stakeholders. CGG team had mapped various stakeholders at different levels and designed questionnaires for each one of them to capture relevant data.

A total of 9 Questionnaires were designed for elected representatives and executives at different levels of government which were approved by the Ministry. A Focus Group Discussion tool was designed exclusively to interact with community members at the Gram Panchayat level.

The research tools duly reflect various statutory/non statutory, socio-cultural, economic mechanisms of interaction between the local Panchayats and elected representatives at different levels of government. The following are the key pillars of the research study:

- MPLADS by Ministry of Statistics and Programme Implementation, Govt. of India
- MLA LADS by respective State/ UT departments
- District Planning Committees (DPC)
- District Development Coordination and Monitoring (DISHA) Committees by Ministry of Rural Development, Govt. of India.

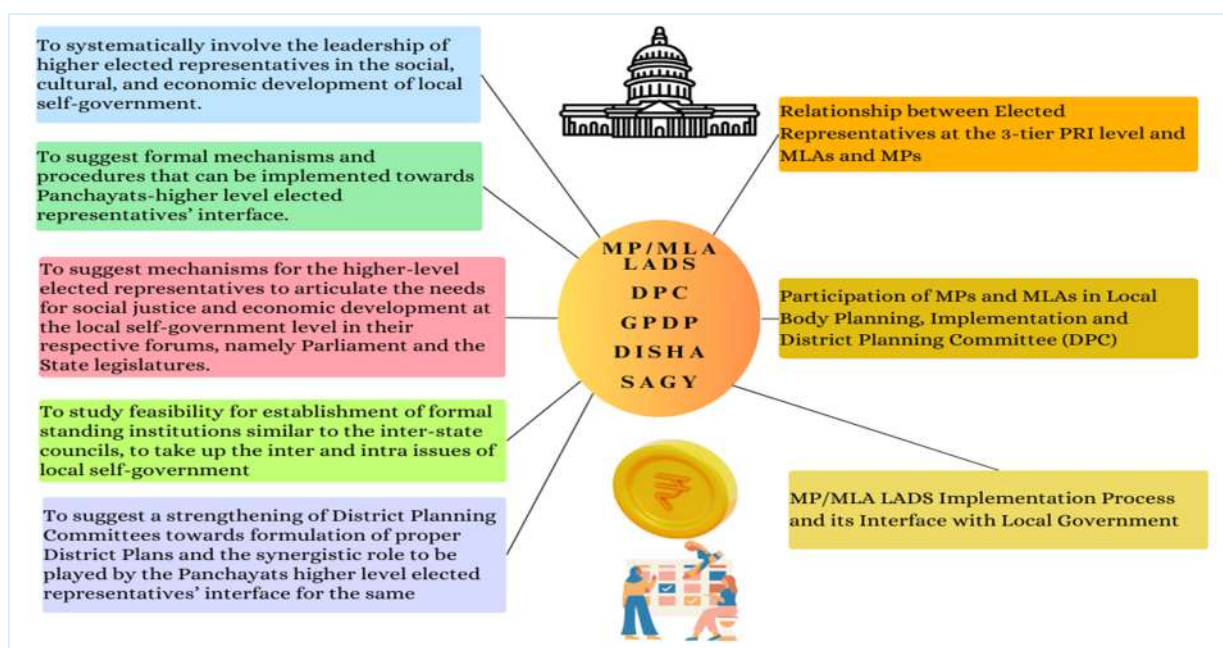
- Saansad Adarsh Gram Yojna (SAGY) by Ministry of Rural Development, Govt. of India.

S.No	Stakeholder	Level
1	Village Panchayat Secretary	Gram Panchayat
2	Village Panchayat President	
3	Block Panchayat Development Officer	Block
5	Block Panchayat President	
6	CEO, District Panchayat	District
7	District Collector/ Magistrate	
8	Chairperson, District Panchayat	
9	Hon’ble Members of Legislative Assembly	State
11	Hon’ble Members of Parliament	Central

The team also developed specialized formats to capture data pertaining to MP/MLA LADS utilization, DPC, DISHA Committees’ constitution, and SAGY implementation at State and district levels respectively.

The Research Tools developed for the study and approved by MoPR are enclosed at Annexure – I.

Study Framework



1.7 Pilot testing:

The CGG team piloted the research tools in the States of Karnataka and Telangana. By piloting, the team had firsthand experience of the field-level practicalities and could validate the research tools. Further, based on the field inputs, the team modified the tools accordingly. Taking a cue from the MoPR's communication to the State/UTs' PR&RD Secretaries/Commissioners, CGG addressed follow-up letters to them requesting to appoint Nodal officers as the single point of contact.

1.8 Sampling and Rationale:

The number of Districts covered as part of the study is proportional to the States'/ UTs' representation in Lok Sabha. The State with the highest Lok Sabha Constituencies have higher Districts representation.

Constituency / District selection: Stratified random sampling method based on the percent of utilization of MPLADS funds over the released by respective Hon'ble MPs during the tenure of 17th Lok Sabha (as on 23rd Aug 2022). The % utilization had been classified under three major heads viz. High, Moderate, Low based on the maximum, minimum spending boundaries in a given constituency. The ones with no spending are not included in the sample. The sample also has Constituencies with utilization more the 100%, which indicated spill over/ carry forward amount.

The list of sample districts under the study is enclosed at Annexure – II.

Further, one Gram Panchayat per district was selected based on the utilization of MPLADS fund i.e., the village in which significant amount of fund spent was represented.

1.9 Profile of Respondents:

The study team reached out to 78 Hon’ble Members of Parliament and 86 Hon’ble Members of Legislative Assemblies and could personally interact with around 30 Hon’ble MPs and Hon’ble MLAs across the country.

70 district level representatives including Presidents, DP, DCs, CEOs, ZP and other stake holders have shared their perspectives.

50 block level representatives including Chairpersons, BDOs have actively engaged with the study team. Further 74 Secretaries and Presidents at GP level shared their opinions respectively.

1.10 Limitations in the study

The Ministry had communicated to Panchayati Raj and Rural Development departments of States/UTs for appointment of Nodal Officers for the study, subsequently CGG had also addressed follow-up letters to them. However, there was a significantly low response from the States/UTs pertaining to the appointment of Nodal Officers. Despite the challenge of non-appointment of Nodal Officers by some states/UTs, CGG successfully reached out to the States/UTs and completed the field work.

In the case of States/UTs which designated Nodal Officers at State level, there has been a persistent challenge of communication between the State level and district level authorities. As a result, in most cases, the District Officials were not well informed about the study by State authorities. Hence, it was found to be difficult for the CGG field teams to reach out to the district officials for cooperation pertaining to sharing the data.

Further, the study period had coincided with the schedules of Legislative Assembly elections of certain major States in the country. As the administrative mechanism was completely occupied with the election supervision/coordination, CGG was not able to reach out to those States for field visits as per the schedule.

1.11 Review of Literature

DPC: The First Administrative Reforms Commission (1967), in its report, emphasized the importance of the need for meaningful planning at the district level considering the unique local development patterns. The Planning Commission issued guidelines for district planning in 1969. However, the stagnation and decline phase of Panchayati Raj Institutions in India also obstructed the district planning process as well. Then Shri Hanumanth Rao (1984) examined the district planning process under the Working Group on District Planning headed by him. It recommended greater decentralization of functions, powers, and resources for meaningful district planning by setting up district planning bodies and district planning cells. Shri G.V.K. Rao Committee on Administrative Reforms for Rural Development (1985) proposed that all development programs have to be managed by the district panchayat. Shri LM Singhvi Committee (1986) studied and proposed that the basic unit for policy planning and for program implementation should be the district panchayat. Based on the recommendations of this committee, the seventh five-year plan adopted decentralized planning at the district level as one of the major strategies to achieve plan targets. The expert group for planning at the grassroots level, chaired by Shri V. Ramachandran, was established in 2005 with the aim of enhancing participatory planning during the Eleventh plan. The group formulated an action plan outlining the methods for developing future five-year and annual plans at the district level, as well as providing recommendations to strengthen District Planning Committees (DPCs). According to the report, the DPC should be a permanent institution equipped with a secretariat to facilitate its operations. It should be the nodal agency for district-level planning, including the coordination of central plan schemes, which should be implemented through the DPCs. The linking of the Backward Region Grants Fund (BRGF) scheme with DPC led the states to establish DPCs according to article 243 ZD in order to avail of the fund.

PRIA has conducted a study (Status and Functioning of District Planning Committees in India, 2009) to examine the status of the DPCs all over India. It was found that DPCs do not function effectively in many states. In certain states, the Chairpersons of DPC are Hon’ble Ministers in Charge. This severely hampers the participative nature of the planning process in the DPC. DPCs have not been able to ensure their primary function of rural-urban linkages effectively. Coordinated planning and integrated project implementation is not taking place. Block-level integration of rural and urban plans was also not being achieved. Inter-sector coordination was not realized due to multiple reasons. It also recommended adequate

financial support, a permanent office, and a secretariat for DPC in order to enable them to perform their tasks effectively.

Kumari (2016) studied the DPCs in Haryana and found satisfactory functioning. However, there was a need for better coordination. It was observed that most DPC members lacked awareness about their roles and responsibilities. Additionally, government officials have not taken sufficient measures to enhance the implementation of DPC schemes.

Jha (2021) observed that the DPCs in Rajasthan were focused on implementation of central and state schemes and distribution of untied funds, whereas local setting up of priorities were relegated to the rulebooks only. He suggested that there is a need to enhance the capacity of DPCs by effecting required administrative, financial and personnel reforms.

Review of DISHA Guidelines- 2018

According to the Ministry of Rural Development, District Development Coordination and Monitoring Committees (DISHAs) have been formed to ensure better coordination among all the elected representatives in Parliament, State Legislatures, and Local Governments for efficient and time-bound development. It is a country-wide initiative that promotes participative governance and deliberative democracy. In other words, it was formed in 2016 to coordinate and monitor the development programs and schemes at the district level. The DISHA superseded the District Vigilance & Monitoring Committee, which was an important instrument for monitoring and implementing programs of the Ministry of Rural Development. The adoption of a more holistic and inter-ministerial platform for monitoring and implementation led to the formation of DISHA in 2016. The main objective of the Committee is to ensure that the benefits of the government's developmental programs reach the targeted beneficiaries effectively. DISHA has mainly two-level committees, i) the state level and ii) the district level.

Hon'ble Chief Minister chairs the state-level Committee, and the secretary of the Department of Rural Development is the member secretary. It also comprises other elected representatives, officials from the state administration, and representatives from various development departments. The Committee is responsible for reviewing the decision taken by the district DISHA Committees. There will be two meetings in a year. The Senior Most Hon'ble Lok Sabha MP is the Chairman of the district DISHA committee, with other Hon'ble Lok Sabha and Rajya Sabha MPs of that district as co-chairmen. The Member Secretary is the District Collector. Other major members of district-level committees include all Hon'ble

MLAs elected from the district, Project Director, DRDA (Poverty Alleviation Unit), One representative of the State Government, All Chairpersons of Municipalities and Mayors of Corporations, Five Gram Panchayat presidents, President of the Zilla Panchayat and all Block Panchayat, Secretary of Zilla Panchayat, etc. DISHA will cover all non-statutory schemes of the Government of India that are administered in general. But the DISHA guidelines give a suggestive list of 41 central schemes which are to be reviewed. The Committee holds at least four meetings each year. The Committee's primary role is to facilitate the timely execution of approved projects. It identifies the developmental needs of the district, closely reviews the flow of funds, assesses the progress of ongoing projects, and suggests measures to overcome any challenges or obstacles in implementing programs. The Committee has only coordinating and monitoring power. To sum up, DISHA is an important mechanism for ensuring that the Central government's developmental schemes are implemented effectively at the grassroots level and the benefits reach the targeted beneficiaries.

Review of Guidelines on Members of Parliament Local Area Development Scheme (MPLADS)-2016

The Members of Parliament Local Area Development Scheme (MPLADS) is a scheme initiated in 1993 to allow Hon'ble Members of Parliament (MPs) to suggest developmental works that address local needs in their respective constituencies. The scheme aims to create durable assets of national priorities, such as drinking water, primary education, public health, sanitation, and roads, based on locally felt needs. Under the scheme, each Hon'ble MP constituency is allocated Rs. 5 crores from the financial year 2011-12 to recommend works that are permissible under MPLADS except those prohibited as per the norms. Hon'ble MPs have to choose a Nodal District, which is the district where the work will be executed and recommend works costing at least 15 percent of the MPLADS entitlement for areas inhabited by the Scheduled Caste population and 7.5 percent for areas inhabited by the Scheduled Tribe population. The works recommended by Hon'ble MPs should be permissible under MPLADS except those prohibited. The District Authority will get the eligible sanctioned works executed as per the established procedure of the State Government. Suppose any constituency faces difficulty in implementing the provisions relating to SC/ST as stipulated in the Guidelines of MPLADS, owing to inadequate SC/ST population. In that case, the exemption from the defined provision for utilization of MPLADS funds can be made by the concerned Nodal District Authority with the prior approval of the Ministry of Statistics and Programme

Implementation. Additionally, expenditure on specified items of a non-durable nature is also permitted. The Hon’ble MP must recommend eligible works on their letterhead and ensure that recommendations by third parties and representatives are not admissible. The district authority must identify the implementing agency and follow established procedures for work execution. The work and site selected for execution cannot be changed once the work has commenced, and the district authority must inform the Hon’ble MP if a recommended work cannot be executed. The Hon’ble MP must allocate the full estimated cost of the work, and the district authority may sanction works up to the full entitlement of the Hon’ble MP. The estimated cost for the work must not exceed the amount indicated by the Hon’ble MP, and the work should not be sanctioned if the commitment for the full estimated amount is not forthcoming. All recommended eligible works must be sanctioned within 75 days from receipt of the recommendation after completing all formalities. The sanction letter/order shall stipulate a time limit for completing the work to the Implementation Agency. The District Authority will have full powers to get the works technically approved and financial estimates prepared by the competent district functionaries according to the final administrative sanction and approval.

The Hon’ble MP is entitled to Rs.5 crores per year, released in two equal instalments of Rs.2.5 crore each. The first instalment is released at the beginning of the financial year. In contrast, the second instalment is released subject to certain eligibility criteria, including submitting a Utilization and Audit Certificate for the previous financial year. The funds are non-lapsable, and any unused funds are carried forward for utilization in subsequent years. If a Lok Sabha constituency is spread over more than one district, funds for the constituency are released to the opted Nodal District Authority, which transfers funds to the other districts within the constituency. The guidelines also provide procedures for distributing MPLADS funds in the case of sudden death or resignation of an Hon’ble MP, delimitation, and distribution of unspent balances of predecessor Hon’ble MPs among successor Hon’ble MPs. The guidelines stipulate that the work of MPLADS must be completed within 18 months from the date of demitting office in the case of Hon’ble Rajya Sabha MPs or dissolution of the Lok Sabha.

Review of SAGY Guidelines

Saansad Adarsh Gram Yojana (SAGY) is a program launched in India on 11th October 2014 to develop model Grama Panchayats in different parts of the country. SAGY aims to transform villages and their people into models for others by instilling specific values. The program aims to translate the comprehensive and organic vision of Mahatma Gandhi into reality, keeping in view the present context. Under SAGY, each Hon’ble Member of Parliament (MP) has to identify a suitable Grama Panchayat to be developed as an Adarsh Gram by combining all central and state schemes implemented for development.

Hon’ble MPs are required to choose five Adarsh Grams (one per year) and develop them by 2024. Hon’ble Lok Sabha MPs have to choose Grama Panchayats within their constituency, while Hon’ble Rajya Sabha MPs may choose Grama Panchayats from a rural area of a district of their choice in the state from which they are elected. Nominated Hon’ble MPs may choose a Gram Panchayath from the rural area of any district in the country. There is no separate funding for SAGY, and funds are raised mainly through existing schemes, MPLADS, GP revenue, Central and State Finance Commission Grants, and CSR funds.

A Village Development Plan would be prepared for every identified Gram Panchayat with a special focus on enabling every poor household to come out of poverty. Hon’ble MPs guide and lead the initiative, while the Chief Secretary ensures convergence and coordination with departments at the state level. The District Collector is the nodal officer at the district level and is assisted by a charge officer nominated specifically to facilitate the implementation of SAGY. The in-charge officer coordinates at the local level and is fully responsible and accountable for the implementation.

CHAPTER - 2

Relationship between Elected Representatives at the 3-tier Panchayat Raj Institutions (PRI) level and Hon’ble Members of Legislative Assembly (MLAs) and Hon’ble Members of Parliament (MPs)

This chapter deals with the involvement of higher elected representatives in GP affairs in terms of their participation in GP meetings. The interface between LADS and GPs has been dealt with in detail. The role of Hon’ble MPs/MLAs in DP/ZP affairs has been captured in perspectives of key district stakeholders. The Hon’ble MPs’/MLAs’ views on the interface with local governance has been comprehensively covered. Further, the role of DISHA committee, one of the key pillars of interface has been explored

2.1 Involvement of higher elected representatives in GP affairs:

The study encompassed a total of 74 Gram Panchayat Secretaries and Presidents, offering a comprehensive analysis of secretarial data from the Panchayat Secretaries, complemented by a substantive qualitative interpretation of insights from the Presidents. Unless explicitly stated otherwise, the respondents' data presented herein constitute a consolidated perspective of both GP Secretaries and Presidents.

Based on the perspectives of GP Secretaries, 50% of Gram Panchayats (GPs) within the sampled districts of Andhra Pradesh, Assam, Bihar, and Jammu & Kashmir consistently extend invitations to Block/Intermediate Panchayat (BP), District Panchayat (DP), and Hon’ble State Legislature Members (MLAs) to participate in GP meetings. Conversely, 35% of GPs in the sampled districts of Haryana, Himachal Pradesh, Madhya Pradesh, and Tamil Nadu, reportedly do not extend invitations to higher representatives for GP meetings. The remaining 15%, particularly in states like Gujarat, indicated that such invitations were extended irregularly.

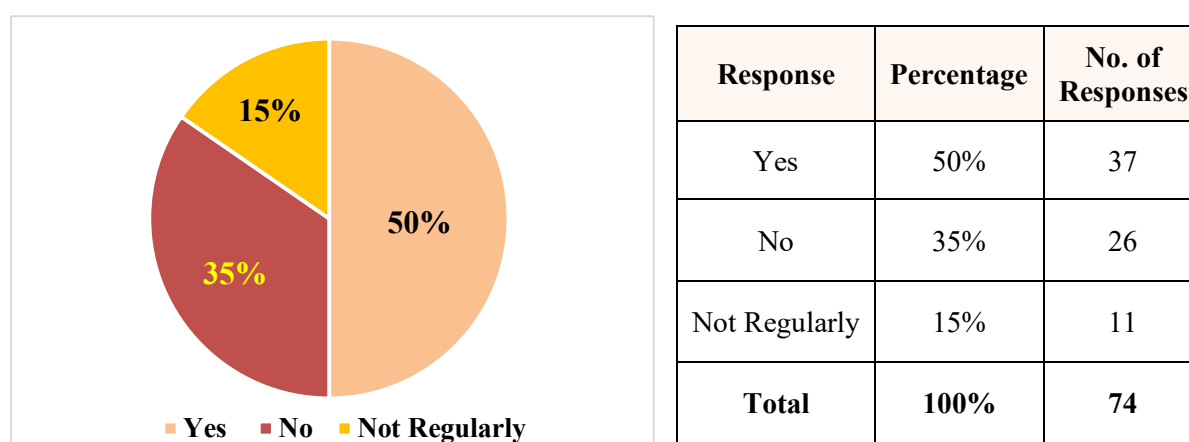


Fig 1: Invitation to the members of Block / Intermediate Panchayat (BP), District Panchayat (DP), State Legislative Members of the concerned area for GP Meetings

*Yes: Andhra Pradesh Assam Bihar Jammu & Kashmir Jharkhand Karnataka Kerala
Telangana Uttar Pradesh*

No: Haryana, Himachal Pradesh, Madhya Pradesh, Tamil Nadu, Uttarakhand.

Not Regularly: Gujarat.

Furthermore, GP Secretaries provided insights into the frequency of GP meetings held across various Gram Panchayats. In 53% of the sampled districts across Andhra Pradesh, Assam, Gujarat, Karnataka, Tamil Nadu, and Telangana, meetings are convened on a monthly basis. Meanwhile, 21% of GPs in the sampled districts of Bihar, Jharkhand, and Uttarakhand hold meetings quarterly, whereas 4% of GPs in Uttar Pradesh reported conducting meetings once every two months. Additionally, 11% of GPs in the sampled districts of Haryana, Himachal Pradesh, and Jammu & Kashmir indicated that meetings are held on a half yearly basis.

Response	Percentage	No. of Responses
Every Month	53%	39
Quarterly	35%	26
Half Yearly	11%	8
Once in Two Months	4%	3
Others	11%	8
Total	100%	74

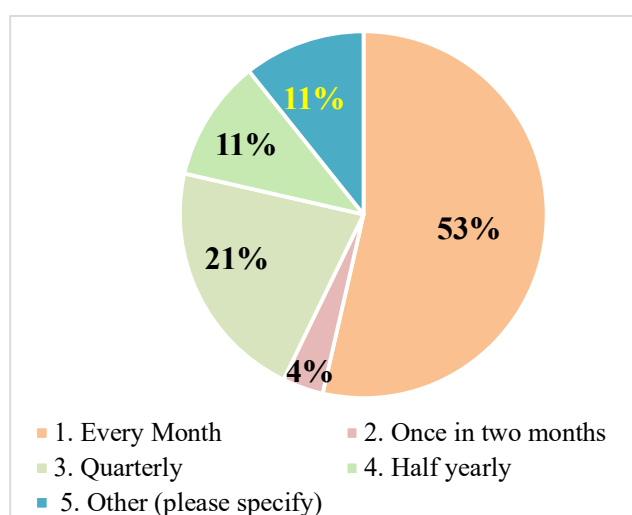


Fig 2: Frequency of the GP Meets

Every Month: Andhra Pradesh, Assam, Gujarat, Karnataka, Tamil Nadu, Telangana.

Once in two months: Uttar Pradesh.

Quarterly: Bihar, Jharkhand, Uttarakhand.

Half yearly: Haryana, Himachal Pradesh, Jammu & Kashmir.

Not Specified: Madhya Pradesh

These findings suggest that a significant portion of GPs are active in holding regular meetings, either monthly or quarterly, to address local developmental needs. However, there is still a considerable proportion of GPs with less frequent meetings, indicating possible areas for improvement in decision-making processes.

2.1.1. Hon’ble MPs’/MLAs’ Participation in the affairs of Gram Panchayats:

An analysis of the participation of higher-level representatives (Hon’ble MPs/MLAs) in Gram Panchayat (GP) affairs reveals that 46% of GPs, as reported by GP Secretaries in the sampled districts of Andhra Pradesh, Assam, Gujarat, Karnataka, Kerala, Tamil Nadu, and Telangana, acknowledged the active involvement of Hon’ble MPs/MLAs in local governance matters. In contrast, the remaining 54% of respondents from the sampled districts of Bihar, Haryana, Himachal Pradesh, and Jammu & Kashmir indicated a lack of engagement from Hon’ble MPs/MLAs in GP affairs.

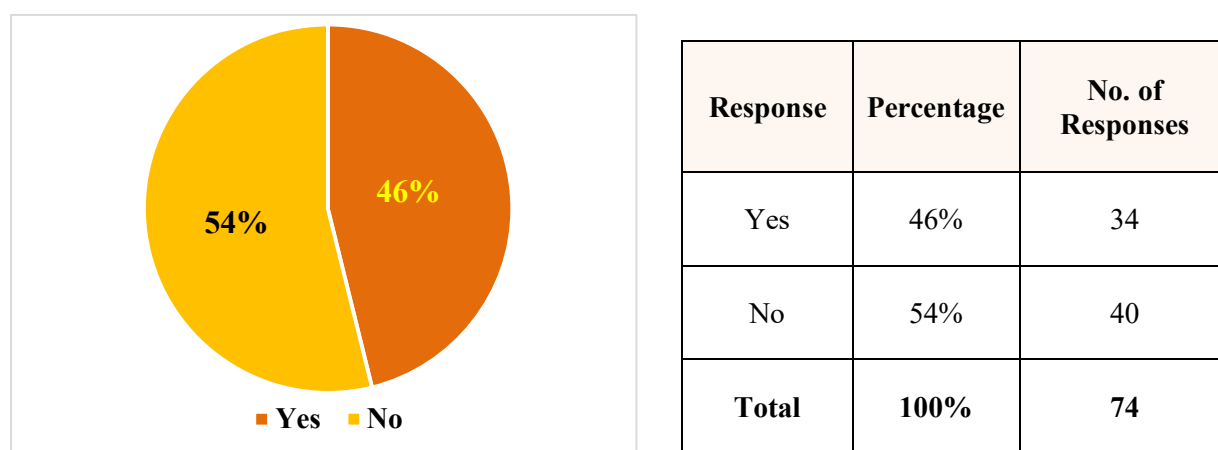


Fig 3: Participation of Hon’ble MP / MLA in GP affairs

Yes: Andhra Pradesh, Assam, Gujarat, Karnataka, Kerala, Tamil Nadu, Telangana.

No: Bihar, Haryana, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Madhya Pradesh, Uttar Pradesh, Uttarakhand.

Respondents observed that the participation of higher elected representatives in local governance varies according to their individual approach, priorities, and the unique needs of their constituencies. In states such as Assam, Kerala, and Karnataka, representatives exhibit a stronger inclination toward grassroots engagement, whereas others prioritize legislative responsibilities and policy formulation. Notably, Hon’ble MPs and MLAs actively involved in Gram Panchayat (GP) affairs primarily focus on strengthening grassroots democracy by overseeing the execution of GP development initiatives. Through their involvement, they ensure that projects progress as planned, promptly address emerging issues or concerns, and provide strategic guidance and support to GP officials and representatives.

Hon’ble MPs and MLAs allocate Local Area/Constituency Development funds to village development activities. Responses from states of Assam, Karnataka and Uttar Pradesh through their involvement in distributing these funds. Hon’ble MPs and MLAs play a crucial

role in supporting and promoting the overall development of GP. By ensuring that the allocated funds are used efficiently and effectively, they contribute to the implementation of development projects, infrastructure improvements, and service delivery at the local level.

In Tamil Nadu, Hon’ble MPs/MLAs, through their participation in special Gram Sabha meetings, directly engage with the local community, listen to their concerns, and work towards finding solutions to the problems the constituents face. In Gujarat Routine political visits to the constituency allow Hon’ble MLAs and MPs to stay connected with the local community and address local issues. Also, Hon’ble MPs/MLAs participate in special occasions in GPs, such as inauguration functions and local festivals, further strengthening their bond with the local community.

Development as a priority across the party lanes: A case from Pariyaram GP, Thrissur, Kerala

In the Pariyaram Gram Panchayat, an interesting display of political cooperation was evident during an inaugural function attended by the Hon’ble Member of Parliament (MP). The Panchayat President belongs to the Communist Party of India (Marxist)-CPIM, and the Block Panchayat (BP) President, Hon’ble Member of Legislative Assembly (MLA), and Hon’ble Member of Parliament (MP) is affiliated with the Indian National Congress party. During the inaugural event, the GP President and Vice President approached the Hon’ble MP, Shri Benny Behanan, from the Indian National Congress party with a request for funding towards the construction of staff quarters for the Family Health Center. Without any hesitation, the Hon’ble MP readily approved the funding request. This situation exemplifies a remarkable level of cooperation and unity among the different levels of government and political parties. Furthermore, it highlights that political party differences rarely hinder developmental activities.

2.1.2. Sustainable Development Goals (SDGs) and GPs:

It is encouraging to note that 68% of Gram Panchayats (GPs) across the sampled districts in Andhra Pradesh, Assam, Bihar, Gujarat, Jammu & Kashmir, Jharkhand, Karnataka, Telangana, and Uttar Pradesh possess a strong awareness of the Sustainable Development Goals (SDGs) and are actively striving toward their realization. A key priority for many GPs is poverty alleviation, recognizing it as a fundamental pillar of sustainable development. These GPs are dedicated to addressing this critical issue by implementing targeted initiatives

aimed at enhancing the economic well-being of marginalized individuals and communities. 32% of GPs under the sample districts in the states of Haryana, Himachal Pradesh, and Madhya Pradesh have relatively limited awareness about SDGs.

Response	Percentage	No. of Responses
Yes	68%	50
No	32%	24
Total	100%	74

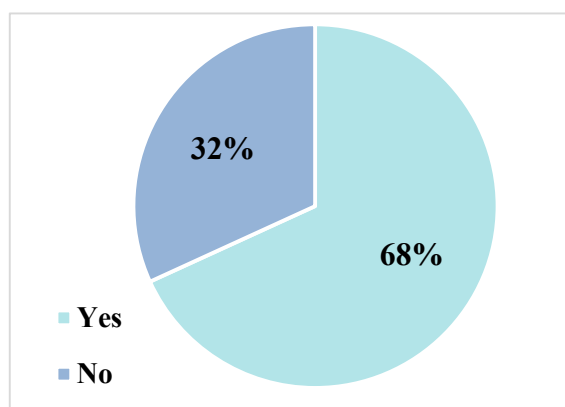


Fig 4: Awareness on SDGs

Yes: Andhra Pradesh, Assam, Bihar, Gujarat, Jammu & Kashmir, Jharkhand, Karnataka, Telangana, Uttar Pradesh.

No: Haryana, Himachal Pradesh, Madhya Pradesh.

In Telangana, certain Gram Panchayats (GPs) prioritize health and sanitation initiatives, including large-scale cleanliness drives and the construction of toilets. These efforts play a pivotal role in enhancing hygiene standards and promoting improved health outcomes within communities. Similarly, in Karnataka, GPs contribute to the modernization of sanitation infrastructure by replacing outdated sanitary lines with new pipelines and constructing septic tanks, thereby strengthening community sanitation facilities.

In Gujarat, GPs actively promote skill development programs while simultaneously working to bridge gender disparities and foster equal opportunities for all. Meanwhile, in Jammu & Kashmir, select GPs have focused on women's literacy, recognizing its transformative impact in empowering women through education, skill enhancement, and socio-economic advancement. Additionally, certain GPs in the region are exploring alternative energy sources beyond coal, marking a crucial step toward environmental sustainability and conservation.

Several innovative initiatives have also been observed in other states. For instance, in Uttar Pradesh, some GPs are engaged in the development of Resource and Rehabilitation Centres (RRCs) and implementing door-to-door garbage collection systems, significantly improving waste management and community well-being. Additionally, many GPs are actively involved in afforestation initiatives under programs like MGNREGA. However, GPs in Bihar have

highlighted a critical challenge—resource constraints that hinder the execution of development projects aligned with the Sustainable Development Goals (SDGs).

Data from Assam reveals that GPs have set specific SDG-oriented targets, such as eradicating begging, fostering self-sufficiency in villages, and advancing infrastructure development. Additionally, they are focusing on ensuring adequate water supply and implementing Clean and Green Panchayat programs to enhance sanitation and environmental sustainability. In Gujarat, GPs have outlined plans to introduce skill development courses, including beautician training, tailoring, and embroidery, to create livelihood opportunities for women. Similarly, in Karnataka, efforts are underway to eradicate illiteracy and promote equal access to education. Initiatives such as identifying school dropouts and providing quality educational resources, including books, have been undertaken to strengthen learning outcomes.

As part of best practices, several Panchayats have established dedicated committees to oversee the implementation of SDG targets. These committees convene regular meetings to deliberate on key developmental strategies and ensure the timely execution of necessary decisions, demonstrating a structured and proactive approach towards sustainable local governance.

‘Palle Pragathi’ (Village Development) Programme, Telangana

The Telangana State Government's Palle Pragathi (Village Development) programme has etched its name as a game-changer initiative in terms of decentralized governance. It aims to improve the quality of life in rural areas by undertaking a wide range of development activities, including infrastructure development, sanitation, and social welfare. State Government has sanctioned budget to the Gram Panchayats for construction of dumping yards, village nursery, tractor procurement. Funds have also been sanctioned for the construction of burial grounds.

2.1.3. MP LADS / MLA LADS and GPs:

The level of GP involvement in MP LADS/MLA LADS is very limited. 83% of GPs reported to have not integrated these funds into their respective plans. The primary reason for this limited involvement is attributed to the non-assurance of these funds to the GPs. The fact that each Hon’ble Member of Parliament (MP) constituency consists, on average, of 300 plus GPs could be a contributing factor to this issue. Given the relatively large number of GPs in each constituency, it becomes challenging to allocate and assure funds effectively to every individual Gram Panchayat.

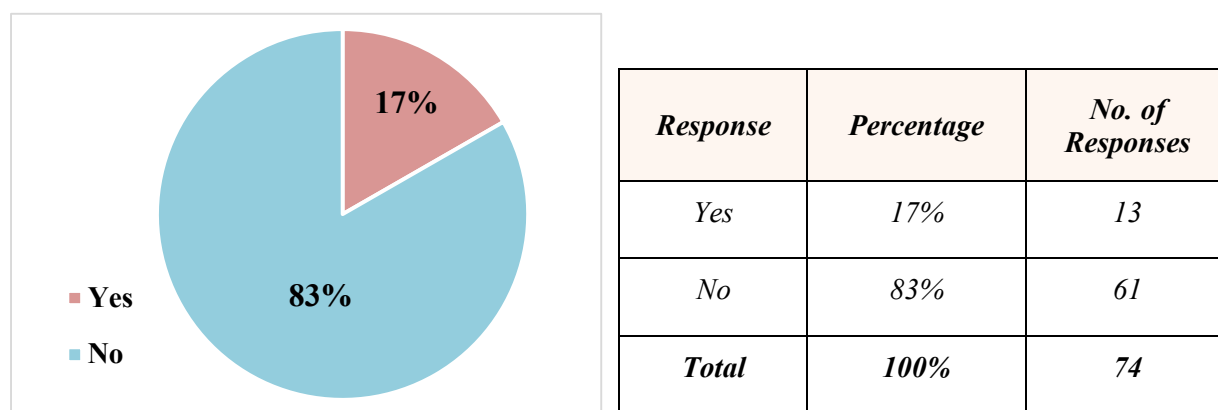


Fig 5: MP/MLA LADS: Integration into GPDP

Yes: Andhra Pradesh, Gujarat, Himachal Pradesh, Karnataka.

No: Assam, Bihar, Haryana, Jammu & Kashmir, Jharkhand, Madhya Pradesh, Tamil Nadu, Telangana, Uttar Pradesh, Uttarakhand.

Certain Hon’ble MPs or MLAs are more proactive in seeking input and involving the GPs in the decision-making process. While there are instances where the Hon’ble MP or MLA discusses with the GP and takes them into confidence, and the decision-making power often lies with the Hon’ble MP or MLA. In Gujarat, the Sarpanch of the GP compiles a list of schemes or projects and seeks recommendations from the Hon’ble MP or MLA. In Haryana, the Hon’ble MP or MLA writes a letter to the District Magistrate (DM) office, highlighting the development projects that should be undertaken in the GP. In Telangana, the GP members represent the works and priorities to the Hon’ble MP or MLA, particularly during the preparation of the GPDP.

83% of GPs do not discuss MP LADS / MLA LADS schemes in GP meetings; Hon’ble MP/MLA has the ultimate authority to decide and implement schemes under their funds. In Himachal Pradesh and Jharkhand, Hon’ble MP/ MLAs use their discretion or take advice at the district level. In Jharkhand, appoint a nodal officer at the district level. In the cases of Tamil Nadu, the BDO is the authority to implement MP LADS/MLA LADS schemes, but they take suggestions from GP. Overall, we can understand that GP has no significant power in implementing MPLADS/MLALADS.

It was observed that 79% of responses that these schemes have helped fulfill the infrastructure needs of Panchayats. They believe that the MP LADS and MLA LADS schemes have contributed to the equitable development of villages regarding GP facilities, social welfare initiatives, economic development, and cultural enhancement.

Also, it was observed that 21% of responses that MP LADS/MLA LADS do not adequately meet the requirements for panchayat infrastructure development needs because Panchayat was kept away while deciding on the funds. Lack of coordination between implementing agencies led to delays, inefficiencies, and a fragmented approach to infrastructure development. Partly fulfilling the needs as there is a part funding mechanism. Resource crunch had also severely affected the process.

Response	Percentage	No. of Responses
Yes	79%	58
No	21%	16
Total	100%	74

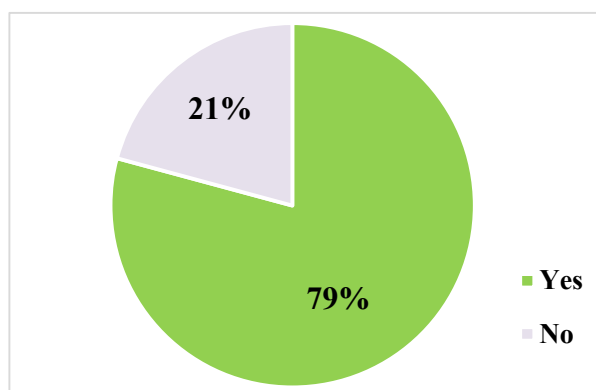
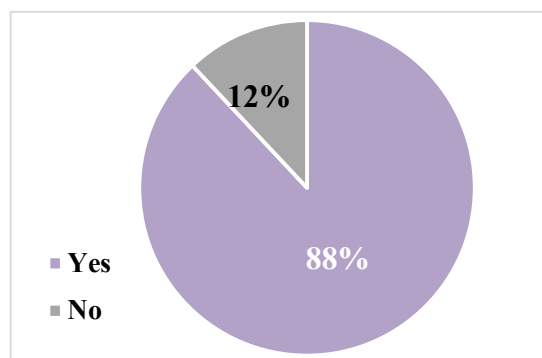


Fig 6: MP/MLA LADS: Fulfilment of critical infrastructure needs

Yes: Andhra Pradesh, Assam, Bihar, Gujarat, Himachal Pradesh, Jharkhand, Karnataka, Madhya Pradesh, Tamil Nadu, Telangana, Uttar Pradesh.

No: Haryana, Jammu & Kashmir, Uttarakhand.

It was observed that 88% of GPs under the sample districts in the states of Himachal Pradesh, Jammu & Kashmir, Jharkhand, Karnataka, Telangana, Uttar Pradesh are getting direct grants from the central government, while 12% of GPs under the sample districts in the states like Madhya Pradesh, Uttarakhand are receiving through the respective state government, in the form of tied and untied grants.



Response	Percentage	No. of Responses
Yes	88%	65
No	12%	9
Total	100%	74

Fig 7: Direct grants from Central Government

Yes: Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Karnataka, Telangana, Uttar Pradesh.

No: Madhya Pradesh, Uttarakhand.

A detailed Zone Wise Analysis of data from Gram Panchayat President and Gram Panchayat Secretary is enclosed at Annexure – III & Annexure - IV respectively.

2.2 Involvement of higher elected representatives in District Panchayat (DP) affairs:

As part of the research study, responses were received from 70 District level stakeholders i.e., District Presidents/ Chairpersons and District Authorities i.e., District Collectors/Deputy Commissioners (DC), CEOs, and ZP. Below is a consolidated, comprehensive analysis of the quantitative and qualitative data as interpreted from the study team’s interaction with the elected representatives and officers.

2.2.1 The role of Hon’ble MPs/ MLAs in the ZP/DP activities: District President/ Chairperson perspective

64% of the DP Chairpersons under the sample districts in the states of Bihar, Karnataka, Maharashtra, Telangana responded that schemes/projects executed under MPLADS/ MLALADS were not discussed and endorsed by the local bodies. The remaining 36% of DP under the sample states like Andhra Pradesh, Gujarat said schemes/projects executed were discussed in the GP/BP/ZP meetings and endorsed by these bodies.

Response	Percentage	No. of Responses
Yes	36%	25
No	64%	45
Total	100%	70

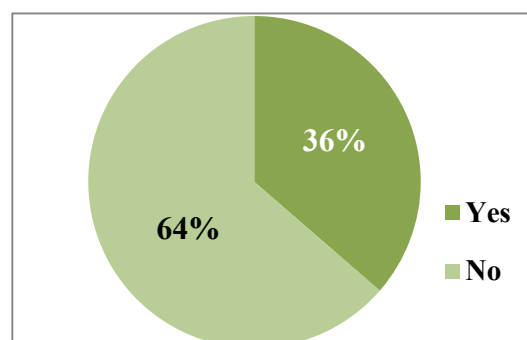


Fig 8: Discussion on Schemes / Projects Executed in GP / BP / ZP meetings and their endorsement.

Yes: Andhra Pradesh, Gujarat

No: Bihar, Karnataka, Maharashtra, Telangana, Uttar Pradesh

It was endorsed by the District stakeholders in the states of Bihar, Gujarat, Jammu & Kashmir, Maharashtra that participating in DISHA Committee meetings facilitates a stronger association of Hon’ble MPs/MLAs/MLCs. The District stakeholders in the states of Andhra Pradesh, Bihar, Jammu & Kashmir, Jharkhand, Karnataka, Maharashtra, Tamil Nadu, and Telangana responded that they also actively participate in the District Panchayat (DP) General Body meetings, as well as the meetings related to the Saansad Adarsh Gram Yojana (SAGY). They focus on District Planning Committee (DPC) meetings, ensuring their

engagement in the planning and development processes at the district level. Moreover, in Andhra Pradesh, Bihar, Jharkhand, Karnataka, Maharashtra, and Sikkim, certain Hon’ble MPs, MLAs, and MLCs are involved in District Planning meetings, further enhancing their role in local governance and development initiatives. In states of Andhra Pradesh, Jharkhand, Sikkim, and Tamil Nadu, most Hon’ble MPs, MLAs, and MLCs participate in district-level meetings as ex-officio members.

The DP Chairpersons in the districts of Andhra Pradesh, Bihar, Gujarat, and Jharkhand, responded that the political party affiliation of Hon’ble MP/MLA does not significantly affect the development activities in their respective districts. Representatives from Jammu & Kashmir opined that higher level functionaries remain neutral to the political affiliation of the local government representatives. The district level stakeholders in the states of Maharashtra, Sikkim, Telangana opined that political party affiliation of Hon’ble MP/MLA seriously affect the development of the local governments.

2.2.2 The role of Hon’ble MPs/ MLAs in the DP activities: DC/ CEO, DP perspective:

73% of CEOs of the DPs under the sample districts in the states of Karnataka, Maharashtra, Tamil Nadu, Telangana, Uttarakhand responded that Hon’ble MPs/MLAs are cooperative and helpful in the ZP/DP development activities. Further, 27% of CEOs under the sample states of Jammu & Kashmir, Kerala, Uttar Pradesh opined that there is a much more need for cooperation from Hon’ble MPs/MLAs than the existing scenario.

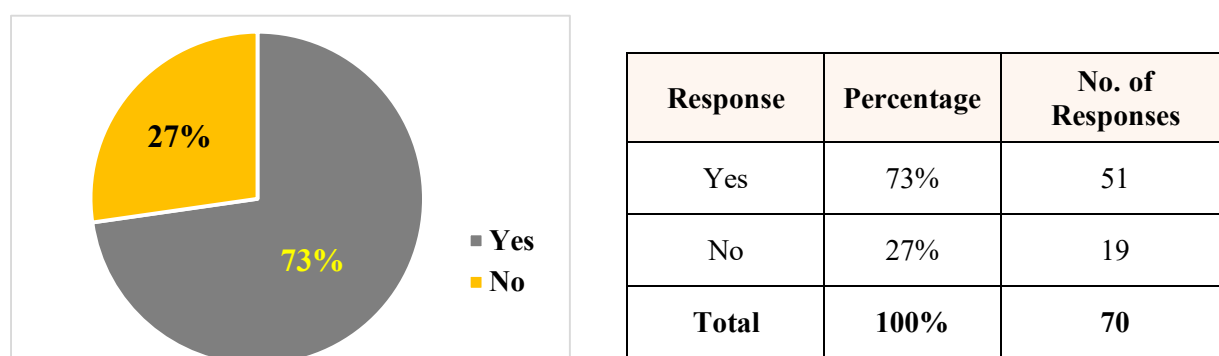


Fig 9: Hon’ble MLA/MP: Co-operation in ZP/DP development activities

Yes: Andhra Pradesh, Bihar, Gujarat, Haryana, Jharkhand, Karnataka, Maharashtra, Tamil Nadu, Telangana, Uttarakhand.

No: Jammu & Kashmir, Kerala, Uttar Pradesh.

As per responses of CEOs from states like Andhra Pradesh, Bihar, Gujarat, Haryana, Jharkhand, Karnataka, Maharashtra, Tamil Nadu, Telangana, and Uttarakhand, Hon’ble

MPs/MLAs are cooperative and helpful in actively identifying works at the ground level and addressing any complaints or concerns during general body meetings. Their primary focus is on understanding and advocating for the felt needs of the local communities they represent. Hon’ble MPs and MLAs ensure that these needs are taken care of and play a recommendatory and advisory role in the planning process, facilitating the convergence of funds and avoiding duplication of planning-related activities.

In certain states like Gujarat, Uttarakhand, Telangana and Bihar, they allow DP/ZP to function independently and act as a bridge between the central, state governments and the local administration. They actively participate in implementing flagship schemes of the governments. By serving as ex-officio members in Zilla Parishad General Body, Hon’ble MPs and MLAs actively contribute to the discussions on developmental works, preparation of action plans, and reviewing projects implemented by various departments. Their coordination with central government schemes and state government initiatives helps to ensure the convergence of schemes and maximizes the benefits for the local communities they represent. Overall, Hon’ble MPs and MLAs play a vital role in representing and transmitting the concerns and aspirations of the people they serve, thereby working towards the development and progress of ZP/DP.

During the engagement with the CEOs, the study team enquired whether the Hon’ble MPs/MLAs were partisan, acting on party lines and helping such as ZP/DP Chairs belonging to their parties. Data reveals that 52% of CEOs under the sample districts in the states of Bihar, Karnataka, Kerala, and Tamil Nadu responded that Hon’ble MPs/MLAs are acting without the influence of party, while the rest, 48% of CEOs under the sample districts in the states of Andhra Pradesh, Gujarat, Haryana, Jammu & Kashmir, Jharkhand, Maharashtra, Telangana, Uttar Pradesh, Uttarakhand opined that Hon’ble MPs/MLAs are working based on party lines.

Response	Percentage	No. of Responses
Yes	48%	34
No	52%	36
Total	100%	70

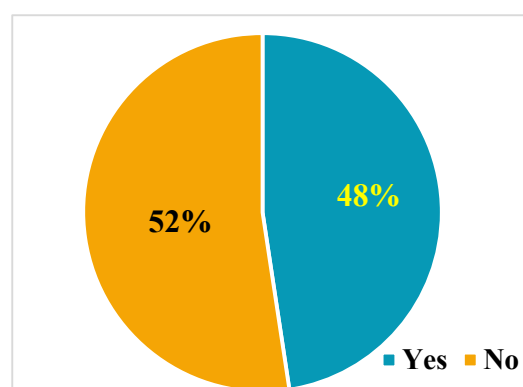


Fig 10: Hon’ble MLA/MP: Acting on party lines.

Yes: Andhra Pradesh, Gujarat, Haryana, Jammu & Kashmir, Jharkhand, Maharashtra, Telangana, Uttar Pradesh, Uttarakhand.

No: Bihar, Karnataka, Kerala, Tamil Nadu.

It is to emphasis that in the states of Bihar, Karnataka, Kerala and Tamil Nadu, the Hon’ble MPs and MLAs act neutrally and prioritize the ZP/DP developmental needs over political partisans. Hon’ble MPs/MLAs in these states understand the importance of large-scale projects that can benefit the district and actively support such initiatives. They consider the inputs and concerns expressed in Gram Sabhas and General Body meetings, where local communities voice their developmental needs and aspirations. Their approach ensures that the developmental projects and schemes implemented in the district are in line with the collective requirements and aspirations of the local communities.

2.3 Interface with Local Governments and People’s Representatives: Hon’ble MPs/MLAs’ perspective

The study team engaged with 78 Hon’ble Members of Parliament (MPs) and 86 Hon’ble Members of Legislative Assemblies (MLAs), successfully conducting in-depth personal interactions with approximately 30 Hon’ble MPs and MLAs across the country. In the sampled districts of Andhra Pradesh, Bihar, Karnataka, Odisha, Telangana, and Uttar Pradesh, Hon’ble MLAs actively contribute to local governance by participating in Zilla Panchayat, Block Panchayat, and Gram Panchayat meetings. Additionally, representatives from these states are involved in key decision-making bodies such as the District Planning Committee and the DISHA Committee. Furthermore, some Hon’ble MLAs also play an instrumental role in the implementation of the Saansad Adarsh Gram Yojana (SAGY), underscoring their commitment to rural development and holistic community progress.

Hon’ble MPs are actively engaging in various development coordination and monitoring committees and meetings such as DISHA, Zilla Panchayat (ZP), Block Panchayat (BP), Grama Panchayat (GP), District Planning Committee (DPC), and SAGY gatherings. These platforms are pivotal for effective local governance and development planning.

As per the data, the role of Hon’ble MLAs in these meetings vary depending on the region and circumstances. In the states of Andhra Pradesh and Odisha, they attend as special invitees, while in states of Assam and Uttar Pradesh, they participate as members of the committees. Regardless of their designation, their primary focus is listening to the people's grievances in their constituencies. During these gatherings, Hon’ble MLAs suggest ways to

improve development activities and advocate for schemes related to the local government's progress. They actively raise their voices on issues concerning the region's development and discuss the meeting's agenda, including the Action Taken Report. In Odisha, Hon'ble MLAs hold leadership positions, chairing certain bodies and presiding over meetings.

It is evident from the data that the engagement of Hon'ble MPs in these meetings exhibit variability based on the region and context. In states like Karnataka and Kerala, they provide advice, guidance, and monitoring during the gatherings. Meanwhile, in states like Goa and Punjab, they chair the meetings, offer directions to local panchayats, and foster effective decision-making processes.

Hon'ble MLAs from Andhra Pradesh, Assam, Jharkhand, Tamil Nadu responded that they have cordial relationships between the District Panchayat President, Block Panchayat President, Village Panchayat President and Hon'ble MP (if he/she is from another political party). There has been no instance where in Hon'ble MLAs had agreed to support/provide funds for a particular activity which the Hon'ble MP has opposed in the same Constituency. Hon'ble MPs from Kerala, Goa, Uttar Pradesh, Maharashtra, Haryana etc., responded that they have cordial relationships between the District Panchayat President, Block Panchayat President, and village Panchayat President.

In several instances, Hon'ble MLAs from states like Bihar, Jharkhand, Odisha, and Telangana have agreed to support and allocate funds to tackle specific issues and drive major developmental projects in the district. Collaborating between central and state funds, they have undertaken various initiatives, such as constructing roads through PMGSY, promoting rural infrastructure development, and ensuring access to clean drinking water. Additionally, efforts to maintain cleanliness, build community halls, and construct flyovers have significantly contributed to the public's well-being and the region's progress.

The primary motivation behind DP/BP/GP Presidents' interactions with Hon'ble MPs is often to seek financial support and provide updates on the advancement of schemes within their respective areas. Local representatives frequently approach Hon'ble MPs to address critical concerns and disparities in development. Moreover, contact Hon'ble MPs to solicit assistance in resolving conflicts between local bodies or administrative processes. Furthermore, invitations to General Body Meetings and Gram Sabha are extended to Hon'ble MPs to foster their engagement with local governance matters.

The primary reasons the DP/BP/GP Presidents approach Hon’ble MLA are to request funds, to brief about the progress of schemes in their jurisdiction, to seek intervention in conflict resolution amongst local bodies or administrative machinery, to invite the general body Meetings, Gram Sabha Etc. and to raise critical issues and gaps related to the development. The majority of Hon’ble MLAs opined that ZP/BP Chairpersons approach them for funds for their development activities. They approached multiple times regarding road works, drainage works, temple works, irrigation work, drinking water and in the time of Flood.

Hon’ble MPs from Goa, Haryana, Karnataka, Maharashtra, Odisha, Punjab, Kerala, and Uttar Pradesh have acknowledged that ZP/BP Chairpersons frequently approach them to secure funding for their respective development initiatives. These requests span a wide range of developmental activities and are made multiple times to address various needs. The primary demands include funds for constructing roads and committee halls, implementing the Pradhan Mantri Awas Yojana (PMAY) for housing, drinking water, and irrigation projects, and compensation for coastal land acquisition. Additional requests encompass funding for temple premises, road construction, including families in housing schemes, and overcoming financial limitations by effectively managing available resources. Hon’ble MPs are also approached to help resolve conflicts and advocate for projects' approval from central and state governments. This consistent engagement underscores the Hon’ble MPs' role in responding to these diverse demands and securing funds for ongoing and proposed development endeavours.

The frequency of meetings between Hon’ble MPs and Local Body Representatives belonging to different political parties exhibits regional variation. For example, in Lakshadweep and Uttar Pradesh, such interactions occur monthly, fostering regular dialogue and collaboration. Conversely, meetings in Haryana, Karnataka, Odisha, and Telangana transpire once every quarter or half-year, facilitating periodic engagement. In the case of Goa, these meetings occur annually, or in some cases, they have not transpired since the representatives were elected. This diversity in meeting frequency underscores the contextual nuances and priorities within different regions, influencing the extent of cross-party interactions and communication between Hon’ble MPs and local representatives. Most Hon’ble MPs rate the quality of such meetings/interactions as cordial. In some places, representatives from other political parties have shy to approach the Hon’ble MPs.

The interactions between Hon’ble MPs and representatives from different political parties typically revolve around various subjects. These discussions encompass general public concerns, fund allocation for projects, conflict resolution, infrastructure development like

roads and housing, access to clean drinking water, loan provisions, borewell installations, addressing Sustainable Development Goal (SDG) related needs, crucial developmental matters, maintaining law and order, and overseeing significant large-scale projects.

The frequency of Hon’ble MLAS meetings with Local Body Representatives who belong to other political parties varies on the region. In the case of Uttar Pradesh, etc., it happens once a month. In the case of Andhra Pradesh, Bihar, Odisha, etc., it happens once a quarter and once in six months. In states like Bihar, Karnataka, and Tamil Nadu, meetings happen once a year/have yet to occur since being elected. Most Hon’ble MLAs rate the quality of such meetings/interactions as cordial, and few as confrontational and not so cordial. They usually discuss issues related to development and welfare activities.

The majority of Hon’ble MLAs play a significant role in improving vertical coordination between different levels of governance, such as Gram Panchayats, Block Panchayats, and District Panchayats. They also facilitate horizontal coordination among Gram Panchayats. For instance, in Andhra Pradesh and Karnataka, Hon’ble MLAs conduct coordinating meetings to resolve issues between different parties, ensuring smooth collaboration. In Assam, they provide crucial support during natural disasters, supplying tools and kits for relief efforts. In Karnataka and Odisha, Hon’ble MLAs advocate for village development work and work diligently to secure approval of funds for various projects. The Hon’ble MPs have also played a crucial role in improving the vertical coordination between GP, BP and DP and horizontal coordination between GPs.

By convening regular meetings with local body representatives and government officials, Hon’ble Members of Parliament (MPs) play a pivotal role in aligning developmental efforts and addressing prevailing challenges. Through direct engagement with their constituents in public forums, they gather valuable insights that inform and refine policy initiatives. Upholding the principles of transparency and accountability fosters efficiency in project execution across various regions. Moreover, these elected representatives must lead by example, championing the fight against social injustices and corruption. Establishing robust grievance redressal mechanisms further ensures that public concerns are promptly and effectively addressed.

Similarly, Hon’ble Members of Legislative Assemblies (MLAs) play an instrumental role in enhancing coordination at the grassroots level. Their active participation in local body meetings and swift involvement in coordination discussions help resolve emerging issues efficiently. By prioritizing development initiatives irrespective of political affiliations, Hon’ble MLAs foster an inclusive approach to governance. Regular deliberations and

constructive dialogues facilitate seamless communication, encourage open debates on critical issues, and reinforce accountability in decision-making. Acting as intermediaries between diverse stakeholders, Hon’ble MLAs effectively mediate conflicts, thereby ensuring the smooth implementation of developmental projects

Hon’ble Chief Minister in your constituency, an initiative in Tamil Nadu

The State of Tamil Nadu had constituted District Committees to address the demands of the Hon’ble MLAs, prepare budget for demands and submit them to the Government for necessary action. The District Collector is the Chairperson of the Committee with district officials of every department such as PWD, Health, Education, Agriculture, Revenue, Electricity, HR&CE, Veterinary and so on being the members. Hon’ble MLAs of the concerned district are the members and if any Hon’ble Minister is elected from the district, the concerned is also a member of the Committee.

Gadapa Gadapaku Mana Prabhutvam (Governance at doorsteps) in Andhra Pradesh

In a move to get the grassroots level connect, ‘Gadapa Gadapaku Mana Prabhutvam’ is a door-to-door outreach programme by Hon’ble MLAs to address the grievances, welfare scheme related issues at individual level and GP level. As part of this, the Government had allocated a sum of Rs.20 lakhs per each GP.

2.4 DISHA

2.4.1 DISHA: Hon’ble MPs/MLAs’ Perspective:

Hon’ble Members of Parliament from Haryana, Karnataka, Maharashtra, Odisha, Punjab, and Kerala actively participate in DISHA committee meetings, assuming roles as Chairpersons or presiding officers.

According to Hon’ble MPs, these meetings place a strong emphasis on a diverse array of developmental schemes. Discussions encompass key Central Government initiatives, State Government welfare programs, and flagship schemes such as the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), Pradhan Mantri Awas Yojana (PMAY), Jal Jeevan Mission, and Swachh Bharat Abhiyan.

Similarly, Hon’ble Members of Legislative Assemblies (MLAs) from Andhra Pradesh, Bihar, Karnataka, Kerala, and Odisha also engage in DISHA committee meetings, with most

attending on a quarterly basis. However, their roles differ by region; in some areas, Hon’ble MLAs participate as special invitees, while in others, they serve as ex-officio members.

DISHA meetings dedicate focused attention to a broad spectrum of developmental and welfare programs. Discussions span centrally sponsored schemes, community development initiatives, and strategies to enhance socio-economic growth. Additionally, the meetings address rehabilitation programs and efforts to provide relief for industrial workers. Key priorities include ensuring access to clean water, implementing welfare schemes, and improving health and transportation infrastructure to enhance overall quality of life.

2.4.2 DISHA: DP President/ Chairperson perspective

As per the response, all the DP Chairpersons under the sample districts participate in the

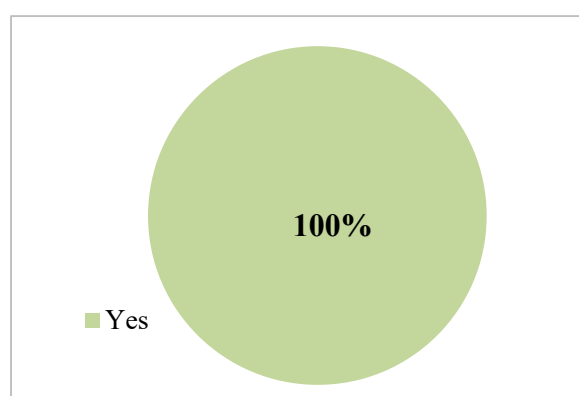


Fig 11: Participation in DISHA meetings

DISHA Committee in various capacities. They are involved as a special invitee. Additionally, some DP Chairpersons serve as regular members of the DISHA Committee. In certain instances, they participate as the head of the District Development Council (DDC). Furthermore, DP Chairpersons can be nominated members or members representing specific constituencies within the district.

Yes: Assam, Bihar, Goa, Gujarat, Jammu & Kashmir, Jharkhand, Kerala, Maharashtra, Odisha, Telangana, Uttar Pradesh.

The focus and priorities in DISHA meetings vary significantly across districts. The states of Andhra Pradesh, Bihar, Jharkhand, Karnataka, Maharashtra, Tamil Nadu, Telangana concentrate on centrally sponsored schemes, directing their attention towards projects the central government supports. In Gujarat, Jammu, and Kashmir, they prioritise human development and welfare, focusing on education, healthcare, and poverty alleviation. In Bihar, certain districts emphasise infrastructure development, focusing on roads, drainage, and other construction projects.

76% of Chairpersons under the sample districts in the states of Andhra Pradesh, Bihar, Gujarat, Jharkhand, Karnataka, Telangana, Uttar Pradesh opined that they are being given enough opportunities to voice their concerns/opinions in the DISHA Committee meetings.

The rest, 24% of Chairpersons under the sample districts in the states of Jammu & Kashmir, Maharashtra mentioned experiencing a lack of ample opportunities.

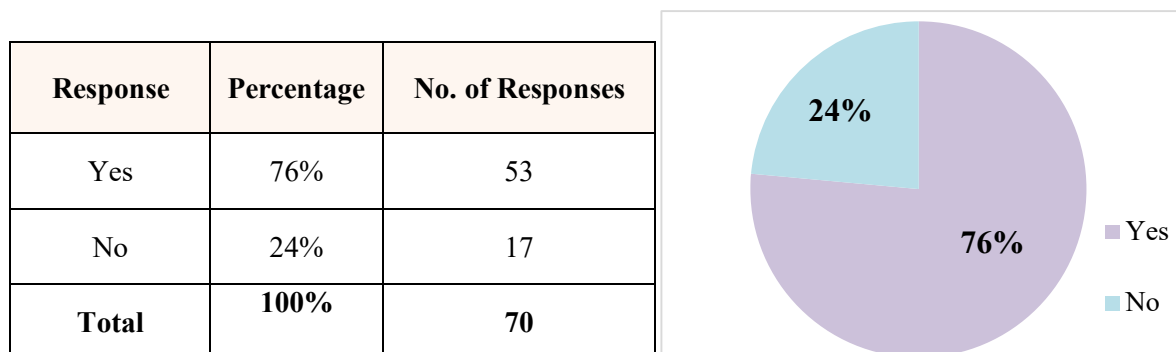


Fig 12: Opportunities in DISHA

Yes: Andhra Pradesh, Bihar, Gujarat, Jharkhand, Karnataka, Telangana, Uttar Pradesh.

No: Jammu & Kashmir, Maharashtra.

2.4.3 DISHA: DC and CEO, DP/ ZP perspectives

All the Districts under the sample constituted the DISHA committees. DISHA meetings are conducted in different districts at varying intervals. Certain districts opted for half-yearly meetings, convening twice a year as per their mandate. In other instances, quarterly meetings take place, totaling four meetings annually.

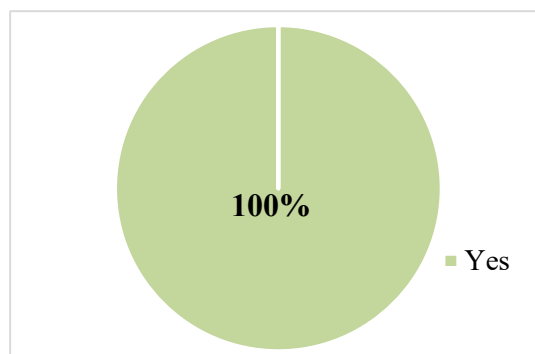


Fig 13: DISHA Committee: Constitution

The data from the study reveals that there was 100% participation of DCs in DISHA meetings. Additionally, as a Member Secretary, the DC places various status reports on implementation central government schemes including MPLADS. Furthermore, the DC ensures seamless coordination between departments and stakeholders in the committee's initiatives.

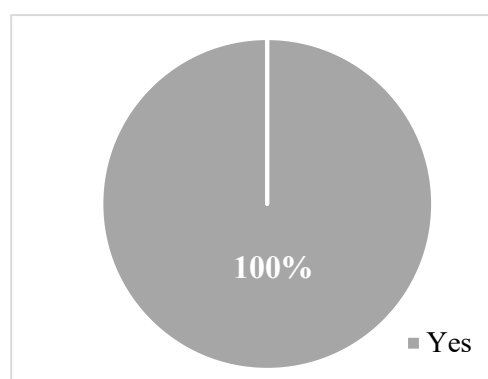


Fig 14: DISHA Committee: Participation in meetings

Yes: Assam, Bihar, Goa, Gujarat, Jammu & Kashmir, Jharkhand, Kerala, Maharashtra, Odisha, Telangana, Uttar Pradesh.

As per the primary data, the focus and priorities may differ in DISHA meetings held across various districts. The states of Assam, Bihar, Gujarat, Jammu & Kashmir, Jharkhand, Karnataka, Kerala, Sikkim, and Telangana specifically concentrate on centrally sponsored schemes. In the other states, central and state government schemes are given equal consideration, providing a broader spectrum of development endeavours.

In districts where development and security are paramount, the DISHA meetings prioritise schemes that address both aspects, fostering comprehensive progress. The states of Bihar, Telangana adhere to list of schemes the central government provides, encompassing various schemes such as MGNREGA, National Rural Livelihood Mission (NRLM), Pradhan Mantri Gram Sadak Yojana (PMGSY), etc.

According to the DP CEOs, the schemes discussed in DISHA meetings are the centrally sponsored ones and the focus lies majorly on all Line Departments. In Assam, they also prioritize beneficiary-related programs rather than schemes specific to DP. The discussions happen around schemes from both the central and state governments, ensuring comprehensive coverage. The guidelines provided by DISHA serve as the framework for addressing and implementing various development and construction initiatives. Overall, the meetings encompass a wide range of state and central schemes.

90% of DCs under the sample districts in the states of Assam, Bihar, Goa, Gujarat, Jharkhand, Kerala, Odisha, Telangana, and Uttar Pradesh, opined that the mandate of the DISHA committee is optimum, and the rest 10% under the sample districts in the states of Jammu & Kashmir, Maharashtra opined that DISHA needs to improve in terms of adequacy.

Response	Percentage	No. of Responses
Yes	90%	63
No	10%	7
Total	100%	70

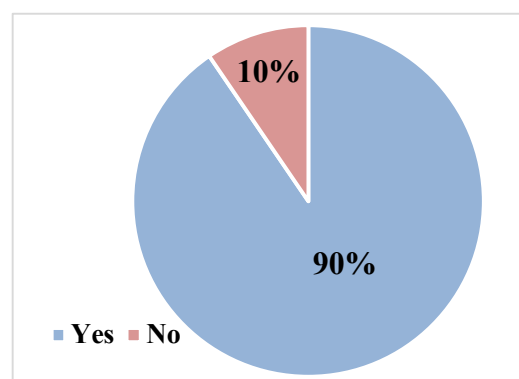


Fig 15: DISHA Committee: Optimum level of mandate

Yes: Andhra Pradesh, Assam, Bihar, Goa, Gujarat, Jharkhand, Kerala, Odisha, Telangana, Uttar Pradesh.

No: Jammu & Kashmir, Maharashtra.

The preponderance of District Collectors (DCs) perceives the responsibilities of the committee as adequate, asserting that it effectively addresses a range of developmental challenges and initiatives within the district. Nevertheless, a minority of DCs articulate apprehensions regarding unilateral inspections, potential compromises in project quality, and issues related to the implementation process. The perspectives of both DCs and Chief Executive Officers (CEOs) converge on the relevance of the DISHA committee, despite the preexistence of the District Planning Committee (DPC). Notably, 58% of DCs and CEOs from the sampled districts in Andhra Pradesh, Assam, Bihar, Goa, Gujarat, and Telangana indicated that the establishment of a DISHA committee is redundant; conversely, 42% from the sampled districts in Jammu & Kashmir, Kerala, Maharashtra, and Odisha contended that such a committee is indeed necessary.

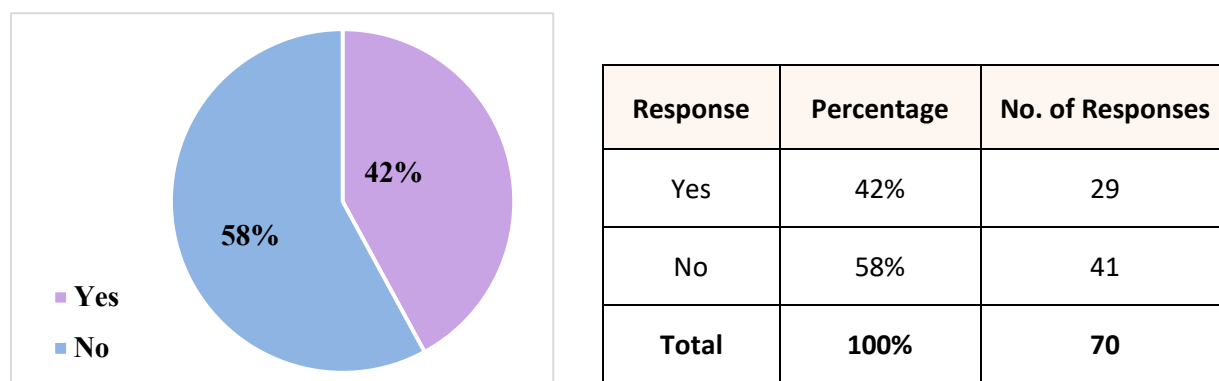


Fig 16: DISHA: Necessity in the context of DPC

Yes: Jammu & Kashmir, Kerala, Maharashtra, Odisha.

No: Andhra Pradesh, Assam, Bihar, Goa, Gujarat, Telangana.

2.5 SAGY:

2.5.1. SAGY: Hon’ble MPs/MLAs’ Perspective

The majority of Hon’ble Members of Parliament (MPs), particularly in states such as Kerala, Karnataka, Maharashtra, and Odisha, have actively recommended Gram Panchayats (GPs) for development under the Saansad Adarsh Gram Yojana (SAGY). In many instances, Hon’ble MPs nominate multiple GPs for inclusion in the program. The selection process varies, with some Hon’ble MPs adhering strictly to government guidelines, while others rely

on inputs from local body representatives or conduct independent assessments of village development levels.

A significant number of Hon’ble MPs actively participate in SAGY review meetings, which are held at varying intervals across regions, with the majority convened every three to four months. Additionally, Hon’ble MPs engage in these meetings either as Chairpersons or presiding officers, reinforcing their leadership in overseeing the program’s progress.

The nature of development initiatives recommended under SAGY also varies across regions. In some areas, the selection process is influenced by the interests of local public representatives, while in others, the focus is directed toward development programs catering to Scheduled Castes (SC), Scheduled Tribes (ST), and other vulnerable sections of society. In certain cases, local governing bodies take the lead in proposing development projects aligned with regional priorities.

Similarly, a majority of Hon’ble MLAs actively participate in SAGY review meetings. Some Hon’ble MLAs have expressed that while the implementation processes, outcomes, and impacts of SAGY have been documented, successful models and best practices have not been systematically shared at the state level. Consequently, Gram Panchayats, District Panchayats, and relevant government departments have been unable to replicate or customize effective strategies for broader implementation and scalability.

2.5.2. SAGY: DC and CEO, DP/ ZP perspective

The implementation process of the Saansad Adarsh Gram Yojana (SAGY) varies across regions, reflecting localized approaches to rural development. The initiative begins with the Hon’ble Member of Parliament (MP) selecting a Gram Panchayat (GP) within their constituency, followed by a comprehensive baseline survey. Based on the survey findings, a Village Development Plan (VDP) is formulated under the chairmanship of the respective Hon’ble MP and subsequently uploaded onto the Saanjhi portal of the Ministry of Rural Development.

In Gujarat and Bihar, the selection of the village is carried out through a consensus-driven approach involving the Gram Sabha, followed by the finalization of the VDP. In Jammu & Kashmir and Bihar, baseline surveys are conducted to evaluate village infrastructure and amenities, after which a draft SAGY plan is prepared and approved by the Gram Sabha before being uploaded to the Saanjhi portal.

In Uttar Pradesh, villages with population ranging between 3,000 and 5,000 are identified, and the Hon’ble MP exercises discretion in selecting the SAGY village. In Telangana, the Hon’ble MP integrates various government schemes and ensures their effective convergence by coordinating with multiple line departments and the District Collector’s office to comprehensively address the development needs of the selected village.

SAGY is frequently integrated with other development plans and executed through the convergence of multiple central and state government schemes. In Gujarat, regional officials play a crucial role in its implementation by collaborating with the District Collector. In Jharkhand, SAGY initiatives are undertaken under the District Mineral Foundation Trust (DMFT), while the Tribal Sub Plan is aligned with SAGY objectives to ensure inclusive development.

Furthermore, significant interfaces exist between higher elected representatives and local Panchayats, particularly through the District Planning Committee, the broader planning process, and the administration of MP/MLA Local Area Development Schemes (LADS). These aspects are explored in detail in subsequent chapters of this report.

CHAPTER - 3

Participation of Hon’ble Members of Legislative Assembly (MLAs) and Hon’ble Members of Parliament (MPs) in Local Body Planning, Implementation and District Planning Committees (DPC)

This chapter extensively deals with the planning process at the local panchayats’ level and their subsequent integration at higher levels of government. This explores the role of higher elected representatives in the planning process, Line Departments’ convergence and participation, involvement of key stakeholders. The chapter focuses on the DPC, a Constitutional Body for planning at district level and its functioning across the States in the country. A detailed analysis of DPC structure, composition, status of functioning, multiple factors influencing them were presented in detail.

3.1 Process of preparation of GPDP by GP

During interactions with Gram Panchayat (GP) Secretaries, the study team sought insights into the preparation of the Gram Panchayat Development Plan (GPDP), the involvement of key stakeholders, the implementation process, and other critical aspects.

Data indicates that 93% of GPs across the sampled districts in Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir, Jharkhand, and Karnataka were actively engaged in the preparation of GPDPs. Conversely, the remaining 7% reported that GPDPs were not being formulated within their respective jurisdictions.

Response	Percentage	No. of Responses
Yes	93%	69
No	7%	5
Total	100%	74

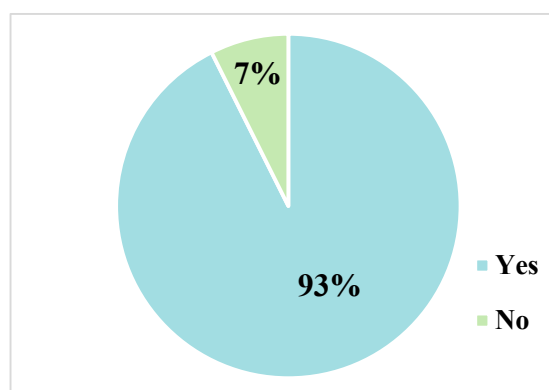


Fig 17: Preparation of GPDP

Yes: Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Karnataka, Madhya Pradesh, Tamil Nadu, Telangana.

No: Uttar Pradesh, Uttarakhand.

Data from respondents indicates that in the districts of Srinagar, Sahebganj, and Chhindwara, the Gram Panchayat (GP) Secretary, President, and GP members were actively engaged in the formulation of the Gram Panchayat Development Plan (GPDP). Conversely, in Adilabad and Karimnagar, only the GP Secretary and President were involved in the process. This

variation suggests that participation levels differ based on regional policies and administrative practices.

In states such as Assam, Bihar, Gujarat, Himachal Pradesh, Jammu & Kashmir, Karnataka, Madhya Pradesh, and Tamil Nadu, additional stakeholders, including local citizens, contributed to the GPDP-making process. In some instances, external assistance was sought from subject matter experts to enhance the quality and effectiveness of planning.

In Andhra Pradesh, Gujarat, Jammu & Kashmir, Karnataka, Kerala, Tamil Nadu, and Telangana, GPDPs are formulated through Gram Sabha meetings, where GP members and community residents actively participate. These meetings serve as platforms for discussing priorities, proposing initiatives, and identifying developmental works. In certain regions, GPDP meetings are announced in advance, allowing for an open discussion where proposals and suggestions are collected before finalizing work priorities.

In Andhra Pradesh and Bihar, after developmental activities are identified through the Gram Sabha, cost estimations are prepared by relevant line departments, such as Panchayat Raj Engineering, followed by the issuance of tenders for project implementation. Typically, Panchayats constitute dedicated committees to draft the GPDP based on their recommendations. In Jharkhand, Self-Help Groups (SHGs), women, and ward members are actively involved in discussions and decision-making, fostering a more inclusive planning approach.

In states such as Kerala, Bihar, Madhya Pradesh, and Telangana, GPDP estimations and plans are uploaded to the e-Gram Swaraj online portal to ensure transparency and accessibility. Prior to submission, approvals are sought from the GP President and Secretary. In Karnataka, the GPDP process is strengthened by the collection of secondary data, participatory rural appraisals, and focused group discussions. In Tamil Nadu, individual development projects are proposed during council meetings, scrutinized, and formally passed as resolutions in the Gram Sabha before being forwarded to higher authorities for approval.

Furthermore, Telangana follows a structured approach by convening a special Gram Sabha annually, involving all line departments in the GPDP planning process. Assam, on the other hand, adheres to guidelines issued by the State Institute of Panchayat and Rural Development (SIPRD) to ensure systematic GPDP preparation.

The study team also investigated the reasons for the non-execution of GPDPs. Responses revealed that delays in administrative execution and financial constraints were the primary impediments preventing the implementation of planned initiatives

3.1.1 Role of Hon’ble MPs / MLAs in preparation and implementation of GPDP

Even though Hon’ble MP/MLA proactively participate at the GP level, they do not play any significant role in formulating GPDPs. In Assam, Hon’ble MLAs serve as members of the DPC, responsible for approving GPDP schemes. In Karnataka, Hon’ble MLAs engage with the public to gather information, suggestions, and feedback regarding GP's development.

3.1.2 Participation of Line Departments in GPDP process

The study findings indicate that the majority of Gram Panchayats (GPs) formulate their Gram Panchayat Development Plans (GPDPs) with support from Line Departments. This is substantiated by the fact that 92% of GPs across the sampled districts in Assam, Bihar, Gujarat, Haryana, Jammu & Kashmir, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Tamil Nadu, Telangana, and Uttar Pradesh acknowledged the involvement of Line Departments in the GPDP preparation process.

Conversely, only 8% of GPs in the sampled districts of Himachal Pradesh and Uttarakhand reported an absence of participation from Line Departments. However, this may not provide a fully accurate representation, as even the involvement of a single Line Department was considered in the assessment.

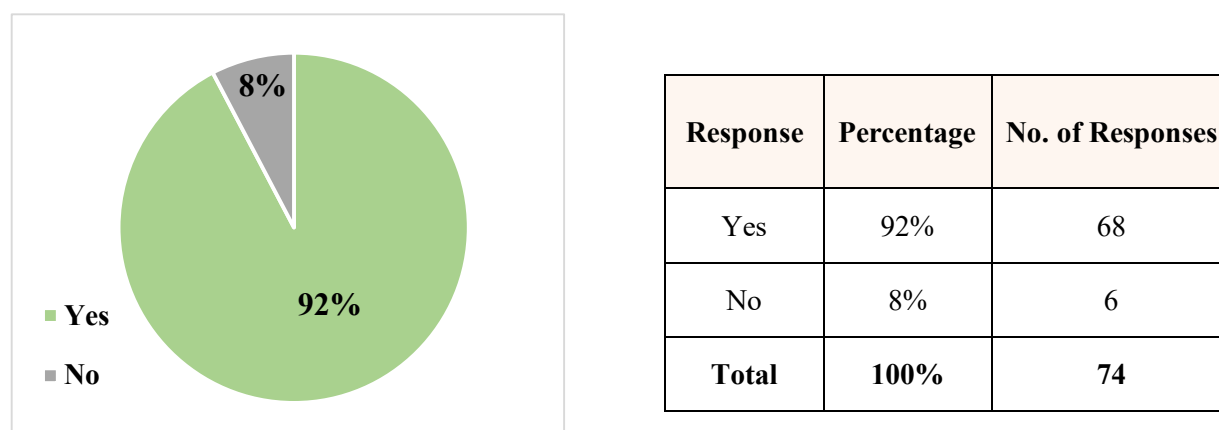


Fig 18: Participation of Line departments in GPDP process

Yes: Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Jammu & Kashmir, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Tamil Nadu, Telangana, Uttar Pradesh.

No: Himachal Pradesh, Uttarakhand.

Key Line departments, including Agriculture and Health, play essential roles, with 52% of GPs recognizing their significance. Women and Child Development, Electricity, and Rural Development & Panchayath Raj departments are actively engaged in the GPDG-making process at 44%, 36%, and 32%, respectively. However, some departments, like Water and sanitation (24%), Revenue (20%), and Forest and Police (4%), exhibit lower participation rates.

The below-mentioned illustration depicts the actual participation of Line Departments:

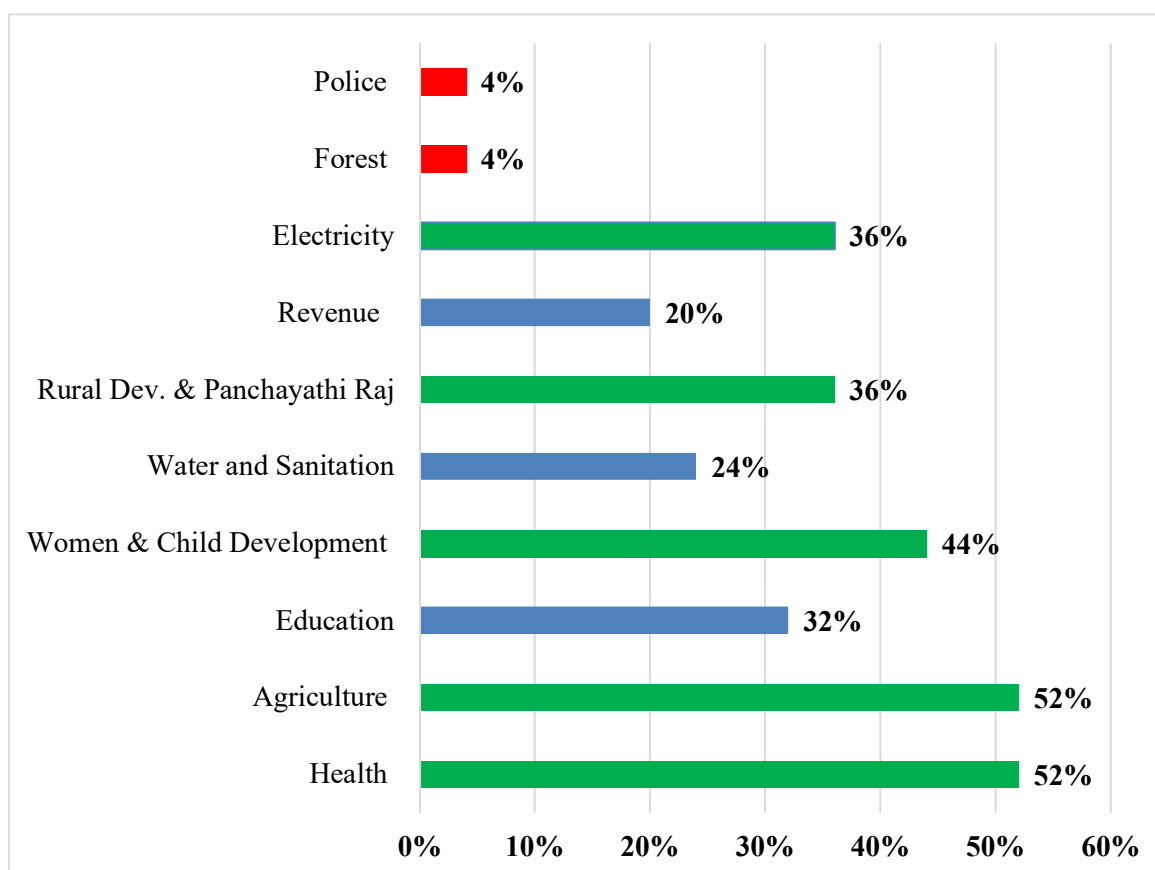


Fig 19: Participation of Line Dept. in GPDG Preparation

It is important to note that these findings are based on statistical representations from field data and may not capture the full complexity of the Line Departments’ participation in every GP.

3.1.3 GPDG Integration with DP and BP

The GPDG gets integrated with the Block plans in a few cases, and DP and BP representatives provide guidelines and suggestions to the GPs during the preparation of the GPDG. 39% of GPs under the sample districts in the states of Andhra Pradesh, Gujarat, Haryana, Jammu & Kashmir, Karnataka, and Uttar Pradesh responded that integration

happens with DP and BP, while 61% of GPs under the sample districts in the states of Assam, Bihar, Himachal Pradesh, Jharkhand, Madhya Pradesh, Telangana, Uttarakhand responded lack of integration of plans with DP and BP.

Response	Percentage	No. of Responses
Yes	39%	29
No	61%	45
Total	100%	74

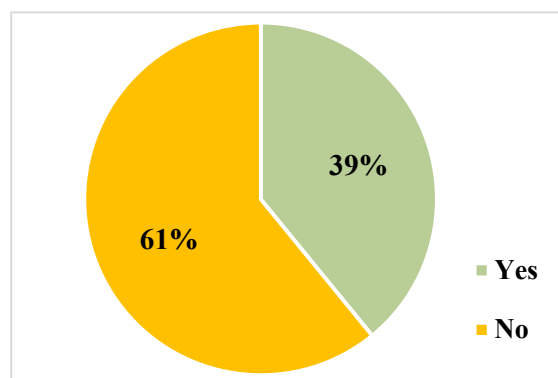


Fig 20: Block level integration of GPDP

Yes: Andhra Pradesh, Gujarat, Haryana, Jammu & Kashmir, Karnataka, Uttar Pradesh.

No: Assam, Bihar, Himachal Pradesh, Jharkhand, Madhya Pradesh, Telangana, Uttarakhand.

In such cases of plan integration, the process generally involves the following steps; Once the GPDP is prepared and approved by the GP, it is forwarded to the Block and District level authorities for further review and consideration. Subsequently, at the Block level, a certain percentage (approximately 20%) of the works mentioned in the GPDP are incorporated into the Block-level development plan, which means the Block Panchayats implement a portion of the proposed plans from the GPDPs. In Karnataka, priority works such as the construction of new buildings for GPs are integrated into the Block-level plans.

In Andhra Pradesh the DP and BP representatives provide guidelines and suggestions to the GPs during the preparation of the GPDP. In Jammu & Kashmir, the DP and BP representatives review the GPDPs submitted by the GP. The DP and BP occasionally supervise the development planning process at the GP level. Karnataka provides training and capacity-building programs and appoints nodal officers as intermediaries between the GPs and higher-level authorities. These nodal officers help facilitate the communication, coordination, and implementation of the GPDPs. In Gujarat, while preparing the District Development Plans, a specific allocation is earmarked for different sectors. This allocation includes 50% of the basic grant for roads and buildings, 25% of the tied grant for drinking water and 25% for sanitation, drains, and toilets.

3.2 Preparation of DPDP by DP/ZP

3.2.1 Plans: President/ Chairperson, DP/ZP perspective

87% of DP Chairpersons under the sample districts in the states of Andhra Pradesh, Gujarat, Jammu & Kashmir, Jharkhand, Karnataka opined that DP motivates and guides all BPs to prepare their plan and thus ensure that all BP plans are forwarded to the DP for consolidation on an annual basis. The rest, 13% of DP Chairpersons under the sample districts in the state of Bihar opined the consolidation of BP plans was not happening.

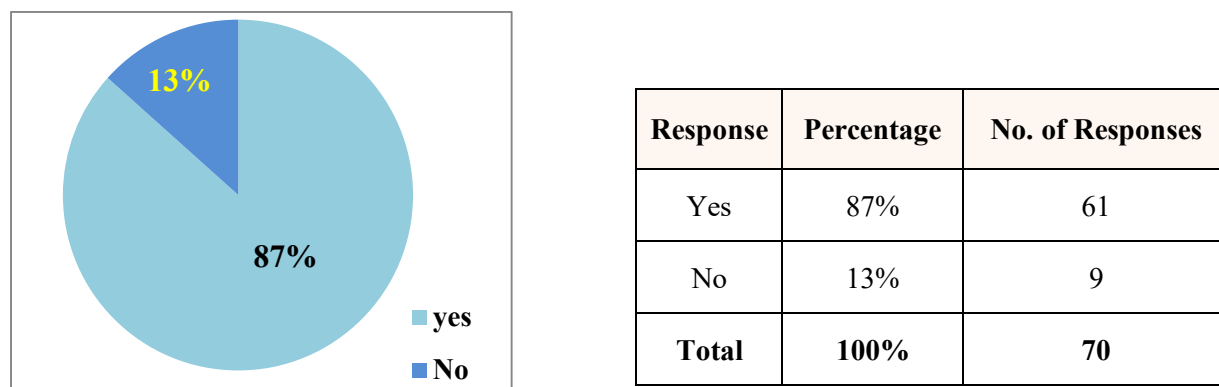


Fig 21: BP Plans and ZP Linkage

Yes: Andhra Pradesh, Gujarat, Jammu & Kashmir, Jharkhand, Karnataka, Maharashtra, Telangana, Uttar Pradesh.

No: Bihar

The process of consolidating all BP plans to DP varies across regions. In case of Andhra Pradesh, training and guidance sessions are conducted for field and block-level functionaries to prepare their plans, with DP playing an enabling role. The plans are then submitted by Block Panchayats, along with Gram Panchayat plans, to DP for consolidation. In other instances, Block Panchayats call for plans from Gram Sabha meetings, consolidate them independently, and submit them to DP. Alternatively, in Jammu & Kashmir, all plans are forwarded directly to DP and further processed by the Planning Department. Certain District Panchayats treat Block Panchayats as subordinates and issue circulars to follow DP's recommendations. At times, the Block Panchayats propose their plans, and the Zilla/ District Panchayat approves them, excluding overlapping or redundant elements.

3.2.2 Process of preparation of DPDP by DP/ZP: DC and CEO, DP/ZP perspective

It is evident from the data that 96% of ZP/DPs under the sample districts in the states of Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Jammu & Kashmir, Jharkhand, Karnataka, Kerala, Maharashtra, Sikkim are preparing DPDPs over the last 5 years.

Response	Percentage	No. of Responses
Yes	96%	67
No	4%	3
Total	100%	70

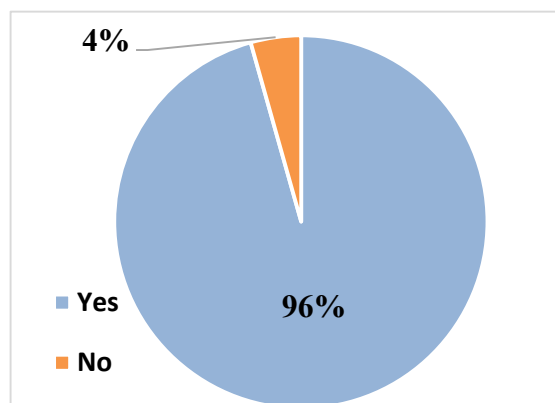


Fig 22: Preparation of ZP development plans

Yes: Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Jammu & Kashmir, Jharkhand, Karnataka, Kerala, Maharashtra, Sikkim, Telangana, Uttar Pradesh.

No: Uttarakhand.

The District Panchayat Development Plan (DPDP) involves key stakeholders such as the CEO, Chairpersons of District Panchayat bodies, members of the District Panchayat, and respective Block Panchayats. The CEO, as the administrative head, facilitates the planning process, while the Chairpersons represent their constituencies in decision-making. The members of the District Panchayat and Block Panchayats contribute local knowledge and insights. In some cases, external resources like experts or government representatives may be involved. Through collaborative efforts, these stakeholders ensure a comprehensive and inclusive DPDP that addresses the developmental needs and aspirations of the region.

The steps involved in DPDP process vary across different districts. For instance, in Andhra Pradesh, works are identified by DP members, and a General Body Meeting is conducted with the Chairperson, CEO, and District Officers and draft proposals, plans are communicated to the DP members in advance, subsequently these are discussed in the meetings, and modified based on feedback before a formal approval. In Bihar, all DP members collectively decide on the development activities required under the guidelines of the Panchayati Raj Act. They prepare an annual plan based on the demands and available funds.

In Gujarat, the DP President's Planning Committee prepares the ZP/DP development plans, with inputs from elected members, and approved in general body meetings before being forwarded to the Development Committee. In Jammu & Kashmir, work identification, preparation of budget estimates forms a part of the process. In Kerala, working groups comprising local experts are formed, and sector-wise status reports are prepared. People's needs are identified through stakeholder consultations, and development reports and draft plans are prepared. Consensus-building development seminars, discussions with stakeholders, and the submission of detailed projects through online portals are also a part of the planning process in Kerala. In Maharashtra technical Committees verify proposals, which are then finalized in DP body meetings.

In Telangana, the 15th Finance Commission's guidelines are considered for preparing the District Development Plan (DDP). The plan is finalized based on discussions with ZP members and officials, considering feasibility. The process involves forming a District Panchayat Planning Committee which coordinates the activities of data collection, situation analysis, needs assessment, resource identification, plan development, its approval, implementation, and monitoring of the District Panchayat Development Plan.

While coming to the consolidation of plans, 68% of sample districts in the states of Andhra Pradesh, Assam, Gujarat, Haryana, Karnataka, Kerala, Maharashtra, Telangana, Uttar Pradesh, Uttarakhand consolidated the plans of all the BPs in districts while preparing a plan at the district level. The rest of the 32% refrained from consolidating the plans.

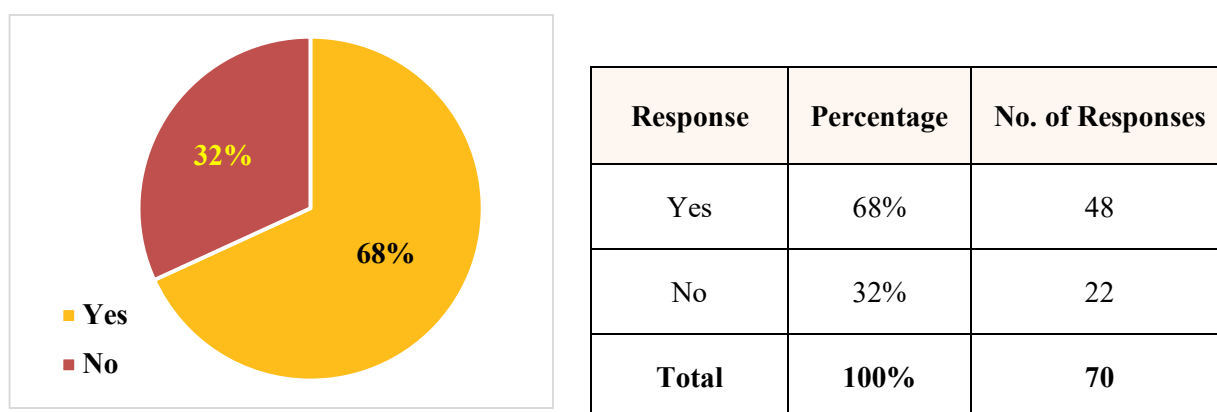


Fig 23: Consolidation of BP plans

Yes: Andhra Pradesh, Assam, Gujarat, Haryana, Karnataka, Kerala, Maharashtra, Telangana, Uttar Pradesh, Uttarakhand.

No: Bihar, Jammu & Kashmir, Jharkhand, Sikkim.

There are multiple approaches to consolidating Block Panchayat (BP) plans at the district level within the planning framework. In Andhra Pradesh, the planning process begins at the BP level, where initial plans are drafted and subsequently reviewed, deliberated upon, and approved in the BP General Body with necessary modifications.

During the formulation of the Zilla Parishad (ZP) plan, BP Development Plans (BPDPs) undergo further scrutiny and approval in the ZP Body Meeting before being submitted to the ZP General Body for final ratification, in adherence to existing regulations. Additionally, in Assam, the District Planning Committee (DPC) may also play a role in this process.

This planning framework prioritizes inclusivity and participatory decision-making, ensuring that all Block Panchayats are actively engaged, their perspectives are incorporated, and their developmental priorities are given due consideration.

In Kerala, inputs gathered from Block Panchayat (BP) members through the Zilla Sabha (District Assembly) are systematically integrated into the annual planning process. Plans are initially formulated at the block level by incorporating recommendations from Gram Panchayats and are subsequently forwarded to the Zilla Parishad (ZP) for further consideration and approval.

In Telangana, developmental initiatives are typically distributed across the entire district, with action plans formulated in alignment with the guidelines set forth by the 15th Finance Commission. However, projects and activities that extend across multiple Gram Panchayats but cannot be accommodated within the Block Panchayat Development Plan (BPD), or those requiring specialized technical expertise or additional resources, are reviewed at the District Panchayat level for potential inclusion in the District Panchayat Development Plan (DPD).

In Uttarakhand, the planning process follows a structured, bottom-up approach, beginning with brainstorming sessions at the village and local levels. These discussions shape the Village Development Plans, which are subsequently deliberated upon at the Village Panchayat level, refined at the Block Panchayat level, and ultimately reviewed and finalized at the Zilla Parishad level.

The non-consolidation of plans at the District level is attributed to a lack of awareness levels. There needs to be more understanding or knowledge about the benefits and importance of consolidating plans. Additionally, more resources or guidance is needed to facilitate the consolidation process. In the cases of Maharashtra, plans are made separately at the BP level, with each BP developing its project based on its specific needs and priorities.

In a few districts where the execution of plans has not been carried out effectively, officials cited administrative or bureaucratic hurdles. Another factor is a resource crunch, where adequate funding or other necessary resources to implement the plans may be lacking. Additionally, coordination issues with the implementing agency can hinder the smooth execution of projects and activities outlined in the plans.

Hon’ble MPs and MLAs usually play an active role in implementing DP plans. They actively participate in meetings, where they address grievances and discuss important issues affecting their constituencies. In Haryana, Gujarat, Telangana and Uttarakhand, Hon’ble MPs/MLAs play a significant role by advocating for the needs and concerns of their constituents, proposing solutions, and influencing decision-making processes. They also work towards resolving local problems by bringing them to the state government’s attention, coordinating with DP Presidents/ Chairpersons, and recommending developmental works on a priority basis. In Assam, Hon’ble MP/MLAs serve as members of the District Planning Committee (DPC), overseeing the progress, monitoring implementation, and ensuring accountability. However, in Andhra Pradesh, the role of Hon’ble MLAs and MPs may be indirect, where they extend their cooperation in resolving local problems by contacting the government for funds and participating in review meetings. The effectiveness of their involvement varies depending on the specific region and political context.

Majority of the ZP/DPs prepare DPDPs with the help of Line departments. This is evident in the sense that 83% of DPs under the sample districts in the states of Andhra Pradesh, Bihar, Gujarat, Haryana, Jammu & Kashmir, Jharkhand, Karnataka, Kerala, Maharashtra, Sikkim, Telangana acknowledged the participation of Line departments in the DPDP making, while only 17% indicated lack of participation of Line departments.

Response	Percentage	No. of Responses
Yes	83%	58
No	17%	12
Total	100%	70

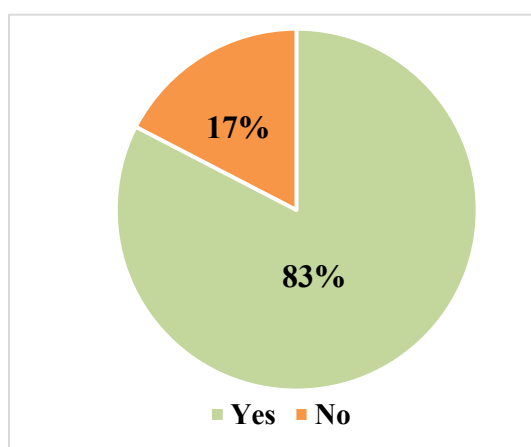


Fig 24: Participation of Line Departments in ZP/DP plan process

Yes: Andhra Pradesh, Bihar, Gujarat, Haryana, Jammu & Kashmir, Jharkhand, Karnataka, Kerala, Maharashtra, Sikkim, Telangana, Uttarakhand.

No: Assam, Tamil Nadu, Uttar Pradesh.

The DPDP making process involves the participation of several line departments at the district level. These departments play a crucial role in shaping and implementing the development plans. The major departments involved in the process include the Panchayati Raj and Rural Development, Fisheries, Agriculture, Social Welfare, Horticulture, Animal Husbandry, Rural Water Supply (RWS), Health, Education, Roads and Buildings (R&B), Women and Child Welfare, District Water Management Agency (DWMA), Housing, Irrigation. The range of departments involved vary depending on the specific region and local requirements. During the DPDP process, a comprehensive review of all these departments is typically conducted during the ZP General Body meetings, ensuring collaborative efforts and effective coordination among various stakeholders in driving local development initiatives.

There is an effort to prepare resource envelopes at the district level; the data show that 79% of the sample districts in the states of Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Kerala, Sikkim, Telangana, Uttarakhand made efforts for the resource envelope for better and more effective planning. This phenomenon of preparing resource envelopes has been more effective since 2016.

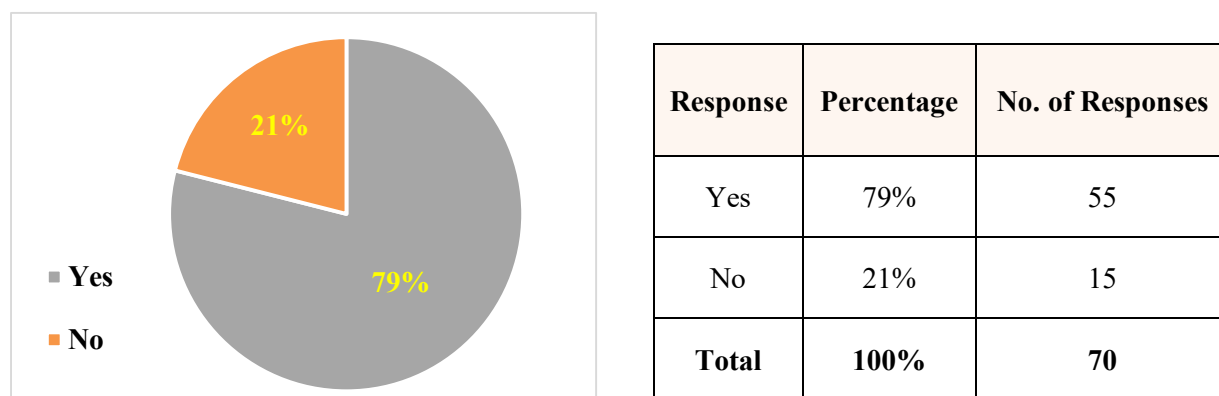


Fig 25: Preparation of Resource Envelope at district and block level.

Yes: Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Kerala, Sikkim, Telangana, Uttarakhand.

No: Jammu & Kashmir, Karnataka, Maharashtra.

46% of CEOs under the sample districts in the states of Bihar, Gujarat, Karnataka, and Uttarakhand believe that a five-year perspective plan helps the districts in achieving holistic developments as compared to an annual plan; the remaining 54% of CEOs under the sample districts in the states of Andhra Pradesh, Jammu & Kashmir, Maharashtra, Telangana, Uttar Pradesh believe that 5-year perspective plans do not help much in achieving development.

Response	Percentage	No. of Responses
Yes	46%	32
No	54%	38
Total	100%	70

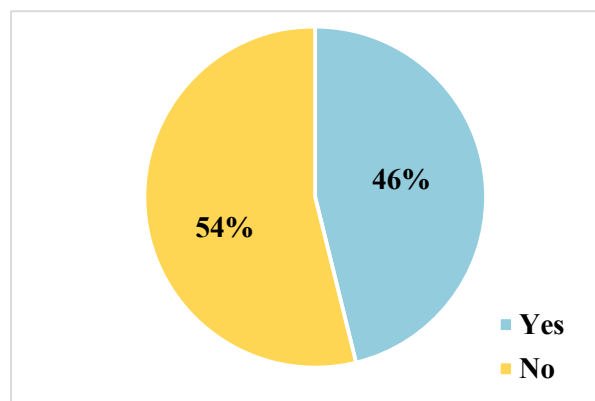


Fig 26: 5-year perspective plan for holistic development over annual plan

Yes: Bihar, Gujarat, Karnataka, Uttarakhand.

No: Andhra Pradesh, Jammu & Kashmir, Maharashtra, Telangana, Uttar Pradesh.

According to the responses, district authorities prepare a 5-year perspective plan as it gives a proper vision and long-term direction to the district. The focus is on prioritizing infrastructure development, including ensuring adequate facilities for health services, hygiene and sanitation, education, agriculture, animal husbandry, and water supply.

3.3 Status of DPC:

The study team analysed the status of DPCs across the country. The parameter for this assessment was the DPC constitution and frequency of meetings. It is evident from the data that DPCs are actively functioning in only (8) States/ UTs and the remaining are found to be either inactive or partially active. However, even in this case, the frequency of meetings doesn't reflect their effective functioning according to the DPC mandate.

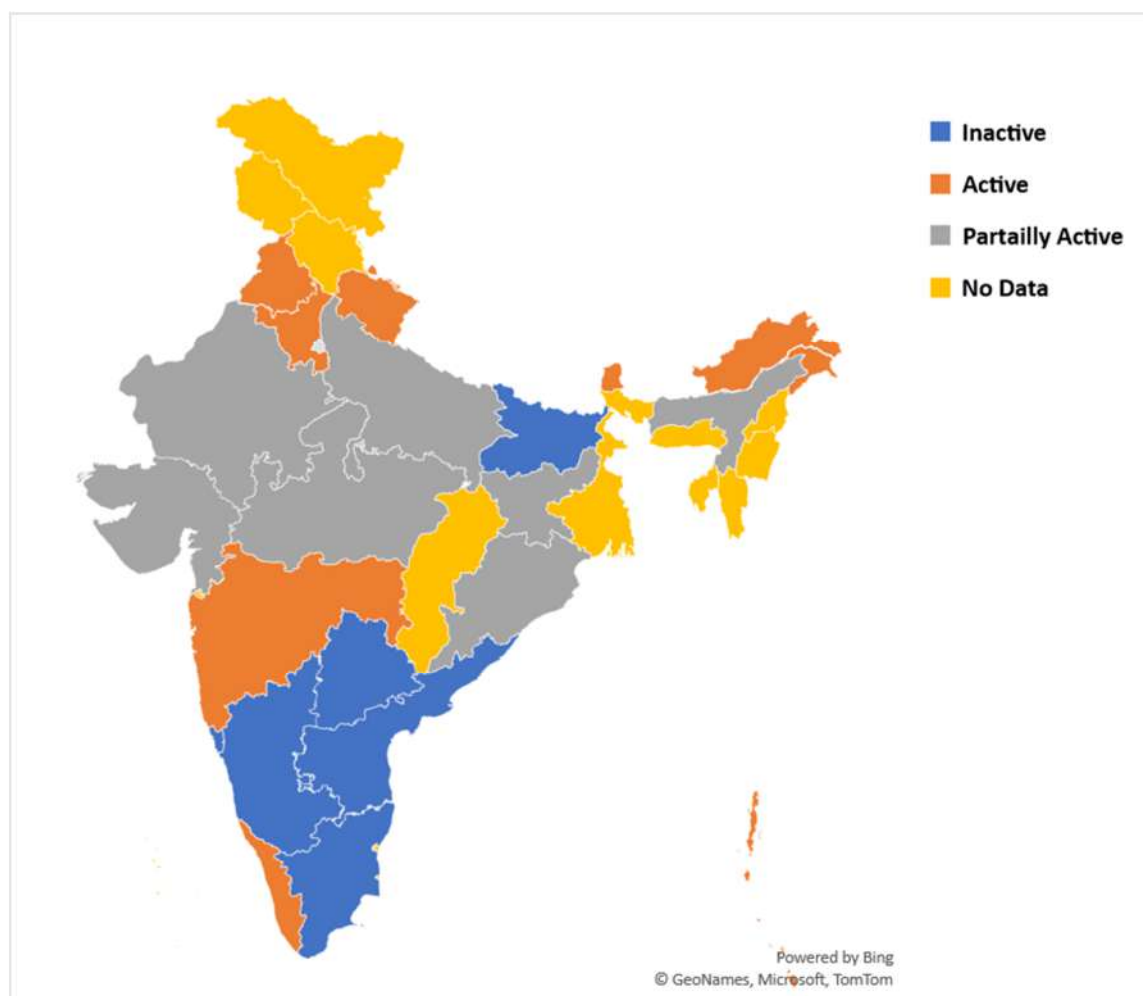


Fig 27: Status of DPC based on Meetings Convened

Source: Primary data by CGG

According to the study team’s field observations, the states of Kerala, Sikkim may be considered as pioneers in DPC functioning. The State of Kerala has a dedicated District level Planning Secretariat in each district catering to the planning needs of the respective district. This Secretariat has a team of officials with expertise in economics and statistics.

In the majority of the States/ UTs, the District in-charge Hon’ble Minister or an Hon’ble MLA nominated by the State government serves as the Chairperson of DPC. In a few States, the DPCs are headed by the Chairperson/ President, ZP/ DP.

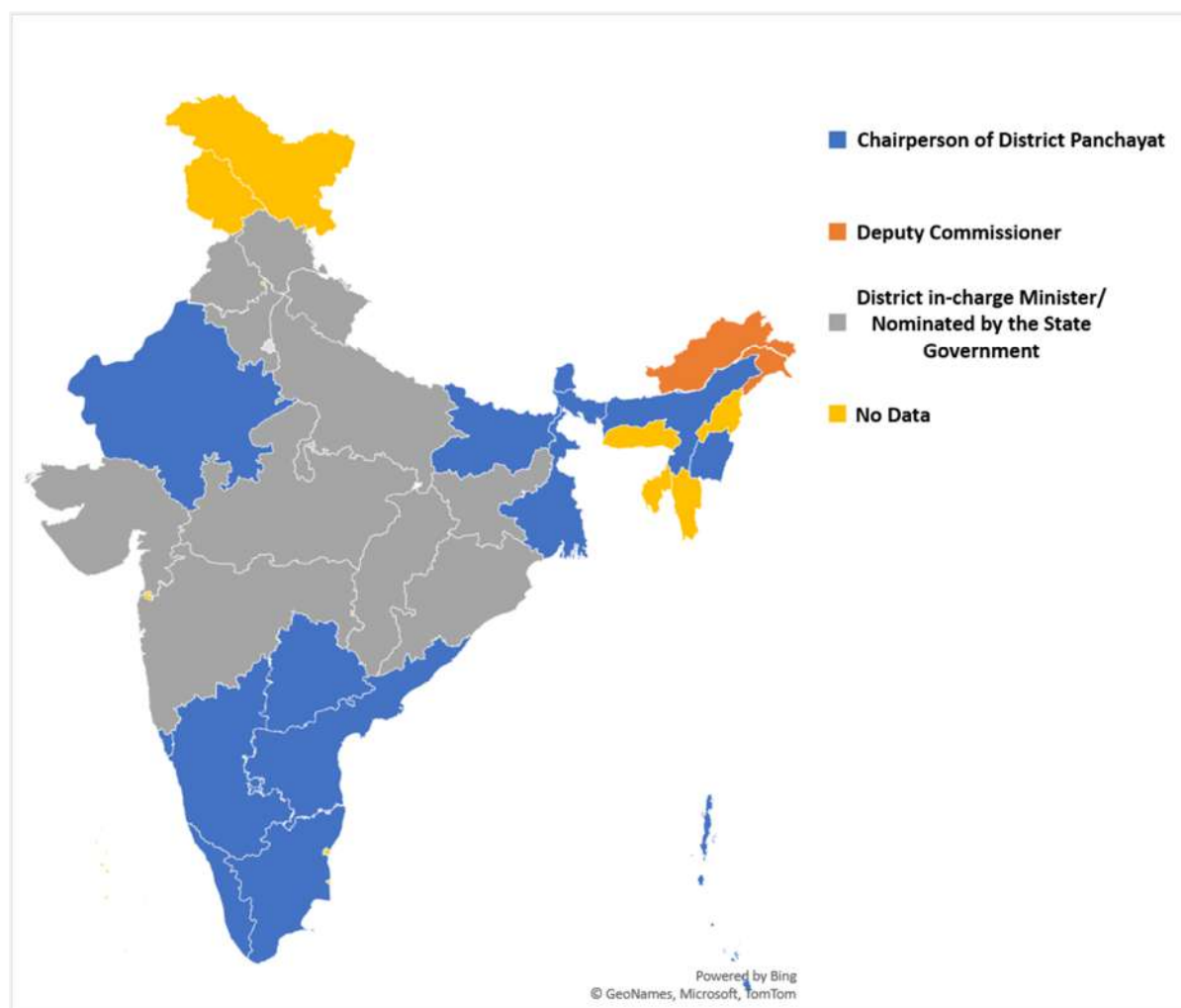


Fig 28: Chairperson of DPC

Source: Primary Data by CGG and literature review

The principal function of District Planning Committees (DPCs) across India is the formulation of district plans. However, the extent of this responsibility varies significantly from one state to another. Among the 23 states that provided data, the District Panchayat President occupies the role of DPC Chairman in 12 states. Conversely, in 10 states, including prominent ones such as Uttar Pradesh, Maharashtra, Odisha, and Madhya Pradesh, the position of DPC Chairman is held by either the Hon’ble Minister in charge or a nominated Hon’ble Member of the Legislative Assembly (MLA). In contrast, in the southern states and many smaller states, the District Panchayat President is designated as the DPC Chairman. It has been observed that when the president of the Zilla/District Panchayat assumes the role of Chairman, the committee convenes more frequently. However, when the Chairman is the Hon’ble Minister in charge, the DPCs often encounter challenges. A notable issue is the

unavailability of the Hon’ble Minister, which leads to the cancellation or rescheduling of meetings. Furthermore, there have been instances where Hon’ble Ministers have made unilateral decisions, disregarding the contributions of other elected representatives. Most DPCs adhere to the constitutional framework, which stipulates that at least four-fifths of the members should be elected representatives from local bodies, and they comply with the rural-urban population ratio accordingly. It is noteworthy that while most states in India have established DPCs, the majority of these committees are only partially active.

Nevertheless, a few states, such as Sikkim and Kerala, have DPCs that are functioning exceptionally well and operating effectively. In contrast, states like Karnataka and Bihar, which once had active DPCs, are currently non-operational. This lack of functionality can be attributed to the existence of parallel mechanisms that undertake similar responsibilities, often marginalizing the DPCs. However, in Kerala, despite the presence of the District Development Council, the DPC continues to operate effectively. In the DPC, Hon’ble Members of Parliament (MPs) and Hon’ble Members of the Legislative Assembly (MLAs) are typically invited as permanent invitees; however, their attendance at these meetings is often irregular. There are occasions when Hon’ble MPs and MLAs do attend DPC meetings and offer suggestions, particularly when the Hon’ble Minister in Charge serves as the DPC Chairman.

The involvement of Hon’ble MPs and MLAs generally enhances decision-making and fosters better coordination among various levels of government. Nonetheless, the degree of their participation and influence can fluctuate based on various factors, including the specific dynamics and priorities of each state or district. In certain DPCs, Hon’ble MPs and MLAs are actual members of the committee, with their participation being notably higher in the North-Eastern states compared to others. The supervision of elections for the DPC is primarily conducted by either the State Election Commission, District Administration, or the State Government. Regarding the frequency of meetings, some states convene quarterly, while others meet annually. There are also states that have constituted DPCs but have not held any meetings. The lack of earmarked funds has also been identified as a contributing factor to the non-functioning of DPCs. This inactivity in many regions has adversely impacted the planning of democratic decentralization. The absence of a cohesive body to coordinate all departments at the district level has undermined the fundamental principles of Panchayati Raj Institutions (PRIs).

The examination of the operational dynamics of District Planning Committees (DPCs) across various regions of India presents a nuanced tableau. Presently, Kerala stands as the sole state in the South Zone with an active DPC, whereas the committees in Karnataka and Tamil Nadu have remained dormant for an extended period. In Andhra Pradesh, the District Review Committee assumes the responsibilities typically designated to the DPC. In Karnataka, the District Planning Division oversees the development of district plans. Transitioning to the East Zone, in Jharkhand committee’s meetings were annually to authorize programs and allocate financial resources.

In Bihar, despite the establishment of DPCs in all districts, their engagement in the formulation of development plans has been notably minimal. This inertia has precipitated a deficiency in coordination among local governance bodies. Conversely, Odisha boasts a functional DPC comprising both elected and ex-officio members. In the Northeast Zone, Sikkim is distinguished by its highly effective DPC, while Assam also maintains an operational committee. Within the Central Zone, the effectiveness of DPCs in Madhya Pradesh is inconsistent, with certain districts overshadowed by emerging initiatives such as DISHA.

The ineffectiveness of the DPC can also be attributed to the absence of the designated 'Hon’ble Minister in charge of the District.' In the West Zone, DPC meetings in Maharashtra and Gujarat are conducted regularly; however, in Goa, the DPC has struggled to operate effectively, hindered by a lack of awareness and insufficient staff familiarity with the committee's functions. In the North, Haryana and Uttarakhand are characterized by active DPCs, while Uttar Pradesh grapples with challenges including infrequent meetings, elevated costs, and limited participation from Panchayati Raj Institutions (PRIs). In summary, the functionality and efficacy of DPCs exhibit considerable regional variability, with numerous areas confronting significant operational obstacles.

3.3.1 DPC: Hon’ble MPs/MLAs perspective:

Hon’ble Members of Parliament (MPs) from Haryana, Karnataka, Kerala, and Maharashtra have affirmed that the District Planning Committees (DPCs) have remained active in their respective districts for several years. In contrast, in districts where DPCs are inactive, Hon’ble MPs and MLAs attribute this to the presence of multiple other district-level committees, which they believe render a separate DPC unnecessary.

The primary role of Hon’ble MPs in DPC meetings revolves around their active participation in the district’s planning and development process. This includes their regular attendance at DPC meetings to contribute to the formulation of district plans. Additionally, Hon’ble MPs often recommend specific schemes tailored to their constituencies, advocating for their inclusion in the district plans prepared by the DPC. Beyond planning, Hon’ble MPs and their offices frequently facilitate the execution of these schemes by allocating funds through their MP Local Area Development Scheme (MP LADS).

Hon’ble MPs from Haryana, Karnataka, Kerala, and Odisha have expressed strong support for the role and functionality of DPCs. They recognize the committee’s significance in ensuring the participation of diverse stakeholders and in integrating executive representatives from multiple administrative tiers. This collaborative approach fosters the creation of comprehensive district plans that address a wide range of developmental priorities.

To further enhance the effectiveness of DPCs in district planning, Hon’ble MPs have proposed several strategic measures. These include increasing the frequency of DPC meetings to foster continuous engagement, encourage idea-sharing, and ensure in-depth deliberations before finalizing plans. Additionally, Hon’ble MPs have emphasized the need for capacity-building initiatives to enhance the efficiency of elected representatives within the DPC framework. They also advocate for prioritizing the timely implementation of critical projects to maximize developmental impact.

Hon’ble MLAs from Jharkhand and Tamil Nadu have reported that they regularly attend DPC meetings and actively contribute to district plan preparation. Some members have recommended specific developmental schemes for their constituencies, advocating for their inclusion in the district plans. In contrast, Hon’ble MLAs from Karnataka noted that they rarely attend DPC meetings and, when they do, they participate as special invitees or observers. Meanwhile, Hon’ble MLAs from Andhra Pradesh and Odisha have indicated that they play a pivotal role in implementing DPC-recommended schemes by allocating funds through their MLA Local Area Development Scheme (MLA LADS).

According to Hon’ble MLAs from Andhra Pradesh, Karnataka, Kerala, Odisha, and Uttar Pradesh, the DPC serves as a vital platform for representing the development priorities and visions of the people’s elected representatives. By actively engaging with the DPC, Hon’ble MLAs can significantly contribute to the district’s overall progress, ensuring that development initiatives align with the needs and aspirations of local communities.

3.3.2 DPC: President/Chairperson, DP/ZP perspective:

The role of the Chairperson, DP/ZP in the District Planning Committee (DPC) varies significantly from region to region. At times, where he/she is not heading DPC, for instance in Andhra Pradesh, Gujarat, they participate as a Special Invitee, offering suggestions and guidance for district development. However, in Karnataka, the Chairperson, as head of DPC, forwards the development plan, as recommended by the DPC, to the Government for integration into the state plan.

Furthermore, in Maharashtra, the DP Chairperson participates as a member of the DPC, being a part of the decision-making process and informing all stakeholders about the ongoing development work. Moreover, in Maharashtra, they are regular members of the DPC, actively engaging in discussions on various development projects and initiatives.

In Jammu & Kashmir, the Chairpersons serve as the head of District Development Council (DDC) taking on a more prominent leadership role in the planning process. Additionally, the DP Chairperson actively contributes to consolidating plans, ensuring a cohesive and comprehensive approach to district development. The majority of the DP Chairpersons responded that the DPC, as the overall planning body for the district, should also plan for MP LADS / MLA LADS Schemes.

3.3.2 DPC: DC and CEO, ZP/DP perspective:

Placing ZP/DP plans before the District Planning Committee (DPC) varies in different locations. 50% of ZP/DP under the sample districts in the states of Assam, Haryana, Jammu & Kashmir, Jharkhand, Kerala, Sikkim placed their plans before the District Planning Committee.

Response	Percentage	No. of Responses
Yes	50%	35
No	50%	35
Total	100%	70

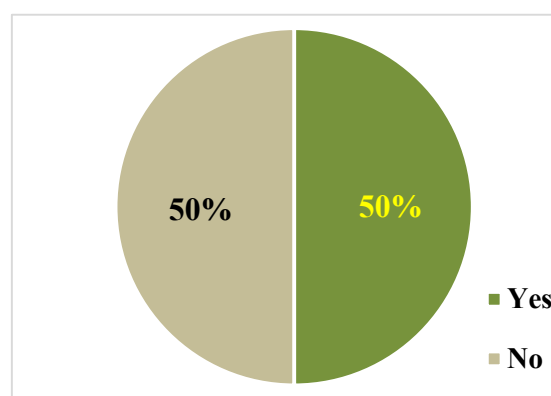


Fig 29: ZP/DP plans & DPC concurrence

Yes: Assam, Haryana, Jammu & Kashmir, Jharkhand, Kerala, Sikkim.

No: Andhra Pradesh, Bihar, Gujarat, Karnataka, Maharashtra, Telangana, Uttar Pradesh, Uttarakhand.

In certain places, the committee members review and sign the plans according to DPC norms. In Bihar, the plans are submitted to the District Development Committee for consolidation and then forwarded to higher authorities for further action. In some other cases, plans undergo a process of compilation, debate, and ratification within the DPC, thus leading to their adoption. Occasionally, plans are laid before the DPC for discussion without formal ratification process. Districts without a DPC have a planning cell collecting plans from GPs/BPs, consolidating them.

It was observed that 89% of DCs under the sample districts in the states of Andhra Pradesh, Assam, Gujarat, Jammu & Kashmir, Jharkhand, Kerala, Maharashtra, Odisha, Telangana, Uttar Pradesh were aware of the role of the District Planning Committee (DPC) in their district. While 11% of them did not know about DPC.

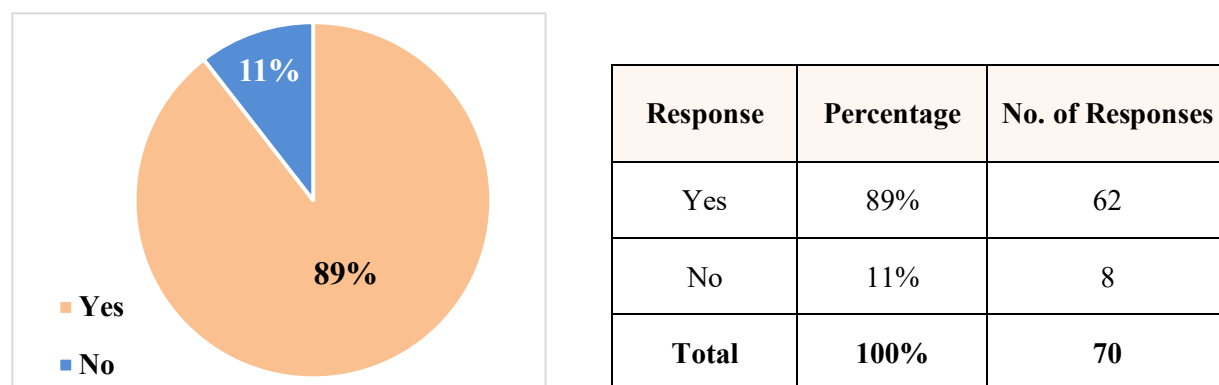


Fig 30: DPC: Awareness Levels

Yes: Andhra Pradesh, Assam, Gujarat, Jammu & Kashmir, Jharkhand, Kerala, Maharashtra, Odisha, Telangana, Uttar Pradesh.

No: Bihar.

The principal function of the District Planning Committee (DPC) is to amalgamate the plans formulated by panchayats and municipalities, thereby producing a comprehensive draft development plan for the entire district. The DPC engages in annual planning, identifies essential projects for implementation and oversees program monitoring accordingly. As the paramount planning authority, the DPC endorses plans and deliberates fund allocations. Occasionally, the DPC assumes a pivotal role in sanctioning programs associated with untied

funds at the district level. The District Collector (DC) typically serves as the Member Secretary or Convenor, supported by the District Planning Officer (DPO), who may also hold the position of Joint Secretary for Coordination in certain locales. DPOs assist the DCs in convening meetings, drafting agendas and minutes, and executing various secretarial duties. In essence, the DPC is envisaged to function as a crucial agency for the developmental initiatives within any district. It has to ratify the development plan drafted by district officials in accordance with the guidelines set forth by state and central governments. Furthermore, the DPC has to ideally approve the budget for schemes sanctioned by the District Administration, based on the recommendations of local public representatives.

States such as Andhra Pradesh and Telangana have indicated that the DPC encounters significant challenges in fulfilling its constitutional mandates and adhering to the respective State DPC Acts. A primary obstacle is the sporadic convening of the DPC, which leads to a deficiency in formal meetings and decision-making processes. Consequently, alternative forums, both formal and informal, are employed to facilitate the convergence and consolidation of planning efforts. Additionally, the limited availability of financial resources further impedes the DPC's capacity to effectively execute its designated functions.

The participation of District Collectors in DPC meetings varies according to regional specifics and established practices. Notably, 87% of district stakeholders surveyed in the states of Assam, Jammu & Kashmir, Jharkhand, Kerala, Maharashtra, Odisha, and Uttar Pradesh reported their involvement in DPC meetings.

Response	Percentage	No. of Responses
Yes	87%	61
No	13%	9
Total	100%	70

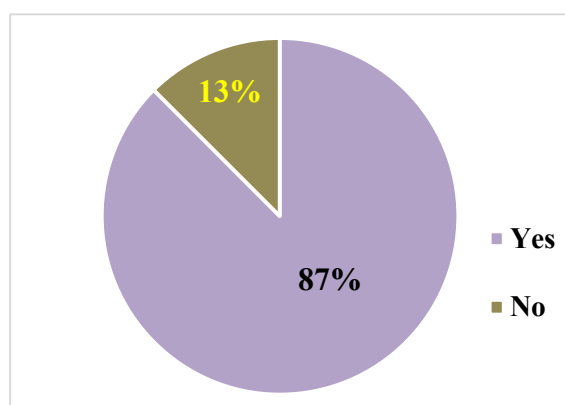


Fig 31: Participation in DPC Meetings

Yes: Assam, Jammu & Kashmir, Jharkhand, Kerala, Maharashtra, Odisha, Uttar Pradesh.

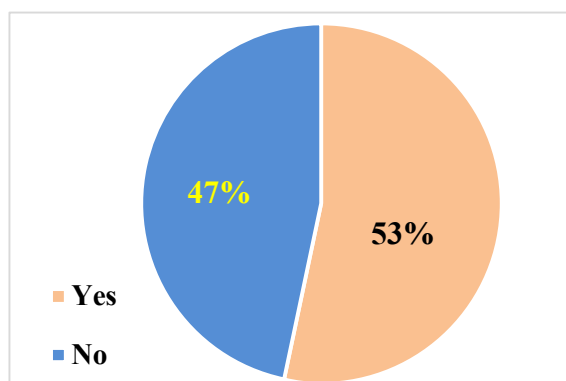
No: Bihar, Gujarat

However, the role and level of participation of the District Collector (DC) in District Planning Committees (DPCs) vary across states. In Jammu & Kashmir and Jharkhand, the DC participates as a district-level officer, whereas in Maharashtra, the DC serves as a secretary or member secretary. In Kerala, the DC assumes the role of convener for DPC meetings, while in Odisha, the DC functions as an ex-officio member. These roles are determined by state-specific laws, regulations, and administrative requirements, allowing the DC to leverage their expertise and contribute effectively to the objectives of the meetings.

The majority of DCs acknowledge the critical role of DPCs in district-level planning. They view DPCs as instrumental in identifying essential schemes and infrastructural needs within the district, systematically categorizing them at the Gram Panchayat (GP) and Block Panchayat (BP) levels.

Data suggests that DCs have proposed various measures to enhance the effectiveness of DPCs in district plan formulation. The DC from Gujarat emphasizes the optimal utilization of Local Area Development Scheme (LADS) funds and their seamless integration with the District Development Plan to ensure that development efforts align with genuine local needs. In Maharashtra, DCs advocate for minimizing political interference within the DPC by promoting non-political activities, thereby fostering impartial decision-making. Meanwhile, the DC from Uttar Pradesh recommends implementing department-wise monitoring at the state level to enhance accountability and efficiency. By adopting these strategies, the DPC can evolve into a more robust and development-focused institution, minimizing external influences while prioritizing effective governance.

Furthermore, 53% of Chief Executive Officers (CEOs) from the sampled districts in Assam, Jammu & Kashmir, Kerala, Maharashtra, and Telangana reported that their respective states actively ensure adequate orientation and capacity-building programs for Zilla Parishad (ZP) and DPC members, as well as officials involved in district planning. These programs cover crucial aspects such as the consolidation of plans from various administrative levels, plan evaluation, resource convergence, data analysis, preparation of the draft District Development Plan, and establishing necessary monitoring mechanisms. The key institutions facilitating these capacity-building initiatives include the District Planning Office, the State Planning Commission, and various state-level training institutions.



Response	Percentage	No. of Responses
Yes	53%	37
No	47%	33
Total	100%	70

Fig 32: Orientation of ZP/DPC members on District plan preparation

Yes: Assam, Jammu & Kashmir, Kerala, Maharashtra, Telangana.

No: Andhra Pradesh, Gujarat, Jammu & Kashmir, Maharashtra, Uttar Pradesh, Uttarakhand.

Detailed Guidelines for the functioning of Model District Planning Committee has been prepared and enclosed at Annexure - V

Functioning of DPC in Sikkim: A Role Model to the Country

In accordance with the constitutional sanctity bestowed upon the District Planning Committees (DPCs), Sikkim has emerged as a forerunner in the effective implementation of these committees. Regular meetings are convened, during which the allocations from the Central Finance Commission—both tied and untied—as well as those from the State Finance Commission, are formally sanctioned by the Committee and subsequently distributed to the respective territorial constituencies within the Zilla Panchayat.

CHAPTER - 4

Member of Parliament (MP) / Member of Legislative Assembly (MLA) Local Area Development Scheme (LADS) Implementation Process and its Interface with Local Government

This chapter exclusively focuses on MP LADS/MLA LADS, only direct financial interface between the higher elected representatives and local panchayats. The process of identification of works under the LADS, submission of proposals, implementation mechanism, role of various stakeholders, monitoring aspects, challenges and recommendations were comprehensively covered under this chapter. The perspectives and inputs of Hon’ble MPs/MLAs were captured pertaining to LADS along with certain key recommendations. Furthermore, the perspectives of district stakeholders, encompassing the District Collectors and the CEOs of the DP/ZP are presented.

4.1 MP/MLA LADS: Hon’ble MPs and MLAs perspective

The implementation mechanism of the Members of Parliament Local Area Development Scheme (MPLADS) reveals notable regional disparities. In states such as Haryana, Karnataka, Goa, and Telangana, Hon’ble Members of Parliament (MPs) allocate expenditures based on requests from relevant Local Body (LB) representatives and direct appeals from the public. Conversely, in Maharashtra and Odisha, Hon’ble MPs prioritize expenditures in accordance with the plans established by the LBs, while others concede that political considerations significantly influence decision-making.

The execution of MPLADS has been directed towards various sectors, including healthcare, education, agriculture, infrastructure, and skill development. Projects encompass a wide array of initiatives, from the construction of schools and sanitation facilities to road enhancements and responses to COVID-19 challenges, such as the provision of ventilators. With a keen focus on the specific needs of villages, funds have been allocated to strengthen educational resources through libraries, improve infrastructure such as public toilets, and promote social justice through community-building initiatives.

The implementation of the Members of Legislative Assembly Local Area Development Scheme (MLALADS) also exhibits variability across states. In Andhra Pradesh, Bihar, Karnataka, Odisha, and Telangana, Hon’ble MLAs have indicated that their decisions regarding MLALADS funds are influenced by direct requests from the public, appeals from Local Body representatives, and prioritization in alignment with Local Body plans. A significant number of Hon’ble MLAs have allocated a substantial amount of funds to projects proposed by Local Governments or Panchayats throughout their tenure.

Hon’ble MLAs have effectively utilized their LADS funds to address a multitude of sectors, thereby significantly benefiting their constituencies. These funds have been directed towards road development, provision of clean drinking water, installation of streetlights, and enhancement of burial grounds and sanitation facilities. Additionally, Hon’ble MLAs have supported agriculture, medical facilities, and educational institutions. The funds have also been allocated for disaster relief, Public Works Department (PWD) and Panchayati Raj and Rural Development (PR&RD) projects, drainage improvements, and fostering cooperative sector bonding. Furthermore, investments have been made in constructing community halls. The allocation of funds for the construction of school and college toilets, as well as the enhancement of educational infrastructure, underscores the commitment of Hon’ble MLAs to promote holistic development and improve the overall well-being of their constituents.

Hon’ble MPs from Karnataka, Maharashtra, and Punjab have reported encountering situations where a Block Panchayat or District Panchayat (DP) President/Member has approached the MP for funds intended for specific projects within the jurisdiction of a Gram Panchayat (GP), only to face opposition from the GP for various reasons.

In contrast, Hon’ble MLAs have expressed that they have not experienced instances where a Block Panchayat or DP President/Member has sought funds for projects within a GP’s jurisdiction, facing opposition from the GP.

In the context of MPLADS utilization, certain Hon’ble MPs have proactively engaged with Local Bodies by communicating the available quantum of funds as part of a resource envelope. Simultaneously, in some regions, Local Bodies predominantly approach Hon’ble MPs to bridge funding gaps within their annual plans, seeking support to fulfill specific developmental requirements. Conversely, in other instances, Hon’ble MPs independently identify projects or initiatives that can be accommodated within the MPLADS framework, thereby actively shaping local development agendas.

The identification of schemes is conducted through two primary channels. Local Governments convene meetings to collectively identify and propose schemes that address the needs and priorities of their communities. Alternatively, Hon’ble MPs also directly contribute to scheme identification by leveraging their insights and understanding of regional requirements. In states such as Haryana, Karnataka, Maharashtra, Odisha, and Punjab, schemes are vetted in Zilla Panchayat (ZP), District Panchayat (DP), Block Panchayat (BP), or Gram Panchayat meetings; however, in Goa, such vetting by local bodies is not as prevalent.

Hon’ble MLAs from states including Andhra Pradesh, Assam, Karnataka, and Odisha have informed Local Bodies about the quantum of funds that could be allocated to them as part of a resource envelope, enabling them to prioritize projects under MLALADS while preparing their annual plans. Conversely, Hon’ble MLAs from states such as Bihar, Tamil Nadu, and Uttar Pradesh have not provided such information. These schemes are identified either by local governments in their meetings or directly by Hon’ble MPs/MLAs. According to responses from Hon’ble MLAs in Andhra Pradesh, Assam, Karnataka, and Odisha, these schemes are vetted by ZP, DP, BP, or GP meetings.

Certain Hon’ble MPs have emphasized that implementing LADS through the line departments within the jurisdiction of local bodies proves to be a more effective approach for ensuring the successful execution of projects. There are opinions suggesting that funds are transferred directly to the local body accounts, which then assume responsibility for implementation with the participation of Gram Sabhas.

Monitoring MPLADS projects involves diverse strategies. In accordance with MPLADS guidelines, projects are documented with photographs, and quality assessments are conducted regularly. Hon’ble MPs employ various means, including personal visits, to ensure effective communication and responsiveness.

The majority of Hon’ble MLAs actively supervise and monitor the implementation of schemes rather than relegating this responsibility solely to local government officials. They conduct physical inspections of ongoing work and hold review meetings with officials to ensure quality and progress. By maintaining connections with the public, officials, and implementing agencies, Hon’ble MLAs gain valuable insights into ongoing projects and address any concerns. Their frequent visits to project sites provide firsthand knowledge of progress. Regular meetings with implementing officers and close monitoring demonstrate their commitment to effective governance and transparent implementation.

Hon’ble MLAs from Andhra Pradesh, Bihar, Jharkhand, and Karnataka express satisfaction with the quality of schemes implemented by local governments under the MLALADS program. This opportunity allows them to fulfill the basic infrastructure and primary needs of the populace, such as roads and drinking water, significantly enhancing the quality of life. The schemes recommended by the Hon’ble MLAs are tailored to address the critical needs of the area, effectively benefiting the community. Moreover, as Hon’ble MLAs possess an in-depth understanding of local affairs, the implementation process is rendered more efficient

and impactful. Strengthening local bodies through these programs ensures better governance at the grassroots level. However, some Hon’ble MLAs advocate an increase in the MLALADS fund due to price escalations in various aspects. This adjustment is deemed necessary to address immediate issues and undertake more comprehensive projects. Regular monitoring by Hon’ble MLAs and personal verification of materials for each project further ensures transparency and accountability in the implementation process.

The satisfaction expressed by several Hon’ble MPs, particularly from states like Karnataka, Maharashtra, and Uttar Pradesh, regarding the quality of schemes executed by local governments under the MPLADS program contrasts with the dissatisfaction voiced by Hon’ble MPs from Haryana and Odisha. This disparity often arises from financial limitations that consequently curtail the desired output. Certain Hon’ble MPs acknowledge that the shortage of funds restricts the program's impact, given the high resource demand.

Hon’ble MPs have proposed several measures for enhancing MPLADS. These recommendations encompass a range of improvements, such as increasing funding to address extensive demands. They emphasize the importance of better transparency and monitoring mechanisms, suggesting that involving citizens in the process can enhance accountability and effectiveness. Enhanced cooperation among stakeholders is also proposed to streamline project execution. Alongside these suggestions, an increase in funds is highlighted as crucial to better meet the diverse needs of constituencies.

Hon’ble MLAs have offered suggestions for enhancing the MLALADS programs. They recommend conducting pre-allotment meetings with Hon’ble MLAs, considering their representation to allocate funds more effectively. Advocating for an increase in available funds is essential to support more impactful development initiatives. Moreover, relieving Hon’ble MLAs from other pressures enables them to focus more effectively on their responsibilities. Simplifying the process of implementing schemes is suggested to improve efficiency, while regular monitoring of Panchayati Raj schemes ensures timely progress. Immediate fund release expedites development works. Seeking maximum cooperation from the central government facilitates smoother implementation. Establishing a transparent mechanism for fund utilization ensures accountability. Additionally, removing GST on MLALADS optimizes funds for more efficient utilization. Implementing these suggestions aims to elevate the impact and efficacy of MLALADS programs, resulting in greater welfare for the public.

Hon’ble MPs from states such as Haryana, Karnataka, Kerala, Punjab, and Telangana have expressed opposition to the recommendations of the 2nd Administrative Reforms Commission. Their viewpoint is grounded in the belief that Local Bodies (LBs) already possess funds from sources such as Central Finance Commission (CFC), State Finance Commission (SFC) allocations, and taxes. This is particularly evident from the responses to the challenges posed by the COVID-19 pandemic, where Local Bodies demonstrated their financial capability. This success validates the concept of financial decentralization. Hon’ble MPs argue that for immediate solutions, autonomy is essential. They point out that Hon’ble MPs have direct access to the general public, and often projects under MPLADS require urgent attention, necessitating swift fund allocation. In contrast, government departments involve lengthy sanctioning procedures that are susceptible to corruption and political influences. It is highlighted that despite being elected representatives, Hon’ble MPs lack control over available funds, which hampers effective decision-making and responsiveness to pressing needs.

The majority of Hon’ble MLAs from states such as Andhra Pradesh, Assam, Jharkhand, Karnataka, and Kerala do not support the recommendation of the 2nd Administrative Reforms Commission to abolish MLALADS, as the scheme is deemed necessary for fulfilling the representations of the populace and efficiently resolving local issues. They underscore how funds have been effectively utilized for various developmental activities, such as constructing community halls and addressing minor infrastructure needs. MLALADS also provides autonomy to local representatives in resolving grassroots issues. However, it is acknowledged that additional funds may be required to address all development work, necessitating discretion to prioritize essential projects based on local exigencies. Overall, there is a need for balanced deliberation on the efficacy and transparency of the MLALADS program to ensure optimal outcomes for public welfare.

Hon’ble MPs have articulated several justifications for why MPLADS funds are entrusted to them, despite the execution of projects at the local government level. They assert that MPLADS grants them autonomy and facilitates swift problem-solving at the grassroots level, allowing for the rapid resolution of issues arising during gram meetings. They contrast this with government projects that often suffer from prolonged gestation periods and convoluted procedures. Particularly in the case of minor projects costing around Rs. 2 lakhs, MPLADS proves invaluable due to its expedited approval and execution processes. They express concern that corruption is rampant within PR/LB departments, with a significant portion

(25%) of project funds being misappropriated, leading to subpar work quality. In contrast, MPLADS operates under the direct supervision and accountability of Hon’ble MPs, who are public representatives responsible for ensuring transparency and effective utilization of funds. This mechanism ensures better governance and more accountable project execution.

Hon’ble MLAs rationalize the significance of MLALADS funds, emphasizing that the allocations made through Finance Commissions to local bodies are often insufficient to meet their constituencies' basic needs and aspirations. This inadequacy compels individuals to seek assistance from higher-level representatives such as Hon’ble MLAs and MPs, enabling them to fulfill their constituents' needs through MLA/MPLADS funds. Hon’ble MLAs contend that MLALADS funds allow for more appropriate and tailored funding based on the specific requirements of the constituency compared to central and state commissions. They highlight their role as the people's representatives, fostering trust by advocating for local developmental programs and guiding officials in preparing plans that address local needs and aspirations. Despite being a significant financial decentralization, some Hon’ble MLAs recognize that MLALADS funds may still fall short in meeting all requirements, calling for additional mechanisms to safeguard interests and bridge gaps in essential services. The importance of MLALADS funds remains in addressing rural development needs, education, infrastructure, healthcare, and other crucial areas, thereby empowering Hon’ble MLAs with the financial autonomy necessary to better serve their constituents and uphold the democratic spirit within the Panchayati Raj system.

Hon’ble MPs have proposed several strategies to enhance the relationship between local government representatives and higher-level officials such as Hon’ble MPs and MLAs, thereby fostering more effective governance. Regular meetings and collective workshops serve as platforms for open dialogue and idea exchange, promoting a deeper understanding and cooperation. Representatives can share information and updates more efficiently by enhancing communication channels, such as dedicated forums or online platforms. Emphasizing coordination beyond party lines underscores a commitment to common goals and community betterment. Quarterly interactions during planning stages would ensure that local perspectives are integrated into broader regional or national plans, facilitating a more inclusive approach. The emphasis on detailed discussions during these interactions highlights the importance of thorough exchanges of ideas and strategies. Additionally, the focus on accountability emphasizes that tasks should be carried out by those responsible, ensuring efficient delegation and follow-through on commitments.

Hon’ble MPs are dedicated to supporting Local Bodies to enhance operational efficiency, drive meaningful outcomes, and promote inclusivity, ensuring participation from every resident in development, regardless of political affiliation, caste, class, gender, or ability. Through focused participation in Gram Panchayat meetings, improved communication channels, and attendance at LB open houses, Hon’ble MPs demonstrate their commitment to bridging divisions and providing equal platforms for diverse voices to contribute to shared developmental goals, fostering a more unified and inclusive approach to progress. The majority of Hon’ble MPs believe that the Ministry of Panchayati Raj, through orders, guidelines, directives, and circulars for states, is consistently helpful and received in a positive spirit.

Hon’ble MLAs have proposed several mechanisms to improve the relationship between local government representatives and higher-level people's representatives such as Hon’ble MPs and MLAs. They advocate for higher-level representatives to attend local body meetings regularly to foster better communication and collaboration. Local body representatives should consider the inputs of higher-level representatives to ensure more inclusive development. To enhance monitoring, Hon’ble MLAs recommend establishing close monitoring committees in each part of the Hon’ble MLA constituency, jointly overseeing developmental work with the District Collector (DC) and Hon’ble MLA. Regular meetings of these committees would facilitate discussions regarding the functioning of various development programs in the area.

Moreover, Hon’ble MLAs suggest granting voting rights to Hon’ble MPs and MLAs in Zilla Panchayat (ZP), Block Panchayat (BP), and Municipal Council meetings to strengthen their involvement in decision-making. Hon’ble MPs and MLAs should respect and implement developmental works based on public suggestions and needs to maintain a strong connection with the public. Regular meetings and interactions with the public help representatives stay informed about local issues and concerns. By implementing these mechanisms, Hon’ble MLAs aim to enhance coordination and cooperation between local government representatives and higher-level people's representatives, leading to more effective governance and better addressing the needs of local communities.

The majority of Hon’ble MPs are cognizant of the 17 Sustainable Development Goals (SDGs). They acknowledge that MPLADS, by focusing on localized issues, can be pivotal in advancing the SDGs. They recognize the potential of MPLADS in identifying areas where progress is lagging and taking targeted actions to address those gaps.

The majority of Hon’ble MLAs have received orientation regarding the SDGs, while a few respondents indicated that they have yet to receive any orientation on the subject. MLALADS plays a crucial role in contributing to the achievement of SDGs. Hon’ble MLAs can actively debate and discuss SDG goals and allocate MPLADS funds with the SDGs in mind. By focusing on the development of essential infrastructure, increasing funds annually, and ensuring equal distribution for SDG-related initiatives, Hon’ble MLAs can effectively contribute to the advancement of SDGs. For instance, the state of Odisha’s efforts to address climate change and initiatives to protect marine life have enabled the Hon’ble MLAs in that state to fund climate-resilient infrastructure.

Hon’ble MPs have identified five critical focus areas in their districts or constituencies that demand urgent and sustainable solutions. These include addressing financial constraints, enhancing administrative efficiency, and tackling issues in larger villages such as water contamination, waterlogging, road quality, and organized water supply. They aim to combat high fluoride levels in drinking water, enhance essential services, ensure safe sanitation, bolster environmental conservation, upgrade health and educational infrastructure, drive technical and social progress, ensure better road connectivity, and optimize resource utilization. Furthermore, Hon’ble MPs emphasize direct funding for small businesses, support for social aid groups, increased funding for the small sector, tailored assistance for farmers, promotion of sports in rural areas, and provision of technical education in villages.

Hon’ble MLAs have identified critical areas and issues requiring immediate and sustainable solutions, including border area development, unemployment, medical facilities, education, and road connectivity. They have taken proactive steps to address these gaps using MLALADS funds. Hon’ble MLAs have enhanced local infrastructure by allocating funds for small developmental projects such as community halls and providing school amenities. Funds have been directed towards road improvements, drinking water sources, and solid waste management, ensuring better living conditions. Additionally, Hon’ble MLAs have focused on the welfare of workers in coalfields and expanded housing opportunities for families. They have prioritized the development of schools, playgrounds, and highways while addressing healthcare, water, electricity, and sewer line issues. By raising concerns in the Vidhan Sabha and collaborating with local bodies, Hon’ble MLAs have achieved meaningful progress and improved the overall well-being of their constituents.

Hon’ble MPs from Haryana, Karnataka, Odisha, Punjab, and Kerala have identified pressing concerns as top priorities, including enhancing women's safety in public areas, fostering

women's empowerment, combating domestic violence, ensuring access to eco-friendly sanitary pads in schools, and championing environmental preservation and restoration. Their focus extends to creating disability-friendly public spaces, aiding families affected by farmer suicides, equipping sanitation workers with protective gear, establishing gender-sensitive workplace facilities, and more. To achieve these goals, MPLADS funds are utilized for initiatives such as water recycling, awareness campaigns, self-help group formation with a significant 15% allocation for women's empowerment, constructing housing for farmers, developing women-centric bus stands, providing financial aid, furnishing hospital ambulances, and dedicating 40% of funds to community halls for women's gatherings. The effort also includes solar lighting for public safety, vital household toilets for women's security, and battery-powered motorcycles for individuals with disabilities. This holistic approach underscores Hon'ble MPs' commitment to addressing critical challenges while fostering inclusivity and sustainable development. Hon'ble MPs prioritize these issues based on public demand or issues raised during District Panchayat, Block Panchayat, Gram Panchayat, or Gram Sabha meetings.

The majority of Hon'ble MLAs from states like Andhra Pradesh, Assam, Bihar, Karnataka, and Kerala have emphasized issues such as women's safety in public places, women's empowerment, domestic violence prevention, and the provision of eco-friendly sanitary pads in schools. They are actively involved in environmental conservation and eco-restoration efforts while ensuring public spaces are disabled-friendly. MLALADS funds have been directed towards supporting the families of farmers who have committed suicide and providing safety equipment to sanitary workers to ensure their well-being. Additionally, Hon'ble MLAs promote gender-friendly facilities at worksites and implement programs against child marriage, child abuse, human trafficking, and child labor. They are also focusing on creating awareness about women's rights and empowering Self-Help Groups (SHGs) such as National Rural Livelihoods Mission (NRLM), as well as promoting cooperative societies. Hon'ble MLAs have also allocated funds for installing Reverse Osmosis (RO) plants to provide drinking water and have prioritized enlisting families under the Awas Yojana, significantly increasing the allocation of funds for this purpose. In states like Andhra Pradesh, Assam, Karnataka, and Telangana, Hon'ble MLAs prioritize issues based on public pressure or demand, advocacy by interest groups such as NGOs, and issues raised during District Panchayat, Block Panchayat, Gram Panchayat, or Gram Sabha meetings.

Capacity development and training of local government representatives are essential for effective governance and development across various domains. Training is required for LB representation, equipping representatives with the skills to advocate for constituents' needs and participate in decision-making. Training becomes crucial in border area developmental work to address unique challenges and allocate resources effectively for sustainable growth and security. Proper training is also necessary to manage funds efficiently in critical sectors such as education, health, and sanitation. Conducting timely and comprehensive programs at the Gram Panchayat level, with the participation of representatives from all villages, promotes collective learning and shared experiences, enhancing the capabilities and knowledge of local government representatives.

Hon'ble MPs from Goa, Haryana, and Punjab have indicated that they are well-informed regarding Panchayati Raj Institution (PRI)-related issues. Several Hon'ble MPs have expressed the need for orientation sessions on current developments in Panchayati Raj to enable them to play a crucial role in empowering local panchayats.

Hon'ble MLAs from Andhra Pradesh, Bihar, Karnataka, and Tamil Nadu believe that Hon'ble MLAs also require orientation or briefing on current developments in Panchayati Raj to effectively contribute to empowering these institutions. Hon'ble MLAs from Andhra Pradesh, Assam, Karnataka, and Tamil Nadu have opined that they are sufficiently informed about PRI-related issues.

Hon'ble MLAs have asserted that a robust support system from the state government is essential to enhance the effective functioning of Panchayati Raj Institutions (PRIs). Higher representatives should actively engage by frequently attending PRI meetings, providing valuable guidance and support. Creating a new ecosystem within the constituency can facilitate the involvement of NGOs, advisory institutions, and experts in PRI activities, bringing diverse perspectives and expertise. Regular contact between officials and other institutions fosters collaboration and coordination for better implementation of development projects. State government support in data collection and conducting surveys is vital for evidence-based decision-making and effective planning. Additionally, increasing Corporate Social Responsibility (CSR) funds for village development can significantly boost resources available for community-centric initiatives. With a robust support system and collaborative efforts, PRIs can function more efficiently, ensuring inclusive and well-informed development initiatives that cater to the specific needs of local communities.

Hon’ble MPs from Haryana, Punjab, and Uttar Pradesh have acknowledged that non-governmental organizations (NGOs) and academic institutions play a more effective role in enhancing PRI operations and efficacy. Others have emphasized the critical importance of meticulous planning and eradicating corruption as immediate requirements for the betterment of PRIs. Additionally, there are suggestions to provide training for PRI presidents to enhance their understanding of the institutions' operations.

Hon’ble MLAs from Andhra Pradesh, Assam, Karnataka, and Odisha have actively resolved issues between rural and urban local bodies, particularly concerning water supply, sanitation, and unplanned urban expansion. They have taken on the responsibility of addressing challenges related to public transport, pollution, over-extraction of groundwater, solid waste management, liquid waste, and dry waste management. These issues are critical for both rural and urban areas, and Hon’ble MLAs have played a significant role in coordinating efforts and finding sustainable solutions. By collaborating closely with local bodies and other relevant authorities, Hon’ble MLAs have improved essential services and infrastructure in their constituencies, bridging the gap between rural and urban development and fostering a more integrated and balanced approach to regional growth.

Hon’ble MLAs from Andhra Pradesh, Assam, Bihar, Kerala, Karnataka, and Telangana have taken proactive steps to support local governments in organizing social and cultural events at their level. They have facilitated mega job melas, cultural programs, sports events (such as kabaddi and cricket), mass marriages, temple festivals, and other local festivals and carnivals. Additionally, during significant national events like Azadi Ka Amrut Utsav, Hon’ble MLAs have actively organized cultural programs and sports activities to promote community engagement and celebrate the spirit of unity and diversity.

Hon’ble MPs from Haryana, Punjab, and Uttar Pradesh have actively contributed to supporting local governments by facilitating the organization of various social and cultural events at the grassroots level. Their efforts encompass events such as Swadeshi Melas to promote indigenous products and culture, Religious Melas to celebrate diverse traditions, and sporting events such as kabaddi and kusti tournaments that foster community engagement and well-being. The Hon’ble MPs have also played a role in coordinating organized tournaments and hosting medical camps to provide essential healthcare services to the community.

4.2 MP/MLA LADS: DC and CEO, ZP/ DP perspective:

The District Collector (DC) assumes a crucial role in the execution of the MP/MLA Local Area Development Scheme (LADS). In accordance with established guidelines, the DC functions as the Nodal Officer for the scheme, tasked with receiving project recommendations from Hon’ble Members of the Legislative Assembly (MLAs) and Hon’ble Members of Parliament (MPs), as well as granting administrative sanctions for initiatives that have received approval. The DC serves as a principal administrative authority, thereby ensuring the prompt execution of projects and the efficient disbursement of funds as advocated by Hon’ble MPs.

In the state of Kerala, the District Planning Officer (DPO) oversees and monitors MPLADS projects under the aegis of the DC. Conversely, in Maharashtra, the DPO operates as both the implementing and certifying agency for MPLADS projects. The Nodal Officer is responsible for receiving proposals from Hon’ble MPs, MLAs, and Members of the Legislative Council (MLCs), subsequently forwarding them to the appropriate authority—be it the DPO, officials from the District Rural Development Agency (DRDA), or the Panchayati Raj department—depending on the structural framework of the state. This process ensures a thorough feasibility assessment and adherence to guidelines prior to project approval.

The planning and implementation methodologies of MPLADS and MLALADS exhibit variability across states, shaped by regional dynamics and specific regulatory frameworks. In Andhra Pradesh, a designated implementation agency is accountable for guaranteeing the quality and timely execution of sanctioned projects. Bihar adheres to its local budgetary and financial regulations while broadly aligning with the General Financial Rules (GFR) and other pertinent statutes. Engineers are tasked with preparing work estimates based on project proposals. In Bihar, project recommendations from Hon’ble MPs or MLAs undergo rigorous cost estimation and verification, which includes the collection of requisite documents such as No Objection Certificates (NOCs) and land requirements prior to final approval. In Goa, districts report an average project approval timeline of 75 days from the date of recommendation.

In Jharkhand, LADS projects are executed under the supervision of the District Development Commissioner’s (DDC) office, with technical agencies, including Junior Engineers, responsible for preparing estimates, drafting project reports, and issuing necessary approvals. In Telangana, MPLADS adheres to guidelines established by the Ministry of Statistics and Programme Implementation (MoSPI), while MLALADS comply with state-level directives regarding fund utilization and implementation.

For MLALADS, the DDC issues the work order, whereas for MPLADS, the District Collector grants final approval. An alternative approach involves the Hon’ble MP’s recommendation being relayed by the DC to the DPO, who evaluates the project’s eligibility under MPLADS and designates an implementing officer based on the project’s characteristics. Upon completion of cost estimation, the DC issues administrative sanctions. Field observations reveal that Block Development Officers (BDOs) predominantly oversee on-ground project implementation. Furthermore, the majority of projects are executed through the state’s line departments, which frequently outsource work to private contractors. Direct implementation by local bodies, such as Gram Panchayats, remains infrequent.

In summary, Hon’ble MPs and MLAs identify priority projects and recommend them to the District Authority for execution.

67% of DCs under the sample districts in the states of Andhra Pradesh, Bihar, Jammu & Kashmir, Jharkhand, Kerala, Maharashtra, Uttar Pradesh observed that DP was not taken into confidence while taking up the MPLADS/MLALADS proposals. The rest 33% mentioned that DPs’ concurrence has been taken.

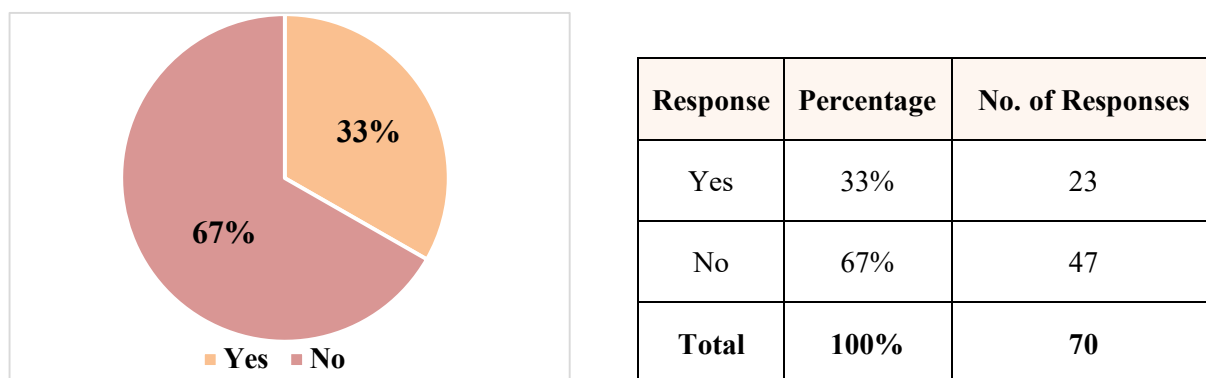


Fig 33: MLA/MP LADS: Concurrence with ZP/DP

Yes: Goa, Gujarat, Telangana.

No: Andhra Pradesh, Bihar, Jammu & Kashmir, Jharkhand, Kerala, Maharashtra, Uttar Pradesh.

Occasionally, the DCs involve DP in the decision-making process of MPLADS or MLALADS proposals. For instance, in certain situations, the approval of schemes depends on the District Planning Committee (DPC) within the District Panchayat. Reports and recommendations are sought through correspondence with relevant agencies or departments, with the concerned authorities seeking clarification on proposed works from the Hon’ble MP or MLA. Other cases involve a multi-step approval process, starting with the District

Planning Office (DPO) for primary approval, followed by technical and administrative approval and allocation of funds. In majority of cases, the Planning Department carries out monitoring of the works and in a rare scenario, the District Panchayat itself carries out the job. Additionally, proposals and schemes are discussed and decided upon in the general body meetings of the DP, facilitating collective decision-making. The specific process may vary based on local regulations, guidelines, and the dynamics between the stakeholders involved.

In states of Jammu & Kashmir, Bihar, Kerala, Maharashtra, the DC does not involve the DP in the decision-making process of MPLADS or MLALADS proposals, and this can be attributed to multiple reasons. At times, the Hon’ble MP/MLA recommends works after considering the requests and needs of the DP/GP public representatives and local bodies. In such cases, the Hon’ble MP/MLA directly incorporates the input and requirements of the DP/BP/GP representatives, eliminating the need for additional involvement or coordination from the DC’s side.

In other cases, the recommended schemes of the Hon’ble MP and MLA are sanctioned directly without requiring the concurrence of the respective DP. The decision-making authority may lie at the discretion of the DC or the Hon’ble MP/MLA, and their recommendations may be sufficient for approving and implementing the proposals. There are also instances where the DC's discretion hold more weight in the decision-making process.

According to the response of DCs, 79% of Districts under the sample in the states of Andhra Pradesh, Bihar, Goa, Gujarat, Jammu & Kashmir, Jharkhand, Kerala, Maharashtra and Uttar Pradesh don't integrate MPLAD/MLALAD schemes with the DP plan requirements. A significantly low response was received on integrating MPLADS/MLALADS with DP plans. It was also mentioned that there is no formal procedure for integration.

Response	Percentage	No. of Responses
Yes	21%	15
No	79%	55
Total	100%	70

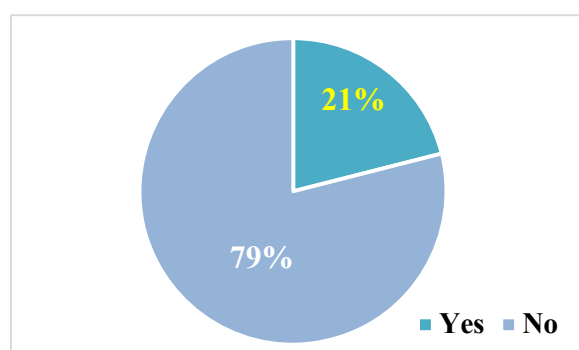


Fig 34: MLA/MP LADS: Integration with ZP/DP plans

Yes: Odisha, Telangana.

No: Andhra Pradesh, Bihar, Goa, Gujarat, Jammu & Kashmir, Jharkhand, Kerala, Maharashtra, Uttar Pradesh.

DCs from Odisha and Telangana have expressed the need to integrate MPLADS/MLALADS with DP Plans due to the lack of planning activities, non-adherence to rules, and significant political involvement observed in implementing these schemes. They believe that integration could lead to better functioning and overall district development. However, such integration would only be considered when there is a genuine need for it, thereby aiming to streamline processes, increase transparency, and reduce political influence. A consensus among stakeholders would be crucial in making this decision.

DCs oversee the implementation of MPLADS/MLALADS and DP development. However, there are instances where these schemes are run in collaboration with the DP, avoiding duplication of efforts. Coordination and information sharing about the schemes are necessary to avoid duplicity and ensure effective planning and implementation. They suggested that information about recommended works should be communicated to the DP. On the other hand, other respondents may argue that running them separately is acceptable since MPLADS/MLALADS and DP address different aspects. Nevertheless, there was an opinion that there shall be effective channels of communication between the DC’s office and DP for effective management and decision-making.

According to CEOs, in the cases where the MP/MLA LADS scheme were not integrated with the DP planning process, objections were raised by the DP chairperson during the meetings. Subsequently, Hon’ble MPs/MLAs consider these objections and put efforts towards rectifying them by coordinating and identifying the felt needs.

71% of the DCs under the sample districts in the states of Andhra Pradesh, Gujarat, Haryana, Kerala, Maharashtra, Telangana, and Uttarakhand responded that there is participation of local-level elected representatives while identifying and implementing the MP/MLA LADS scheme.

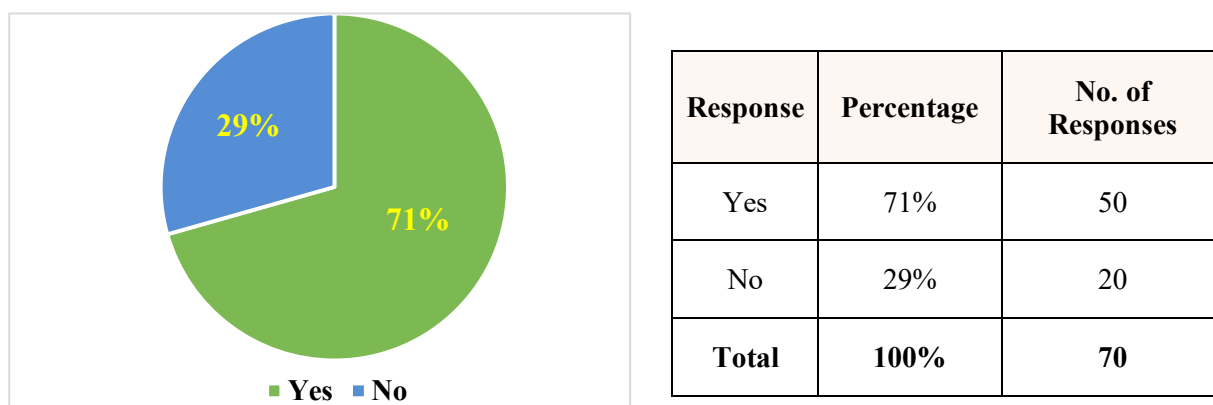


Fig 35: MLA/MP LADS: Participation of local level elected representatives in identifying the works.

Yes: Andhra Pradesh, Gujarat, Haryana, Kerala, Maharashtra, Telangana, Uttarakhand.

No: Bihar, Jammu & Kashmir, Karnataka, Uttar Pradesh.

The process and participation mechanisms of higher elected representatives at the DP, BP and GP levels vary. However, it is often observed that the local representatives bring forth the issues and needs of their areas to the attention of the concerned Hon’ble MLAs and MPs. The Hon’ble MLAs and MPs take action to secure funds from LADS to address these requirements. This process usually involves social and cooperative participation at every level. The Hon’ble MP/MLA examines the necessity of the proposed work and initiates the request for funds, often obtaining approval through the DP general body. Factors such as local needs, inputs from the Hon’ble MLA/MP, and resolutions of Grama Sabha and the general body guide the identification and implementation of schemes. The DP, BP and GP representatives frequently propose schemes based on the specific requirements of their respective areas.

On the other hand, if the Hon’ble MPs/MLAs do not ensure the participation of local-level elected representatives, separate recommendations to nodal departments may characterize the implementation pattern. In such cases, the identification of projects relies on informal mechanisms rather than collaborative and participatory approaches. Also, Hon’ble MPs/MLAs can implement schemes based on their decision-making powers.

42% of the CEOs under the sample districts in the states of Andhra Pradesh, Bihar, Gujarat, Jharkhand, Uttarakhand opined that the execution of the MP/MLA LADS program involves respective Line departments, thereby keeping away the local panchayats. Rural Water Supply, Rural Works, Health, Agriculture, Roads and building, Education, Irrigation, and Integrated Child Development Services (ICDS) Departments are the major stakeholders. Additionally, Engineers from these departments and officials of Block and District Panchayats also play a key role in implementing the projects.

However, 58% of CEOs under the sample districts in Haryana, Jammu & Kashmir, and Kerala believe that the Line departments have any significant role in implementing LADS. They opined that most of the works are carried out through the concerned Engineers in Panchayat Raj & Rural Development and at the discretion of the Hon’ble MP/MLA. Even in this case, the local panchayats were kept away. However, there are certain exceptions where the work is executed at the GP level on a tendering basis based on value of the project.

Response	Percentage	No. of Responses
Yes	42%	29
No	58%	41
Total	100%	70

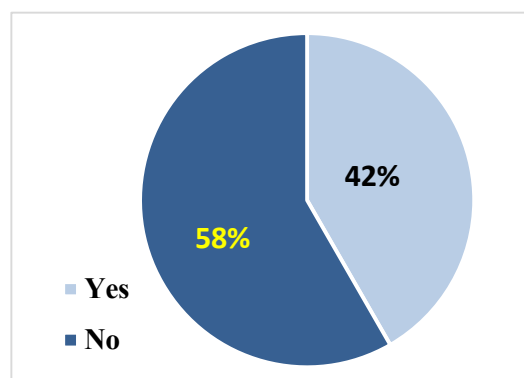


Fig 36: MLA/MP LADS: Implementation through Line Depts.

Yes: Andhra Pradesh, Bihar, Gujarat, Jharkhand, Uttarakhand.

No: Haryana, Jammu & Kashmir, Karnataka, Kerala, Maharashtra, Tamil Nadu, Telangana, Uttar Pradesh.

It was observed that 100% of the CEOs under the sample districts in the states opined that these schemes have helped fulfil the critical infrastructure needs of districts.

The CEOs have provided feedback stating that the MPLADS/MLALADS have helped fulfill the district's infrastructure, socio-economic, and human development needs. These schemes have enhanced the communities' social equity, justice, and cultural values. Using MPLADS/MLALADS funds, they could construct community centres, halls, roads, and other essential infrastructure. Additionally, schools benefited from the construction of classrooms and laboratories, improving the educational facilities for students. The schemes also

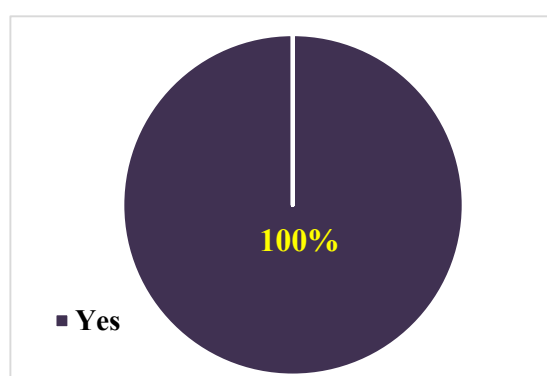


Fig 37: MLA/MP LADS: Fulfilment of critical needs

supported the development of road connectivity leading to community infrastructure, facilitating better accessibility and convenience for the public.

Yes: Andhra Pradesh, Bihar, Gujarat, Haryana, Jammu & Kashmir, Jharkhand, Karnataka, Kerala, Maharashtra, Tamil Nadu, Telangana, Uttar Pradesh, Uttarakhand.

Upon analyzing the opinions of CEOs from Gujarat, Karnataka, Kerala, Maharashtra, Telangana, Uttarakhand, it was observed that 50% of DP, BP, and GP presidents obtain the funds through informal interactions.

Response	Percentage	No. of Responses
Yes	50%	35
No	50%	35
Total	100%	70

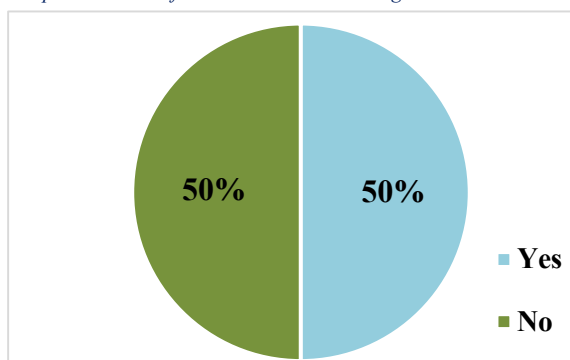


Fig 38: MLA/MP LADS: ZP/DP, Block/Mandal, GP Presidents informal interactions/ mechanisms for obtaining funds.

Yes: Gujarat, Karnataka, Kerala, Maharashtra, Telangana, Uttarakhand.

No: Andhra Pradesh, Bihar, Haryana, Jammu & Kashmir, Telangana, Uttar Pradesh.

The Presidents of District Panchayats (DP), Block Panchayats (BP), and Gram Panchayats (GP) employ a variety of informal mechanisms to secure funding from the Members of Parliament (MP) Local Area Development Scheme (LADS) and the Member of Legislative Assembly (MLA) LADS. These strategies often involve leveraging their affiliations with political parties and the inherent influence that accompany such associations. Furthermore, Hon’ble MPs and MLAs may exert pressure on senior leadership within their respective political parties or governmental structures to underscore the significance of particular projects and the advantages they would confer upon the local constituency. During their field visits, Hon’ble MPs and MLAs engage with representatives of local bodies, addressing grievances and demands that assist in prioritizing the allocation of funds in accordance with the community's needs. Fostering amicable relations between Hon’ble MPs, MLAs, and the Presidents of DP, BP, and GP can also enhance effective communication and collaboration, thereby facilitating the allocation of funds for initiatives that cater to local requirements. While personal connections may be indispensable in certain instances, it is imperative to uphold transparency and equity in the distribution of funds, emphasizing the merit and developmental necessities of the proposed projects.

The Chief Executive Officer (CEO) of the District Panchayat plays a limited role in mobilizing MP/MLA LADS funds. According to primary data from the study, 71% of CEOs across the sampled districts in the states of Andhra Pradesh, Bihar, Jammu & Kashmir, Kerala, Telangana, and Uttar Pradesh indicated that they possess either a limited or negligible role in the mobilization of MP/MLA LADS funds.

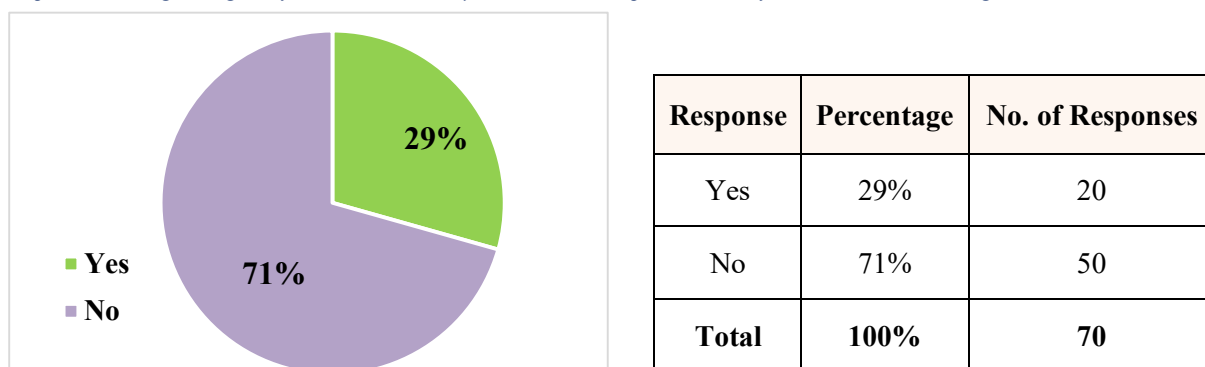


Fig 39: MLA/MP LADS: Role of District Authorities in mobilizing funds

Yes: Gujarat, Haryana, Karnataka, Maharashtra, Uttarakhand.

No: Andhra Pradesh, Bihar, Jammu & Kashmir, Kerala, Telangana, Uttar Pradesh.

However, when there is a need for grants or funds, officials within the DP communicate with the Hon’ble MP/MLA, requesting the allocation of funds for specific works. The CEO facilitates this communication by coordinating with the officials and providing necessary information. Further, the decision-making and discretion for the allocation of MP/MLA LADS funds rest with the respective Hon’ble MP/MLA. In such cases, the CEO’s primary responsibility is to work with state and central authorities to monitor and inspect the progress of projects funded through MP/MLA LADS, ensuring effective utilization of the allocated funds. They also suggest ways of convergence with other states and centrally sponsored schemes to maximize the benefits.

68% of CEOs under the sample districts in Andhra Pradesh, Gujarat, Haryana, Telangana, Uttar Pradesh do not support scheme’s discontinuation. 32% of CEOs under the sample districts in Bihar, Jammu & Kashmir, Jharkhand, Karnataka, and Kerala opined that abolition is needed.

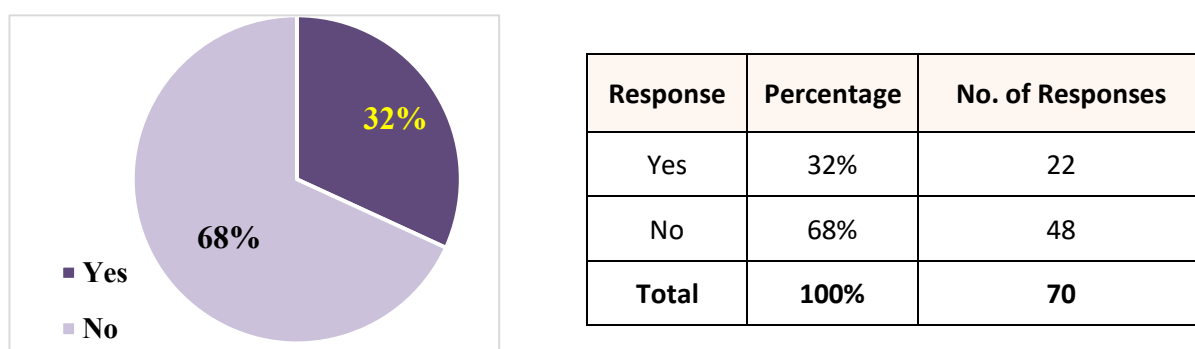


Fig 40: MLA/MP LADS: Opinion on discontinuation of scheme

Yes: Andhra Pradesh, Gujarat, Haryana, Telangana, Uttar Pradesh.

No: Bihar, Jammu & Kashmir, Jharkhand, Karnataka, Kerala, Maharashtra, Tamil Nadu, Uttarakhand.

For a multitude of reasons, the Chief Executive Officers advocate for the autonomous execution of the MPLADS/MLALADS schemes. They contend that elected Members of Parliament and Legislative Assemblies possess a profound understanding of the local exigencies within their constituencies, thereby enabling them to propose development initiatives and allocate resources with efficacy. Collaborating with local entities at various tiers guarantees the judicious utilization of funds. Furthermore, they assert that the current methodology is superior as it addresses pressing and immediate public requirements without the encumbrance of superfluous bureaucratic obstacles. Additionally, independent execution facilitates a broader outreach, benefiting both rural and urban locales.

In accordance with the opinion of the District Collectors, the autonomous implementation of MP/MLA LADS schemes has proven to be pivotal in the successful realization of diverse development projects, encompassing road construction, potable water facilities, educational institutions, community halls, health infrastructure, and disaster management initiatives. This independence and autonomy permit sector-specific allocations, thereby streamlining financial resources and maximizing their impact. Moreover, the schemes furnish a platform for prompt action, circumventing bureaucratic red tape and ensuring expeditious project execution. By possessing their own financial resources, Hon’ble MPs and MLAs can significantly contribute to the comprehensive development of their districts and cultivate closer relationships with local bodies. This decentralization of financial and jurisdictional authority aligns with the principles of democratic decentralization, empowering elected representatives who have earned the trust of the populace through their consistent engagement and commitment to sanction projects that address the needs of their constituents. Ultimately, these independent funds enable public representatives to be more responsive and accountable to the demands of the communities they serve, culminating in enhanced development and progress for their constituencies.

Conversely, certain CEOs concur with the recommendations put forth by the 2nd Administrative Reforms Commission (ARC), chaired by Shri Veerappa Moily, advocating for the abolition of the MPLADS/MLALADS schemes. They posit that integrating these funds under the purview of local governments would yield greater efficacy and assist in eradicating the prevailing practice of favoritism.

Further, the data of Sector Wise Allocation of Funds as Retrieved from the MPLADS dashboard of MoSPI, GoI in September 2022 is enclosed at Annexure - VI

LADS addressing the critical needs: Drinking Water Issues and Installation of RO Plants in Tamil Nadu

The ubiquitous challenge of ensuring access to safe drinking water found a multifaceted solution in Tamil Nadu's Kalayarkoil village, wherein the high magnesium content in drinking water was vanquished through the installation of Reverse Osmosis (RO) water plants, financially bolstered by the endeavours of Hon'ble MP and MLA who judiciously allocated their LADS funds. Similarly, RO plants were also installed in Panchayat farmland and Health centres in response to community needs.

Field photographs have been enclosed at Annexure - VII

CHAPTER - 5

Summary of Findings and Recommendations

This section highlights the key findings of research study based on the evidence generated. Based on this, recommendations were made which shall act as the policy directions to the planning and implementation agencies. These recommendations were focused, in the sense that they align with the objective of the research study. Further, as part of proposing an implementation strategy, actionable points were presented along with key stakeholders and sources of funding as applicable.

5.1 Key findings:

1. The study reveals that a substantial segment of GP-level respondents recognizes the beneficial influence of MPLADS and MLALADS schemes in fostering grassroots development by addressing the essential infrastructural requirements of villages, despite the fact that these schemes have neither been deliberated upon nor incorporated into GPDPs. This assertion is further corroborated by data obtained from district authorities. It can be attributed to the reality that, in numerous instances, the critical needs of villages were informally discussed with higher-level elected representatives. This perspective was similarly acknowledged by these representatives.

The findings indicate that higher-level elected representatives prioritize the socio-cultural sensitivities of the community. A majority of these representatives have actively supported local panchayats in organizing socio-cultural events, including sports gatherings, mass marriages, temple festivals, and other local deity celebrations and carnivals. Furthermore, they have facilitated economic activities, such as the organization of mega job melas, thereby ensuring livelihood opportunities for local youth. Additionally, the representatives have actively promoted the spirit of unity in diversity and patriotism by commemorating events of national significance.

2. Chairpersons of DP/ZP perceive that Hon'ble MPs and MLAs independently allocate and implement works or schemes without involving Zilla Parishads, Block Panchayats, or Gram Panchayats. Conversely, the majority of the executive segment, namely the DC/CEOs, report positive and cooperative interactions with higher-level elected representatives. The divergent opinions between Chairpersons and CEOs underscore the necessity for enhanced coordination and collaboration among various institutional levels to achieve effective outcomes.

3. A significant proportion of DP/ZP Chairpersons believe that political party affiliation has a limited impact on development activities, with higher-level elected representatives maintaining a neutral position. Interestingly, half of the respondents of DCs/CEOs noted that developmental activities tend to align with political party lines. The differing views of politicians and officials highlight the complexities inherent in local government development.
4. In almost all sample districts, DISHA committees have been established and are functioning effectively to meet their objectives. Higher-level elected representatives, along with Chairpersons of DP/ZP and DC/CEOs, are actively engaged in DISHA meetings to oversee centrally sponsored schemes such as Jal Jeevan Mission, MNREGS, NRLM, PMGSY, and MPLADS, with some state-specific schemes also under review. However, it is noteworthy that both Chairpersons of DP/ZP and DC/CEOs share a common viewpoint regarding the necessity of DISHA, given that the DPC already exists.
5. It is equally true that awareness regarding the DPC, as a Constitutional Body supported by a State DPC Act and its roles, has been alarmingly low among elected representatives such as Hon’ble MPs, MLAs, and DP/ZP Presidents. Inadequate efforts have been made at the State level to promote the DPC's role over the past 8-9 years (following the conclusion of the Backward Region Grant Fund scheme), and neither DP/ZP members nor officials have received training on the roles and functions of the DPC, except in a few states.
6. The study findings suggest that a significant portion of GPs actively conducts regular meetings, either monthly or quarterly, to address local developmental needs. However, a considerable proportion of GPs still holds infrequent meetings, indicating potential areas for improvement in engagement and decision-making processes.
7. It was found that in 97% of the sample villages, GPDPs are prepared through Gram Sabha meetings involving the Sarpanch, Panchayat Secretary, GP members, and Line Department officials. The major Line Departments participating in this process include Agriculture, Health, Women & Child Development, PR&RD, and Electricity. The needs of the panchayat are identified in the Gram Sabha and incorporated into GPDPs. However, in the majority of cases, GPDPs encounter implementation challenges due to delayed executive sanctions and occasional resource shortages. Although there is

participation from Line Departments in the planning process at the Panchayat level, the convergence of schemes and funding remains unachieved.

8. Nearly two-thirds of GPDPs are integrated with BPDPs, wherein, in most instances, the BPDP allocates a specific portion, generally 20%, towards the implementation of works proposed in GPDPs. The integration of GPDP into BPDP enhances local development efforts by linking them to a broader development framework at the Block level.
9. The study noted that higher-level elected representatives typically do not play a role in the formulation of GPDPs, often discussing local issues informally. The absence of their representation in GPDP formulation may result in discrepancies between districts or constituencies. To enhance their involvement, it is essential to establish a more structured and formal mechanism for discussing local needs.
10. A majority of CEOs and DP/ZP Chairpersons perceive that DPDPs are formulated by involving all stakeholders, including the CEO, Chairperson, DP, members of the District Panchayat, and Block Panchayat Presidents (in certain states), through a formalized process. Approximately two-thirds of respondents from both segments of DP Chairpersons and DC/CEOs have indicated the integration of BPDP into DPDP. This integration would facilitate local development from a broader perspective. However, a significant gap persists in the integration process, suggesting the need for improvement. The gap in the integration of BPDP into DPDP can be attributed to low awareness levels among DPDP stakeholders, necessitating the design of capacity-building programs focused on DPDP preparation, integration, and consolidation of BPDPs, as well as resource envelope preparation. Additionally, in states with substantial urban populations, it was observed that there was minimal integration of the DPDP with Urban Local Body plans, further highlighting a fragmented approach to development.

About 50% of DP/ZP Chairpersons reported that DPDPs were submitted to the DPC for approval, while the remainder had not done so. Although 85% of DCs/CEOs are aware of the DPC's role, a significant portion of this segment remains uninformed about the importance and modalities of the DPC, indicating a need for capacity enhancement.

11. Nearly half of the DCs/CEOs and DP/ZP Presidents expressed the opinion that the formulation of five-year plans would yield better results compared to annual plans. This perception opens the floor for discussions regarding the formulation of five-year perspective plans to establish a long-term vision for investing in socio-economic development, environmental restoration, infrastructure, and other projects, ensuring the centrality of sustainable development.
12. Despite numerous studies by expert groups advocating for grassroots-level planning and making various recommendations, it is evident that the condition of DPCs has not improved even after one and a half decades. The findings of the current study further indicate that DPCs are not actively functioning in the majority of states. The data reveals that in about a dozen states, In-charge Hon’ble Ministers hold the position of DPC Chairman, while in about ten states, the DP/ZP Chairperson occupies this role. It was found that DPCs are more actively functioning in states where the DP/ZP Chairperson serves as the DPC Chairman compared to those where the In-charge Hon’ble Minister holds the position. The probable reason for the less active DPCs, particularly regarding the frequency of meetings, is the lack of time in the busy schedules of In-charge Hon’ble Ministers.
13. The study observed disparities among districts within a given State/UT, attributable to various local parameters, socio-economic, and political constraints. For instance, the consolidation of Block-level plans with district plans varies within the State of Andhra Pradesh. In the State of Maharashtra, the constitution and functioning of DISHA Committees differ across districts. The district-level planning process, in terms of stakeholder inclusion, varies in Bihar, as does the functioning of DPCs and DISHA Committees.
14. The study highlights the necessity for representation of Local Bodies in higher platforms, such as State Legislatures. This representation is already established in certain states through reserved portions for Local Bodies in Legislative Councils across the country.

5.2 Recommendations:

Constituency Development Plan and MP/MLA LADS’ convergence with the local panchayats: The LADS program is the only formal financial interface between the higher elected representatives and the local panchayats. Despite various committees being skeptical about MPLADS, the study found that the scheme addresses major infrastructural needs, thereby filling the critical gaps. However, there is no stipulated formal mechanism adopted by the elected representatives for taking the local panchayats into confidence to identify their needs before undertaking the development works.

The higher-level elected representatives need to ensure economic development and social justice at the local government level. Hon’ble MPs/MLAs can facilitate building an environment whereby funds and especially functionaries of key Line Departments / schemes can converge with the LADS funds at the District Panchayat / Block Panchayat / Gram Panchayat level for effective outcomes. In fact, this can be a potential performance indicator to recognise the work of Hon’ble MLAs in their Constituency on an annual basis.

Hon’ble MLAs/MPs shall take the initiative for the preparation of Constituency Development Plan integrating the plans of PRIs. The development gaps, if any, should be filled by using funds from MP/MLALAD. These constituency development plans shall be in coherence with the respective DPCs under the jurisdiction. SIRDs should take a lead role in the preparation of Hon’ble MP/MLA constituency development plan involving the PRIs. They must create an environment in favor of the PRIs and Hon’ble MLA/MP interface.

As CB&T is the primary role of SIRD&PR, they shall jointly orient the Panchayat representatives and Hon’ble MLAs on planning, convergence, localization of SDGs and the manner in which Hon’ble MPs/MLAs along with line departments can support the PRIs in implementation of the Panchayat Development Plans. Necessary changes in training modules at SIRD&PRs need to be made in order to carry out the above. MoPR may also make it mandatory for all States and UTs to factor such orientation / training programmes in State Annual Action Plan of RGSA.

The meetings convened by Hon’ble MPs/MLAs should be always at their constituency level where all the heads of the departments of the districts and PRI elected members and secretaries belonging to that constituency should participate. These meetings shall identify specific needs of the constituency pertaining to huge infrastructure and resolutions shall be made accordingly. Subsequently, these issues shall be highlighted by the respective Hon’ble MPs/ MLAs in the house for fund allocation

Through interface between Hon’ble MLAs/MPs, Panchayats can ensure.

- a) Line Departments lead role for convergence of various schemes at the panchayats level.
- b) Hon’ble MLAs/MPs can support the panchayats for networking of Rural Business Hubs (RBH), and providing infrastructural facility for market/shopping complex etc.
- c) Bringing other Departments such as PWD, Electricity that has not been transferred to the panchayats for local economic development along with transfer of appropriate resources to the Panchayats to implement and monitor such activities.
- d) Giving technical and finance support for the panchayats for creation of environmental friendly Hon’ble MLAs/MPs Constituency.
- e) As tourism is not a subject that has not been transferred to the panchayats, Hon’ble MLAs/MPs can initiate steps for giving a central role to the panchayats in economic activity aligning with Tourism Department.

Reviving DPCs:

The existing infrastructure, human resources of District Panchayat Resource Centres (DPRC), District Panchayat Monitoring Units (DPMU) under Rashtriya Gram Swaraj Abhiyan (RGSA) should be utilized for reviving the DPCs. Guidelines to this effect by MoPR. State Planning Departments to ensure DPCs adhere to the timeline for finalization of District Plan and forwarding the same to the State Planning Department/ Commission / Board for inclusion in the Annual State Plan. State Planning Departments in coordination with Finance Departments to set aside a special budget every year for effective functioning of the DPCs. Other than the mandate of adhering to the timeline, DPCs shall function as independent of any higher-level agency / department at the State level.

A Joint perspective building / capacity development / training sessions should be organized for Hon’ble Minister-In-Charge of DPC, ZP President, Hon’ble MLAs and other ZP members on the criticality of DPC, its Constitutional value, its role in integrated district planning and monitoring and why all committees formed in the district should work in coordination with the DPC, including sharing of data and information, including sharing of all line department plans with the DPC and coordination with Urban Local Bodies, in order to resolve rural-urban issues and conflicts. The Central Finance Commission shall mandate the districts to have functional DPCs with at least 2/3rd of meetings (of the total as per the State/ UT Act) held in a year as a pre-requisite to release grants to districts. Further, DISHA (which is a non-Constitutional body) should work in consonance with the DPC (which is a Constitutional Body).

Detailed Guidelines for the functioning of Model District Planning Committee has been prepared and enclosed at Annexure - V

Representation of Local Bodies in State Legislatures:

The Second Administrative Reforms Commission, in its detailed reports had recommended that Parliament may by law provide for the constitution of a Legislative Council in each State, consisting of members elected by the local governments.

In order to voice the needs of local bodies at the higher platforms of decision making, there shall be a representation from these bodies in State Legislatures. This is in line with the model in States of Andhra Pradesh, Bihar, Karnataka, Maharashtra, Telangana, Uttar Pradesh, wherein there is a representation of teachers, graduates, local bodies in Legislative Councils through dedicated electorates. This approach enables the people’s representatives to focus on the specific local concerns and there shall also be accountability.

At present, Legislative Councils are constituted only in six states, and this should be extended to all the other remaining states. For this there is a need for the interference of higher-level elected representatives for policy formulation. If Councils are constituted at state level the issues relating to PRIs can get wider attention as they have representation from PRIs.

State level Coordination Committee on Decentralization:

To effectively coordinate the development works and act as a knowledge sharing platform, there needs to be a Co-ordination Committee on decentralization at state level in order to solve the issues pertaining to PRIs. Ideally it should be an Empowered Committee with delegated powers not only in respect of departments of Rural Development, Panchayati Raj and Urban Development but also other related departments in respect of the functions of Local Governments. Ideally the co-ordination Committee should be headed by the Hon’ble Ministers in charge of Panchayati Raj/Urban Development and have as its members the following officers:

- Secretary, Panchayati Raj
- Secretary, Urban Development
- Secretary, Rural Development (where it is different from Panchayati Raj Department)

These officers should invariably be present in person. In addition, the Committee should have authorized representatives who have the power to commit on behalf of their department without reference to their higher officers, from the following departments:

- Finance
- Planning
- Law

The Secretaries of other departments should also attend if there is a specific agenda item related to them.

The Committee should have the power to decide on all issues of policy and practice except provision of additional funds and/or creation of posts where formal circulation of the file would be required as per existing procedure. For the system to be utilized properly, there should be widespread dissemination about the existence and functions of such a committee, among officers and elected Local Governments, at different levels.

Specific guidelines from the Ministry shall be notified with the composition, functions, ToR for the Co-ordination Committee on decentralization at state level.

They should create a Working Group or best, if an already existing Working Group or Committee under the Chairmanship of the Secretary, PR&RD and other Secretaries as members (already exists) can be mandated to implement the directions / orders of the Committee regarding devolution and other matters related to Local Government.

5.3 Findings and Recommendations as against the Objectives of the Study

S. No	Objective	Findings	Recommendations
1	To systematically involve the leadership of higher elected representatives in the social, cultural, and economic development of local self-government	1. Majority of the higher elected representatives supported the local panchayats in organizing socio-cultural events such as sports, mass marriages, temple festivals etc 2. Representatives actively promoted the spirit of unity by celebrating the events of National importance.	1. The higher-level elected representatives need to ensure economic development and social justice at the local government level. Hon'ble MPs/MLAs can facilitate building of an environment whereby funds and especially functionaries of key line departments / schemes can converge with the LADS funds at the Dist. Panchayat / Block Panchayat / Gram Panchayat level for effective outcomes. In fact, this can be a potential performance indicator to recognize the work of Hon'ble MLAs in their Constituency on an annual basis. 2. Through interface between Hon'ble MLAs/MPs, panchayats can ensure. a) Line Departments lead role for convergence of various schemes at the panchayats level. b) Hon'ble MLAs/MPs can support the panchayats for networking of Rural Business Hubs (RBH), and providing infrastructural facility for market/shopping complex etc. c) Bringing other Departments such as PWD, Electricity that has not been transferred to the panchayats for local economic development along with transfer of appropriate resources to the Panchayats to implement and monitor such activities. d) Giving technical and finance support for the panchayats for creation of environmental friendly Hon'ble MLAs/MPs

S. No	Objective	Findings	Recommendations
			Constituency. e) As tourism is not a subject that has not been transferred to the panchayats Hon'ble MLAs/MPs can initiate steps for giving a central role to the panchayats in economic activity aligning with Tourism Department.
2	To suggest formal mechanisms and procedures that can be implemented towards Panchayats-higher level elected representatives' interface.	1. The higher elected representatives independently allocate works and implement them without involving the Zilla Parishads, Block Panchayats or Gram Panchayats in a formal way. Hon'ble MPs/MLAs accept requests from local body representatives, recommendation from party cadres apart direct appeals from public clearly indicating that there is no standard formal mechanism. 2. The study finds that there is a significantly positive impact of MP LADs and MLA LADs schemes in promoting development at the grassroots level, though they were	1. Hon'ble MLAs/MPs shall take initiative for the preparation of constituency development plan integrating the plans of PRIs. The development gaps if any should be filled by using funds from MP/MLALAD. These constituency development plans shall be in coherence with the respective DPCs under the jurisdiction 4. SIRDs should take lead role in the preparation of Hon'ble MP/MLA constituency development plan involving the PRIs. They must create environment in Favor of the PRIs Hon'ble MLA/MP interface. 5. As CB&T is the primary role of SIRD&PR, they shall jointly orient the Panchayat representatives and Hon'ble MLAs on Planning, Convergence, Localization of SDGs and the manner in which Hon'ble MPs/MLAs along with line departments can support the PRIs in implementation of the Panchayat Development Plans. Necessary changes in training modules at SIRD&PRs need to be made in order to carry out the above. MoPR may also make it mandatory for all States and UTs to factor such orientation / training programmes in

S. No	Objective	Findings	Recommendations
		neither been discussed formally nor been integrated into GPDPs. 3. There is no stipulated formal mechanism adopted by the elected representatives for taking the local panchayats into confidence to identify their needs before undertaking the development works.	State Annual Action Plan of RGSA. 6. The meetings convened by Hon'ble MPs/MLAs should be always at their constituency level where all the heads of the departments of the districts and PRI elected members and secretaries belonging to that constituency should participate. These meetings shall identify specific needs of the constituency pertaining to huge infrastructure and resolutions shall be passed accordingly. Subsequently, these issues shall be highlighted by the respective Hon'ble MPs/ MLAs in the house for fund allocation
3	To suggest a strengthening of District Planning Committees towards formulation of proper District Plans and the synergistic role to be played by the Panchayats higher level elected representatives' interface for the same.	1. Functioning of DPCs across the country is suboptimal with a very few exceptions, despite of them being Constitutional Bodies (as per Art. 243ZD) and as per DPC Act in every State. 2. Following the end of Backward Regional Grants Fund (BRGF) scheme, during which duly Constituted DPCs were mandated, the DPCs in most States have been rendered redundant or doing lip service. 3. Various local parallel structures are	1. The existing infrastructure, human resources of District Panchayat Resource Centres (DPRC), District Panchayat Monitoring Units (DPMU) under Rashtriya Gram Swaraj Abhiyan (RGSA) should be utilized for reviving the DPCs. Guidelines to this effect by MoPR are to be formulated and issued. 2. The Central Finance Commission shall mandate the districts to have functional DPCs with at least 2/3rd of meetings (of the total as per the State/ UT Act) held in a year as a pre-requisite to release grants to districts. 3. State Planning Departments should ensure DPCs adhere to the timeline for finalization of District Plan and forwarding the same to the State Planning Department / Commission / Board for inclusion in the Annual State Plan. State Planning

S. No	Objective	Findings	Recommendations
		in place (such as Karnataka Development Planning Board, District Development Council in Kerala) which are resource intensive in nature while compared to DPCs, formed as per the respective socio-political and administrative priorities of the States.	Departments in coordination with Finance Departments to set aside special budget every year for effective functioning of the DPCs. - Other than the mandate of adhering to the timeline, DPCs shall function as independent of any higher-level agency / department at the State level. - Hon’ble MLAs/MPs are the ex-officio members/ invitees of DPC, accordingly Hon’ble MLAs/MPs should facilitate the integration of plans at the district levels leading to the formulation of draft district plan. - DPCs shall prioritise the developmental activities that have been suggested by Gram Sabha/Panchayat, Block Panchayats which cannot be implemented by the panchayats at their level because of financial and technical constrains. - DPCs shall act as platform to discuss huge development projects and subsequently, the Hon’ble MPs/MLAs should take them up with the state and central governmental level. - Joint perspective building / capacity development / training sessions should be organized for Hon’ble Minister-In-Charge of DPC, ZP President, Hon’ble MLAs and other ZP members on the criticality of DPC, its Constitutional value, its role in integrated district planning and monitoring and why all committees formed in the district should work in coordination with the DPC, including sharing of data and information,

S. No	Objective	Findings	Recommendations
			sharing of all line department plans with the DPC and coordination with Urban Local Bodies, in order to resolve rural-urban issues and conflicts 9. DISHA (which is a non-Constitutional body) should work in consonance with the DPC (which is a Constitutional Body).
4	To suggest mechanisms for the higher-level elected representatives to articulate the needs for social justice and economic development at the local self-government level in their respective forums, namely Parliament and the State legislatures.	The States of Andhra Pradesh, Bihar, Karnataka, Maharashtra, Telangana, Uttar Pradesh have a bicameral legislature and the legislative councils in the States have a representation of local bodies. This arrangement acted as a mechanism to articulate the local needs at higher fora.	1. The Second Administrative Reforms Commission in its detailed reports had recommended that Parliament may by law provide for the constitution of a Legislative Council in each State, consisting of members elected by the local governments 2. In order to voice the needs of local bodies at the higher platforms of decision making, there shall be a representation from these bodies in State Legislatures. This is in line with the model in States of Andhra Pradesh, Bihar, Karnataka, Maharashtra, Telangana, Uttar Pradesh, wherein there is a representation of teachers, graduates, local bodies in Legislative Councils through dedicated electorates. This approach enables the peoples’ representatives to focus on the specific local concerns and there shall also be accountability. 3. At present, Legislative Councils are constituted only in six states and this should be extended to all the other remaining states. For this there is a need of the interference of higher-level elected representatives for policy formulation. If Councils are constituted at state level the issues relating to

S. No	Objective	Findings	Recommendations
			PRIIs can get wider attention as the they have representation from PRIIs.
5	To study feasibility for establishment of formal standing institutions similar to the inter-state councils, to take up the inter and intra issues of local self-government	The study observed that there were disparities amongst the districts within a given State/UT. This can be attributed to various local parameters, socio-economic and political constraints. (give examples) For instance, the consolidation of Block level plans with the District plans vary within the State of Andhra Pradesh. In the State of Maharashtra, the status of constitution and functioning of DISHA Committees varied across districts. The district level planning process in terms of inclusion of stakeholders varies in Bihar. Also, the functioning of DPCs, DISHA Committees differ across Bihar.	Constitution of Co-ordination Committee on decentralization at state level in order to solve the issues pertaining to PRIIs Ideally it should be an Empowered Committee with delegated powers not only in respect of departments of Rural Development, Panchayati Raj and Urban Development but also other related departments in respect of the functions of Local Governments. Ideally the co-ordination Committee should be headed by the Hon’ble Ministers in charge of Panchayati Raj/Urban Development and have as its members the following officers: • Secretary, Panchayati Raj • Secretary, Urban Development • Secretary, Rural Development (where it is different from Panchayati Raj Department) These officers should invariably be present in person. In addition, the Committee should have authorized representatives who have the power to commit on behalf of their department without reference to their higher officers, from the following departments: • Finance • Planning • Law The Secretaries of other departments should also attend if there is

S. No	Objective	Findings	Recommendations
			a specific agenda item related to them. The Committee should have the power to decide on all issues of policy and practice except provision of additional funds and or creation of posts where formal circulation of the file would be required as per existing procedure. For the system to be utilized properly, there should be widespread dissemination about the existence and functions of such a committee, among officers and elected Local Governments, at different levels. Specific guidelines from the Ministry shall be notified with the composition, functions, ToR for the Co-ordination Committee on decentralization at state level They should create a Working Group or best, if an already existing Working Group or Committee under the Chairmanship of the Secretary, PR&RD and other Secretaries as members (already exists) can be mandated to implement the directions / orders of the Committee regarding devolution and other matters related to Local Government.

5.4 Actionable Points emerged from the Study

S.No	Recommendations made from the Study	Actionable Points	Key stakeholders responsible	Source of Funding (If applicable)
1.	1.1. The higher-level elected representatives need to ensure economic development and social justice at the local government level. Hon'ble MPs/MLAs can facilitate building of an environment whereby funds and especially functionaries of key line departments / schemes can converge with the LADS funds at the Dist. Panchayat / Block Panchayat / Gram Panchayat level for effective outcomes. In fact, this can be a potential performance indicator to recognize the work of Hon'ble MLAs in their Constituency on an annual basis. 1.2. Through interface between Hon'ble MLAs / MPs, panchayats can ensure. - Line Departments lead role for convergence of various schemes at the panchayats level - Hon'ble MLAs/MPs can support the panchayats for networking of Rural Business Hubs (RBH), and providing infrastructural facility for market/shopping complex etc. - Bringing other Departments such as PWD, Electricity that has not been transferred to the panchayats for local economic development along with transfer of	A Joint Advisory from the concerned Ministries in GoI to States for convergence of Line Departments	Concerned Ministries in GoI, MoPR	No financial implications

S.No	Recommendations made from the Study	Actionable Points	Key stakeholders responsible	Source of Funding (If applicable)
	appropriate resources to the Panchayats to implement and monitor such activities. d) Giving technical and finance support for the panchayats for creation of environmentally friendly Hon'ble MLAs/MPs Constituency. e) As tourism is not a subject that has not been transferred to the panchayats, Hon'ble MLAs/MPs can initiate steps for giving a central role to the panchayats in economic activity aligning with Tourism Department.			
2.	2.1. Hon'ble MLAs/MPs shall take initiative for the preparation of constituency development plan integrating the plans of PRIs. The development gaps if any should be filled by using funds from MP/MLALAD. These constituency development plans shall be in coherence with the respective DPCs under the jurisdiction. 2.2. SIRDs should take lead role in the preparation of Hon'ble MP/MLA constituency development plan involving the PRIs. They have to create environment in favour of the PRIs and Hon'ble MLA/MP interface.	MoPR, GoI to issue Guidelines consisting of Constituency Development Plan format, process of preparation and circulate to all States/ UTs MoPR, GoI shall instruct NIRD&PR to design specific modules for CB&T and disseminate to SIRD&PR across the country	MoPR, NIRD & PR, respective SIRD&PR	No financial implications

S.No	Recommendations made from the Study	Actionable Points	Key stakeholders responsible	Source of Funding (If applicable)
	2.3. As CB&T is the primary role of SIRD&PR, they shall jointly orient the Panchayat representatives and Hon’ble MLAs on Planning, Convergence, Localization of SDGs and the manner in which Hon’ble MPs/MLAs along with line departments can support the PRIs in implementation of the Panchayat Development Plans. Necessary changes in training modules at SIRD&PRs need to be made in order to carry out the above. MoPR may also make it mandatory for all States and UTs to factor such orientation / training programmes in State Annual Action Plan of RGSA. 2.4. The meetings convened by Hon’ble MPs/MLAs should be always at their constituency level where all the heads of the departments of the districts and PRI elected members and secretaries belonging to that constituency should participate. These meetings shall identify specific needs of the constituency pertaining to huge infrastructure and resolutions shall be passed accordingly. Subsequently, these issues shall be			

S.No	Recommendations made from the Study	Actionable Points	Key stakeholders responsible	Source of Funding (If applicable)
	highlighted by the respective Hon’ble MPs/ MLAs in the house for fund allocation.			
3.	3.1 The existing infrastructure, human resources of District Panchayat Resource Centres (DPRC), District Panchayat Monitoring Units (DPMU) under Rashtriya Gram Swaraj Abhiyan (RGSA) should be utilized for reviving the DPCs. Guidelines to this effect by MoPR are to be formulated and issued. 3.2 The Central Finance Commission shall mandate the districts to have functional DPCs with at least 2/3rd of meetings (of the total as per the State/ UT Act) held in a year as a pre-requisite to release grants to districts. 3.3 State Planning Departments should ensure DPCs adhere to the timeline for finalization of District Plan and forwarding the same to the State Planning Department / Commission / Board for inclusion in the Annual State Plan. State Planning Departments in coordination with Finance Departments to set aside special budget every year for effective	MoPR, GoI to issue Guidelines on ‘Functional aspects of Model DPC’ to States/ UTs for reviving the DPCs. This should include the details of organizational structure, resource optimization in terms of utilization of existing DPRC, DPMU infrastructure, manpower under RGSA scheme. The Guidelines shall also explicitly mention the role of State/ UT Planning, Finance Departments, capacity building activities to be undertaken in ensuring the effective functioning of DPCs. MoPR, GoI shall modify RGSA guidelines with the provision of proof of functional DPCs (Constitution, number of meetings convened during the previous year along with minutes) in States/ UTs for annual fund releases. MoPR shall apprise the study recommendation to the 16th Finance	MoPR, NIRD&PR, Respective SIRD&PR	The funding heads of DPRC, DPMU under RGSA, MoPR annual budget to States/ UTs, Funding from respective State Finance Departments

S.No	Recommendations made from the Study	Actionable Points	Key stakeholders responsible	Source of Funding (If applicable)
	functioning of the DPCs. 3.4 Other than the mandate of adhering to the timeline, DPCs shall function as independent of any higher-level agency / department at the State level. 3.5 Hon’ble MLAs/MPs are the ex-officio members/invitees of DPC, accordingly Hon’ble MLAs/MPs should facilitate the integration of plans at the district levels leading to the formulation of draft district plan. 3.6 DPCs shall prioritise the developmental activities that have been suggested by gram sabha/panchayat, block panchayats which cannot be implemented by the panchayats at their level because of financial and technical constrains 3.7 DPCs shall act as platform to discuss huge development projects and subsequently, the Hon’ble MPs/ MLAs should take them up with the state and central governmental level. Joint perspective building / capacity development / training sessions should be organized for Hon’ble	Commission MoPR shall communicate the study recommendations pertaining to DISHA to MoRD		

S.No	Recommendations made from the Study	Actionable Points	Key stakeholders responsible	Source of Funding (If applicable)
	Minister-In-Charge of DPC, ZP President, Hon'ble MLAs and other ZP members on the criticality of DPC, its Constitutional value, its role in integrated district planning and monitoring and why all committees formed in the district should work in coordination with the DPC, including sharing of data and information, sharing of all line department plans with the DPC and coordination with Urban Local Bodies, in order to resolve rural-urban issues and conflicts DISHA (which is a non-Constitutional body) should work in consonance with the DPC (which is a Constitutional Body).			
4.	4.1 The Second Administrative Reforms Commission in its detailed reports had recommended that Parliament may by law provide for the constitution of a Legislative Council in each State, consisting of members elected by the local governments 4.2 In order to voice the needs of local bodies at the higher platforms of decision making, there shall be a representation from these bodies in State Legislatures. This is in line with the model in States of Andhra Pradesh, Bihar, Karnataka, Maharashtra, Telangana, Uttar	Constitution of a High-level Committee to study the feasibility, challenges for constitution of Legislative Councils across the States Assessment of the potential of such an action through interaction with a cross section of Hon'ble MPs.	Ministry of Law and Justice or any other concerned Ministry in Government of India	No financial implications

S.No	Recommendations made from the Study	Actionable Points	Key stakeholders responsible	Source of Funding (If applicable)
	Pradesh, wherein there is a representation of teachers, graduates, local bodies in Legislative Councils through dedicated electorates. This approach enables the peoples’ representatives to focus on the specific local concerns and there shall also be accountability. 4.3 At present, Legislative Councils are constituted only in six states, and this should be extended to all the other remaining states. For this there is a need of the interference of higher-level elected representatives for policy formulation. If Councils are constituted at state level the issues relating to PRIs can get wider attention as the they have representation from PRIs.			
5.	Constitution of Co-ordination Committee on decentralization at state level in order to solve the issues pertaining to PRIs. Ideally it should be an Empowered Committee with delegated powers not only in respect of departments of Rural Development, Panchayati Raj and Urban Development but also other related departments in respect of the functions of Local Governments. Ideally the co-ordination	MoPR shall issue an advisory/ Guidelines to PR&RD departments of States/ UTs for constitution of Co-ordination Committee	MoPR, PR&RD departments of States/ UTs	No financial implications

S.No	Recommendations made from the Study	Actionable Points	Key stakeholders responsible	Source of Funding (If applicable)
	Committee should be headed by the Hon’ble Ministers in charge of Panchayati Raj/Urban Development and have as its members the following officers: • Secretary, Panchayati Raj • Secretary, Urban Development • Secretary, Rural Development (where it is different from Panchayati Raj Department) These officers should invariably be present in person. In addition, the Committee should have authorized representatives who have the power to commit on behalf of their department without reference to their higher officers, from the following departments: • Finance • Planning • Law The Secretaries of other departments should also attend if there is a specific agenda item related to them. The Committee should have the power to decide on all issues of policy and practice except			

S.No	Recommendations made from the Study	Actionable Points	Key stakeholders responsible	Source of Funding (If applicable)
	provision of additional funds and or creation of posts where formal circulation of the file would be required as per existing procedure. For the system to be utilized properly, there should be widespread dissemination about the existence and functions of such a Committee, among officers and elected Local Governments, at different levels. Specific guidelines from the Ministry shall be notified with the composition, functions, ToR for the Co-ordination Committee on decentralization at state level. They should create a Working Group or best, if an already existing Working Group or Committee under the Chairmanship of the Secretary, PR&RD and other Secretaries as members (already exists) can be mandated to implement the directions / orders of the Committee regarding devolution and other matters related to Local Government.			

List of references

- Dr. R. Aruna, & Dr. R. Chinnadurai. (2021). Research Study on Powers, Functions and Performance Gaps of DPCs in Preparation of Integrated District Planning: A Status Analysis 2016-17, First edition.
- Guidelines for State and District Level DISHA Committees, Ministry of Rural Development, Government of India (2018).
- Guidelines for Member of Parliament Local Area Development Scheme (MPLADS), Ministry of Statistics and Programme Implementation (MoSPI), Government of India, (June 2016).
- Guidelines for People’s Plan Campaign – for Preparation of GPDP, BPDP, and DPDPs 2nd October 2021 to 31st January 2022, Ministry of Panchayati Raj, Government of India.
- Guidelines for Saansad Adarsh Gram Yojana (SAGY), Department of Rural Development, Ministry of Rural Development, Government of India.
- Kannan, K. P. (2000). People’s Planning, Kerala’s Dilemma. Seminar, Pg; 485.
- Raj, M. (2006). Status and Functioning of District Planning Committees in India.
- Second Administrative Reforms Commission Report (2005), Chaired by Veerappa M.
- Sanganal, Ashok S. (2005). District Planning Committees: An analysis of the Roles, Responsibilities, Performance and Strengthening Measures – A Study of Mandya and Mysore District Planning Committees, Administrative Training Institute, Mysore.
- State Panchayat Raj Act. Retrieved from: <https://panchayat.gov.in/state-panchayati-raj-acts-rules-regulations/>
- Deloitte Touche Tohmatsu India LLP. (2021). Report of the Third-Party Physical Evaluation of MPLADS works in 216 districts from 01.04.2014 to 31.03.2011.

ANNEXURES

**Strengthening Interface Between Panchayats (PRIs) and Elected
Representatives of Parliament and State Legislatures
Schedule for Village Secretary of Gram Panchayat (GP)**

1. Background Profile

- 1.1. Name: Shri / Smt / Ms / Dr.....
- 1.2. Gender: Male / Female / Transgender / Others
- 1.3. Education:
- 1.4. GP:
- 1.5. Block / Mandal:
- 1.6. District:
- 1.7. State / UT:
- 1.8. Since how long you have been working in this GP as Secretary:
- 1.9. How many of years of experience do you have as GP Secretary:

2. Basic Information (if the President and Secretary being interviewed are from the same GP then this section should only be asked once, either to the Secretary or to the GP President)

- 2.1 Total Population of the GP:
- a) Male _____ b) Female: _____ c) Others: _____
- 2.2 Do you invite the members of Block / Intermediate Panchayat (BP), District Panchayat (DP), State Legislature of the concerned area for GP Meetings?
- a) Yes b) No c) Not regularly
- 2.3 How frequently the GP Meets?
- a) Every Month b) Once in two months c) Quarterly
- d) Half yearly e) Other (please specify) _____

2.4 Please provide the information as per the below table for the past one year.

S No.	Date of Meeting	Total no. of participants	Composition			
			Ward members	Registered voters	Officials	Spl. Invitees

3. Higher Level People's Representatives (Hon'ble MPs/MLAs) and Gram Panchayat

3.1. In the affairs of the GP, is there any participation of Hon'ble MP / MLA of your region?

- a) Yes b) No

3.1.1. If yes, in what form they participate?

- a). By attending GP meetings.
b). By supervising GP's developmental works.
c). By recommending programme beneficiaries at GP level.
d). By distributing the MP/MLA LADS funds to the village development activities.
e). Any other form of participation (specify).

3.2. Did your GP prepare Gram Panchayat Development Plans (GPDP) over the last 5 years? Yes / No

- a) Yes b) No

3.2.1 If Yes, who were involved in the preparation

- Village Secretary
- GP President
- GP
- External resources
- All the above
- Others

3.2.2 What is the process followed?

*Steps involved in GPDP to be included
At least one hard copy to be inspected*

3.2.3 If yes, how many GP plans were prepared and executed in your GP?

Year	Plan prepared (Yes/ No)	Expenditure planned	Plan executed (Yes/ No)	Actual Expenditure
2021-2022				
2020-21				
2019-20				
2018-19				
2017-18				
2016-17				

3.2.4 If not executed, what is the reason?

- Executive delays
- Resource crunch
- Coordination issue with the implementing agency
- Other (Please mention)

3.2.5 If No (GPDPs not prepared), what is the reason?

- Lack of awareness
- Lack of resources / guidance
- Others (Specify) _____

3.3. What is the role of Hon'ble MLA / MP in GPDP and implementation of the schemes?

3.4. Is there a standard job description or Terms of Reference for the position of CEO?

- a) Yes b) No

3.4.1 If yes the terms of reference may kindly be shared

3.4.2 If No, what are your key roles or functions in the Village as part of the Gram Panchayat ?

3.4.3 Which of the activity listed above takes most of your time?

3.4.4 Which activity / task you think you should spend more time (but currently not able to) and why?

3.5. Did line departments participate in GPDP process?

a) Yes b) No

3.5.1 If yes, how many and which line departments usually participate?

List of Departments to be included

3.6. Will your GPDPs go up and get integrated with Block Plans?

a) Yes b) No

3.6.1 If yes, can you explain the process

3.7. In the preparation of GPDPs is there any role for DP / BP representatives?

a) Yes b) No

3.7.1 If yes, what is their involvement?

3.8. Are you aware of SDG?

3.8.1. If Yes, mention any one activity that is being carried out at your level to fulfill any of the goals.

3.8.2. If Yes, Does your GP discuss about the goal?

a) Yes b) No

3.8.2.1. If Yes, what are your targets to fulfill the goal?

3.9. Are you receiving grants directly from the Govt. of India?

a) Yes b) No

3.9.1 If No, what are the potential implications/ challenges that you face?

3.10. Fill in the following grant details for the last five years?

Year	Total Grants	Own revenue	Grants from Central devolution	Grants from State devolution	Other sources
2021-22					
2020-21					
2019-20					
2018-19					
2017-18					
2016-17					

4. MP LADS / MLA LADS and Interface with GPs

4.1 Does MP LADS / MLA LADS schemes / programmes get implemented through your GP?

a) Yes

b) No

4.1.1 If no, why?

- Executive delays in sanctioning
- Panchayat was kept away while taking decisions on the funds
- Resource crunch
- Coordination issue with the implementing agency
- Other (Please mention)

4.1.2 If yes, in what fashion?

4.1.3 If Yes, please fill the following

Year	Nature of work	Sanctioned amount	Utilized amount	Current status (Completed/ In progress/ Halted)

4.2 Does your GP discuss MP LADS / MLA LADS schemes in GP meetings

- a) Yes b) No

4.2.1 If no, what is the pattern of their implementation?

4.2.2 If yes, will Hon'ble MPs / MLAs take GPs into confidence while identifying and implementing the schemes?

Process to be illustrated

4.3 Is the MP LADS/ MLA LADS component integrated into the GPDP?

- a) Yes b) No

4.4 Do you find MP LADS / MLA LADS Schemes useful in fulfilling panchayat infrastructure needs?

- a) Yes b) No

4.4.1 If no, what are the reasons?

- Partly fulfilling the needs as there is a part funding mechanism
- Executive delays in sanctioning
- Panchayat was kept away while taking decisions on the funds
- Resource crunch
- Coordination issue with the implementing agency
- Other (Please mention)

4.4.2 If yes, explain how they are useful giving few examples.

- Social, equity, justice perspectives
- Economic perspectives
- Cultural perspectives

One or two instances to be explained

4.5 Had your GP been developed or being developed as an Adarsh Gram under Sansad Adarsh Gram Yojana (SAGY)?

- a) Yes b) No

4.5.1 If Yes, please explain the process followed and the changes in your GP thereby. (GP level)

4.6 Lastly, what are your suggestions in improving the MP LADS / MLA LADS schemes?

- a) These schemes need to be routed through GPs and fulfill GPs critical needs.
- b) Hon'ble MPs / MLAs may monitor the implementation of these schemes.
- c) MP LADS / MLA LADS should not be implemented outside the GP purview.
- d) Any other suggestion (specify).

1. Schedule V and Schedule VI areas

5.1 Does your area fall under Schedule V or Schedule VI areas of Indian Constitution? **(or)**

Does your GP has notified scheduled areas?

- a) Yes
- b) No

5.1.1 If Yes, for Schedule V (PESA)

What is the relationship between Grama Sabha and the respective GP?

5.1.2 If Yes, for Schedule VI areas

Briefly outline your role (if any) in District Autonomous Councils?

Strengthening Interface Between Panchayats (PRIs) and Elected Representatives of Parliament and State Legislatures

Schedule for the GP President

1. Background Information

- 1.1. Name: Shri / Smt / Ms / Dr.....
- 1.2. Gender: Male / Female / Transgender / Others
- 1.3. Education:
- 1.4. GP:
- 1.5. Block / Mandal:
- 1.6. District:
- 1.7. State / UT:
- 1.8. Do you hold reserved position currently: Yes / No:
- 1.9. If No, Name your caste:
- 1.10. Since how long you have been working in this GP as President:
- 1.11. Is this first time you are holding the Sarpanch position?
 - a) Yes b) No
 - 1.11.1 If no, when did you hold this position earlier?

2. Basic Information (if the President and Secretary being interviewed are from the same GP then this section should only be asked once, either to the Secretary or to the GP President)

- 2.1 Total Population of the GP:
 - a) Male _____ b) Female: _____ c) Others: _____
- 2.2 Do you invite the members of Block / Intermediate Panchayat (BP), District Panchayat (DP), State Legislature of the concerned area for GP Meetings?
 - a) Yes b) No c) Not regularly

2.3 How frequently the GP Meets?

- a) Every Month b) Once in two months c) Quarterly
 d) Half yearly e) Other (please specify) _____

2.4 How many Panchayat Members are there in your GP besides GP Vice President and what is their Social Composition?

Sl. No.	Name of the Member	Educational Qualification	Caste	Gender	Reserved / Unreserved
1.					
2.					
3.					
4.					
5.					
6.					
7.					
8.					
9.					
10.					

3. Linkages of Gram Panchayat with Block / Intermediate and District Panchayat

3.1. As a GP Sarpanch / President are you member of Mandal / Taluk Panchayat

- a) Yes b) No

3.1.1. If yes, what role / functions do you have in the upper tier?

3.2. As a GP President, does your GP has any organic linkages with District Panchayat?

- a) Yes b) No

3.2.1. If yes, in what way?

3.3. Does your GP plans need to be approved by Block / Intermediate Panchayat and then on by the District Panchayat?

- a) Yes b) No

3.3.1. If yes, explain the process?

3.4. Does your GP get regular grants from Block / Intermediate Panchayat and District Panchayat?

a) Yes b) No

3.4.1. If yes, towards which development activities your GP got funds over the last few years? (Explain citing few works for which your GP got grants from higher tiers)

3.4.2. Are these grants are tied or untied grants?

3.5. What is the GP's main income sources? (Provide the data for the last three years) and which grant is the most useful to your GP?

Sl. No.	Source wise	Income Receipts	Expenditure	Remarks
1.				
2.				
3.				
4.				
5.				

3.6. Fill in the following grant details for the last five years

Year	Total Grants	Own revenue	Grants from Central devolution	Grants from State devolution	Other sources
2021-22					
2020-21					
2019-20					
2018-19					
2017-18					
2016-17					

4. GPDP (Gram panchayat Development Plans) and Gram Panchayat

4.1 Did your GP prepare GPDP Plans regularly over the last five years (Collect the GPDP documents for the last few years)?

a) Yes b) No

4.1.1 If Yes, Please provide the below information:

Year	Plan prepared (Yes/ No)	Expenditure planned	Plan executed (Yes/ No)	Actual Expenditure
2021-2022				
2020-21				
2019-20				
2018-19				
2017-18				
2016-17				

4.1.2 If Yes, but not executed, what is the reason?

- Executive delays
- Resource crunch
- Coordination issue with the implementing agency
- Other (Please mention)

4.1.3 If No, not prepared, what is the reason?

- Lack of awareness
- Lack of resources / guidance
- Others

4.1.4 Will your GPDPs go up and get integrated with Block Plans?

a) Yes b) No

4.1.4.1 If yes, can you explain the process

4.1.5 In the preparation of GPDPs is there any role for DP / BP representatives?

a) Yes b) No

4.1.5.1 If yes, what is their involvement?

4.1.6 If yes (GP did prepare GPDP plans), what is the process involved in the preparation of GPDP Plans?

4.2 Do you call special meetings for the preparation of the GPDPs?

a) Yes b) No

4.2.1 If yes, how many citizens generally attend such meetings?

4.3 You may be aware as GP President that Mission Antyodaya (MA) Survey needs to be done before the preparation of GPDPs?

a) Yes b) No

4.3.1 If yes, during the last few years how many Mission Antyodaya surveys have been done in your GP?

4.3.2 What are the main indicators that MA Survey covered in your GP?

4.3.3 What are the main highlights in terms of deficiencies identified in your GP as per the MA Surveys during the last few years?

4.3.4 Does your GPDP Plans address these critical needs identified by the MA Surveys?

a) Yes b) No

4.3.4.1 If yes, what is the process your GP followed?

4.3.4.2 If no, what are the reasons for not following the MA survey indicators in your GPDP Plans?

4.4 Does your GP identify Resource Envelope?

a) Yes b) No

- 4.4.1 If yes, how much resources are available usually for an year in your GP?
- 4.4.2 If no, what are the reasons for not preparing Resource Envelope for your GP?
- 4.5 In the preparation of GPDPs do you follow GPDP guidelines prepared by MoPR?
- a) Yes b) No
- 4.5.1 If yes, what is the process?
- 4.5.2 If no, specify the reasons?
- 4.6 In the implementation of GPDP, does your GP follow convergence process?
- a) Yes b) No
- 4.6.1 If yes, which departments are involved in the implementation of GPDP over the last few years?
- 4.6.2 If no, what are the main reasons?
- 4.7 Will your GPDP go up and get integrated with Block Plans.
- a) Yes b) No
- 4.7.1 If yes, can you explain the process
- 4.8 In the preparation of GPDPs is there any role for District / Block Panchayat representatives?
- a) Yes b) No

4.8.1 If yes, what is their involvement?

4.9 Are you aware of SDGs?

a) Yes b) No

4.9.1 If Yes, mention any one activity that is being carried out at your level to fulfill any of the goals.

4.9.2 If Yes, Does your GP discuss about the goal?

a) Yes b) No

4.9.2.1 If Yes, what are your targets to fulfill the goal?

4.10 Are you receiving any grants directly from the Govt. of India?

a) Yes b) No

4.10.1 If No, what are the potential implications/ challenges that you face?

5. Gram Panchayat and MP / MLA LADS Schemes

5.1 What are the schemes your GP was given under MP LADS and MLA LADS programme? (Specify them for the last few year with name of the work, budget allocated and status of the same as on date).

5.2 In case you are from Reserved Category belonging to SC/ST/Women, does this matter in your GP getting the schemes under MP and MLA LADS Funds?

a) Yes b) No

5.2.1 If Yes, do non-reserved Presidents in your surrounding GPs get schemes under MP and MLA LADS Scheme?

a) Yes b) No

5.3 In case your GP got schemes under MP and MLA LADS Programme, what is the process involved?

- a) As GP Sarpanch, you have individually managed to get schemes
- b) MP / MLA allotted the schemes as they also belong to your place
- c) As other communities in your villages approached MP and MLA and got the schemes due to their proximity
- d) Any other method? (please specify)?

5.4 Do you feel that at present MP and MLA LADS scheme allotment is fair and democratic?

- a) Yes
- b) No

5.4.1 If no, explain the reasons for the same?

Please give any instance where you had difficult situation in handling the Higher-Level People's Representatives?

Issue	Date (Approx.)	Financial / Non-Financial	Remarks

5.5 Suggest the ways for better implementation of MP and MLA LADS Scheme?

6. DISHA Committee

6.1 Are you aware of DISHA Committee? Yes/ No

- a) Yes
- b) No

6.1.2 If Yes, have you ever been a part of DISHA Committee meeting as a member?

- a) Yes
- b) No

7. Schedule V and Schedule VI states

7.1 Does your area fall under Schedule V or Schedule VI areas?

(or)

Does your GP has notified scheduled areas?

- a) Yes
- b) No

7.1.1 If Yes, Schedule V

On what matters the Gram Sabha passes the resolutions?

- Protection of tribal customs, traditions, identity
- Maintenance of peace and conflict resolution
- Management of Minor Forest Produce
- Management of Mines and Minerals, granting of license or mining lease
- Management of Land acquisition issues/ land alienation
- Management of village markets
- Prohibition/ regulation of sale and consumption of intoxicants
- Others (Please specify)

7.1.2 What is the relationship between Grama Sabha and the respective GP?

7.1.3 If Yes, Schedule VI

Briefly outline your role (if any) in District Autonomous Councils?

How often you participate in the Council meetings and in what capacity?

Strengthening Interface Between Panchayats (PRIs) and Elected Representatives of Parliament and State Legislatures

Schedule for Block Development Officer of Block Panchayat

1. Background Profile

- 1.1 Name: Shri / Smt / Ms / Dr.....
- 1.2 Gender: Male / Female / Transgender / Others
- 1.3 Education:
- 1.4 Block / Mandal:
- 1.5 District:
- 1.6 State / UT:
- 1.7 Since how long you have been working in this BP:
- 1.8 How many of years experience do you have as BDO:
- a) Yes b) No

2. Basic Information (if the Chairperson and BDO being interviewed are from the same Block then this section should only be asked once, either to the BDO or to the Chairperson)

- 2.1 Total No. of GPs in the Block:
- 2.2 Total Population of the Block:
- a) Male _____ b) Female: _____ c) Others: _____
- 2.3 No. of Block Panchayat members:
- 2.4 How frequently the BP meetings take place?
- a) Monthly b) Once in two months c) Quarterly
- d) Half yearly e) Other

2.5 Did you ever convene an BP meeting?

a) Yes b) No c) Rarely

2.6 Please provide the information as per the below table for the past one year

S No.	Date of Meeting	Total no. of participants	Composition			
			President/ Vice President GP	Block Panchayat Members	Officials	Spl. Invitees

3. Role BDO in Local Government

3.1 Do you have cordial relationship with Block Chairpersons?

a) Yes b) No

3.1.1 If no, what are the issues of conflict and misunderstanding?

Issue	Date (Approx.)	Financial/ Non-Financial	Remarks

3.2 Do you prepare Agenda Notes and required material with the help of the Block / MPP Presidents?

a) Yes b) No

3.2.1 If no, what are the challenges?

3.3 How active are BP chairpersons in the day to day working of the Block Administration.

- a) Active; b) Not so active; c) Not at all active;

3.4 In the finalization of the Block Developmental activities, what is the process followed generally?

- a) Both Block Chairperson along with BDO / MPDO sit together and finalize.
b) Block / MPP Chairpersons act unilaterally without our involvement.
c) BDO / MPDOs finalise everything and Block Presidents give only a final consent.
d) Any other mechanism followed? (specify).

3.5 Is there a standard job description or Terms of Reference for the position of CEO?

- a) Yes b) No

3.5.1 If yes the terms of reference may kindly be shared.

3.5.2 If No, what are your key roles or functions in the Block as part of the Block Panchayat?

3.5.3 Which of the activity listed above takes most of your time?

3.5.4 Which activity / task you think you should spend more time (but currently not able to) and why?

4. The role of Hon'ble MP / MLAs in the Block activities

4.1 What role is being played by higher level people's representatives in the Block / Mandal Levels?

- a) Hon'ble MPs / MLAs attend the meetings regularly at Block / Mandal Level and advice.
b) Hon'ble MPs / MLAs direct the Block / Mandal Parishad staff to undertake certain activities.
c) Hon'ble MPs / MLAs hardly attend the meetings at Block / Mandal Level.
d) Any other involvement (please specify).

4.2 Do you find Hon'ble MPs and MLAs cooperative and helpful in the development of Block activities.

- a) Yes b) No

4.3 Do you find Hon'ble MPs / MLAs are partisan and act on party lines and help such Block Panchayat belonging to their parties?

- a) Yes b) No

4.3.1 If no, will they act neutrally and go by the developmental needs of the Block.

5. Development Plans and BP

5.1 Did your BP prepare development plans over the last 5 years?

- a) Yes b) No

5.1.1 If Yes, who were involved in the preparation

- BDO
- Chairperson, BP
- Block Panchayat
- Respective GPs in the region
- External resources
- All the above
- Others

At least one hard copy to be inspected

5.1.2 If Yes, What is the process followed?

Steps involved in BDP to be included

5.2 Do you consolidate the GPDPs of all the GPs in your Block while preparing a plan at your level?

- a) Yes b) No

5.2.1 If Yes, please explain the process followed

5.2.2 If No, What is the Reason

- Lack of awareness
- Lack of resources / guidance
- Others

5.3 If Yes, At 5.1, how many BP plans were prepared and executed in your BP?

Year	Plan prepared (Yes/ No)	Expenditure planned	Plan executed (Yes/ No)	Actual Expenditure
2021-2022				
2020-21				
2019-20				
2018-19				
2017-18				
2016-17				

If not **executed**, what is the reason?

- Executive delays
- Resource crunch
- Coordination issue with the implementing agency
- Other (Please mention)

5.4 If no at 5.1, what is the reason?

- Lack of awareness
- Lack of resources / guidance
- Others

5.5 What is the role of Hon'ble MLA / MP in BD plans and implementation of the schemes?

5.6 Did line departments participate in BD plan process?

- a) Yes b) No

5.6.1 If yes, how many and what are these line departments?

List of Departments to be included

5.7 Will your BD Plans go up and get integrated with District Plans?

- a) Yes b) No

5.7.1 If yes, can you explain the process

5.8 In the preparation of BD plan is there any role for DP representatives?

- a) Yes b) No

5.8.1 If yes, what is their involvement?

5.9 Are you aware of SDGs?

a) Yes b) No

5.9.1 If Yes, mention any one activity that is being carried out at your level to fulfill any of the goals .

5.9.2 If Yes, Does your BP discuss about the goal?

a) Yes b) No

5.9.2.1 If Yes, what are your targets to fulfill the goal?

5.10 What is the funding mechanism to your Block?

- a) Central govt. direct devolution
- b) Central govt. devolution through State mechanism
- c) State govt. direct devolution
- d) Funds towards schemes' implementation from State government

5.11 Fill in the following grant details for the last five years?

Year	Total Grants	Own revenue	Grants from Central devolution	Grants from State devolution	Other sources
2021-22					
2020-21					
2019-20					
2018-19					
2017-18					
2016-17					

6. MP LADS / MLA LADS and Interface with GPs

6.1 According to you how are MP LADS / MLA LADS funds are being flown to your Block / MPPs?

- a) By Block / Mandal Parishad felt needs as expressed in your meetings.
- b) Since Block / Mandal Chairpersons belong to same parties as those of Hon'ble MP / MLAs monies will be automatically sanctioned.
- c) Even though Block / Mandal Presidents belong to different political affiliations as those of Hon'ble MP / MLAs, Schemes / Projects under MP LADS / MLA LADS will be sanctioned as per certain objective criteria.

6.2 Do Block / Mandal Presidents manage to get the funds under MP LADS / MLA LADS through informal means?

- a) Yes b) No

6.2.1 If yes, what are these informal mechanism?

6.3 As officials do you play a role in bringing these funds under MP / MLA LADS.

- a) Yes b) No

6.3.1 If yes, in what way?

6.4 Are MP LADS / MLA LADS schemes / programmes implemented through your BP?

- a) Yes b) No

6.4.1 If no, why?

- Executive delays in sanctioning
- Panchayat was kept away while taking decisions on the funds
- Resource crunch
- Coordination issue with the implementing agency
- Other (Please mention)

6.4.2 If yes, in what fashion? .

6.4.3 If Yes, please fill the following details

Year	Nature of work	Sanctioned amount	Utilized amount	Current status (Completed/ In progress/ Halted)

6.5 Does your BP discuss MP LADS / MLA LADS schemes in BP meetings?

a) Yes b) No

6.5.1 If no, what is the pattern of their implementation?

6.5.2 If yes, will Hon'ble MPs / MLAs take BPs into confidence while identifying and implementing the schemes?

Process to be illustrated

6.6 Is the MPLADS/ MLALADS component integrated into the Block level Plans?

a) Yes b) No

6.7 Do you find MP LADS / MLA LADS Schemes useful in fulfilling Block infrastructure, socio-economic and human development needs?

a) Yes b) No

6.7.1 If no, explain how and why?

- Partly fulfilling the needs as there is a part funding mechanism
- Executive delays in sanctioning
- Panchayat was kept away while taking decisions on the funds
- Resource crunch
- Coordination issue with the implementing agency
- Other (Please mention)

6.7.2 If yes, explain how they are useful giving few examples.

- Social, equity, justice
- Economic
- Cultural

One or two instances to be explained

6.8 Do you have any GP under your Block which is being developed/ had been developed as an Adarsh Gram under SAGY?

a) Yes b) No

6.8.1 If Yes, Please explain the process followed

6.9 Do you think that MP LADS / MLA LADS programme is totally being implemented by the line departments keeping aside Block/ Mandal Panchayats.

a) Yes b) No

6.9.1 If yes, in your Block which line departments get involved in the execution of MP / MLA LADS programme?

6.10 What do MP / MLA LADS guidelines say about their implementation?

6.11 In case MP LADS / MLA LADS bypass Block / Mandal Parishad, will your Block / Mandal Presidents raise objections?

a) Yes b) No

6.11.1 If yes, in which forums?

6.12 What is the reaction to these objections by concerned Hon'ble MPs / MLAs?

6.13 Lastly, what are your suggestions in improving the MP LADS / MLA LADS schemes?

- a) These schemes need to be routed through GPs and fulfill GPs critical needs.
- b) MPs / MLAs may monitor the implementation of these schemes.
- c) MP LADS / MLA LADS should not be implemented outside the GP purview.
- d) Any other suggestion (specify).

7. Schedule V and Schedule VI states

7.1 Does your area fall under Schedule V or Schedule VI areas?

a) Yes b) No

7.1.1 If Yes, Schedule V, do you participate in the General Body Meetings of ITDAs / ITDPs

a) Yes b) No

7.1.2 If Yes, Schedule VI

7.1.2.1 Briefly outline your role (if any) in District Autonomous Councils?

7.1.2.2 How often you participate in the Council meetings and in what capacity?

7.2 Please provide the relevant information as applicable respectively for Schedule V or Schedule VI

7.2.1 Any special initiative by the block in drawing the attention of MP/MLA towards improving the condition of tribal communities, Particularly Vulnerable Tribal Groups (PVTGs), Other Traditional Forest Dwellers (OTFDs) etc.

7.2.2 Any special initiative by the Block using MP/MLADS funds for development of Schedule V areas, particularly in realization of rights of tribal communities.

7.2.3 What in your views can Hon'ble MP/MLAs do for better and effective implementation of PESA and Forest Rights Act.

7.2.4 Has anything in particular to the interest of tribal communities been added to the BPDP or while consolidation of GPDPs at the Block level (which might have been missed out during formulation of GPDPs at the GP level).

7.2.5 Has the Hon'ble MP/MLA played any critical role in better implementation of TSP fund for the welfare of the tribal population?

Strengthening Interface Between Panchayats (PRIs) and Elected Representatives of Parliament and State Legislatures

Schedule for BP Chair Persons

1. Background Information

1.1 Name: Shri / Smt / Ms / Dr.....

1.2 Gender: Male / Female / Transgender / Others

1.3 Education:

1.4 Block / Mandal:

1.5 District:

1.6 State / UT:

1.7 Do you hold reserved position currently: Yes / No:

If No, Name your caste:

1.8 Since how long you have been working in this BP as Chair Person:

1.9 Is this first time you are holding the Chair Person position?

a) Yes b) No

1.9.1 If no, when did you hold this position earlier?

2. Basic Information (if the Chairperson and BDO being interviewed are from the same GP then this section should only be asked once, either to the BDO or to the Chairperson)

2.1 Total No. of GPs in the Block:

2.2 Total Population of the Block:

a) Male _____ b) Female: _____ c) Others: _____

2.3 No. of Block Panchayat members:

2.4 How frequently the BP meetings take place?

a) Monthly b) Once in two months c) Quarterly
d) Half yearly e) Other

3. Relationship of Hon'ble MP / MLA / MLC with your Block

3.1 In which of the meetings / bodies your Hon'ble MP / MLA are statutorily associated with the Local Government?

- a) BP General Body Meetings
- b) District Planning Committee (DPC)
- c) DISHA Committee
- d) Other (Specify)

3.2 Are Hon'ble MPs / MLAs of your region are associated with the above bodies as Ex-officio Members or Invited Members?

- a) Yes
- b) No
- c) Not aware

3.3 Do Hon'ble MPs / MLAs have voting rights in these bodies?

- a) Yes
- b) No
- c) Not aware

3.4 Generally, what is your experience of working with Hon'ble MPs / MLAs in Block (if any) Meetings?

- a) Higher Level People's Representatives are generally helpful towards developmental activities in terms of facilitating financial assistance to the Block.
- b) Higher Level functionaries guide and monitor the developmental activities of Block in terms of non-financial handholding.
- c) Higher Level functionaries just come to these meetings as observers / Invitees.
- d) Higher Level functionaries are not helpful to the Block developmental works.

3.5 Please give any instance where you had difficult situation in handling the Higher-Level People's Representatives?

Issue	Date (Approx.)	Financial/ Non-Financial	Remarks

3.6 In case Hon'ble MP / MLA belong to different political party other than yours', what are the implications of such scenario:

- a) It does not affect at all.
- b) It affects seriously the development of the local governments.
- c) Higher Level functionaries remain neutral to the political affiliation of the local government representatives.
- d) Any other scenario (explain).

3.7 Did your BP prepare development plans over the last 5 years?

- a) Yes b) No

3.7.1 If Yes, who were involved in the preparation

- BDO
- Chairperson, BP
- Block Panchayat
- Respective GPs in the region
- External resources
- All the above
- Others

At least one hard copy to be inspected

3.7.2 If Yes, What is the process followed?

Steps involved in BDP to be included

3.8 Do you consolidate the GDPDs of all the GPs in your Block while preparing a plan at your level?

- a) Yes b) No

3.8.1 Yes, please explain the process followed

3.8.2 If No, What are the reasons

- Lack of awareness
- Lack of resources/ guidance
- Others

4. Disbursal of MP LADS / MLA LADS Funds to the Local Governments

4.1 During your tenure as Block Chair Person, what is the status of MP LADS / MLA LADS funds allocation to your bodies?

- 4.2 Name of the works allocated and the costs of the same and the year of execution (collect detailed information work-wise, budget wise and year-wise during the last few years).
- 4.3 What is the process involved in getting the works allotted from MP LADS / MLA LADS schemes?
- 4.4 Were the schemes / projects executed were discussed in the BP meetings and endorsed by the body?
a) Yes b) No
- 4.5 Is it the case that Hon'ble MPs / MLAs allot the works / schemes on their own (with the help of the Nodal Officers) and implement it on their own without Block involvement?
a) Yes b) No
- 4.5.1 If Yes, in such a scenario, are these schemes useful and represent the felt needs of the Public?

5. Block Panchayats and District Planning Committees (only if applicable) (DPC)

- 5.1 What is your role in the DPC activities?
- 5.2 Does your Block Plan become part of DPC comprehensive plans?
a) Yes b) No
- 5.3 What is the process followed by the DPC in incorporating your Block Panchayat Plans?
- 5.4 Do you feel that DPC as overall plan body for the district should also plan for MP LADS / MLA LADS Schemes in our region?
- 5.5 What is the current practice followed by the DPC in their plan preparation?

5.6 Are your Block Panchayat Plans vetted by DPC?

- a) Yes b) No

5.6.1 If yes, what is the process followed?

5.6.2 If no, what is process followed by the Block Panchayats.

6. DISHA Committees

6.1 Do you participate in the DISHA Committee meetings?

- a) Yes b) No

6.1.1 If Yes, how often?

6.1.2 If Yes, in what capacity you participate in the Meetings?

6.1.3 If Yes, which schemes are usually focused in the Meetings?

7. Other issues

7.1 Do you feel that higher elected representatives such as Hon'ble MPs / MLAs are to be kept out of the local governments?

- a) Yes b) No

7.1.1 If yes, explain why?

7.1.2 If no, explain why?

7.2 Do you think MP LADS / MLA LADS budgets fulfil the critical gaps of the local level infrastructure, socio-economic and human development needs?

- a) Yes b) No

7.2.1 If no, explain how and why?

- Partly fulfilling the needs as there is a part funding mechanism
- Executive delays in sanctioning
- Panchayat was kept away while taking decisions on the funds
- Resource crunch
- Coordination issue with the implementing agency
- Other (Please mention)

7.2.2 If yes, explain how they are useful giving few examples.

- Social, equity, justice perspectives
- Economic perspectives
- Cultural perspectives

One or two instances to be explained

7.3 There is feeling in the country that MP LADS / MLA LADS schemes need to be disbanded and the same monies to kept with ZPs / MPPs / Block. Do you concur with this view?

- a) Yes b) No

7.3.1 If no, why not?

7.4 Do you have any GP under your Block which is being developed/ had been developed as an Adarsh Gram under SAGY?

- a) Yes b) No

7.4.1 If Yes, Please explain the process followed

7.5 What is your experience with the In-charge Hon'ble Minister in your BP Activities?

- a) In-charge Hon'ble Minister plays positive role.
- b) In-Charge Hon'ble Minister plays an over-bearing role.
- c) In-charge Hon'ble Minister is often plays an obstructionist role in local governments activities.
- d) Any other (specify).

8. Schedule V and Schedule VI states

8.1 Does your area fall under Schedule V or Schedule VI areas?

- a) Yes b) No

8.1.1 If Yes, Schedule V, do you participate in the General Body Meetings of ITDAs / ITDPs

- a) Yes b) No

8.1.2 If Yes, Schedule VI

8.1.2.1 Briefly outline your role (if any) in District Autonomous Councils?

8.1.2.2 How often you participate in the Council meetings and in what capacity?

8.2 Please provide the relevant information as applicable respectively for Schedule V or Schedule VI

8.2.1 Any special initiative by the block in drawing the attention of Hon'ble MP/MLA towards improving the condition of tribal communities, Particularly Vulnerable Tribal Groups (PVTGs), Other Traditional Forest Dwellers (OTFDs) etc.

8.2.2 Any special initiative by the Block using MP/MLADS funds for development of Schedule V areas, particularly in realization of rights of tribal communities.

8.2.3 What in your views can Hon'ble MP/MLAs do for better and effective implementation of PESA and Forest Rights Act.

8.2.4 Has anything in particular to the interest of tribal communities been added to the BPDP or while consolidation of GPDPs at the Block level (which might have been missed out during formulation of GPDPs at the GP level).

8.2.5 Has the Hon'ble MP/MLA played any critical role in better implementation of TSP fund for the welfare of the tribal population?

Strengthening Interface Between Panchayats (PRIs) and Elected Representatives of Parliament and State Legislatures

Schedule for Chief Executive Officer (CEO) of Zilla Panchayat (ZP) / District Panchayat (DP)

1. Background Information

- 1.1 Name: Shri / Smt / Ms / Dr.....
- 1.2 Gender: Male / Female / Transgender / Others
- 1.3 Education:
- 1.4 District:
- 1.5 State / UT:
- 1.6 Since how long you have been working in the current Position:
- 1.7 Total Years of Experience as CEO – DP / ZP
- 1.8 All India Service Officer / State Civil Servant:
- 1.9 Cadre / Batch (If AIS Officer):
- 1.10 Regular Recruit / Conferred:

2. Basic Information

- 2.1 Total No. of GPs:
- 2.2 Total No. of Blocks:
- 2.3 Total Population of the ZP /DP:
 - a) Male_____ b) Female: _____ c) Others: _____
- 2.4 No. of ZP / DP members:
- 2.5 How frequently the ZP / DP meetings take place?
 - a) Once in two months b) Quarterly c) Half yearly d) Other

2.6 Please provide the information as per the below table for the past one year

S. No	Date of Meeting	Total no. of participants	Composition			
			Chairpersons, BP	Members of ZP/DP	Officials	Spl. Invitees

3. Role of CEO in Local Government

3.1 How would you define your relationship with the Chair of the DP?

- a) Cordial b) Not Very Cordial c) Confrontational
d) Not on talking terms other than key official matters

3.1.1 If not cordial or confrontational what are the issues of conflict / misunderstanding?

Issue	Date (Approx.)	Financial/ Non-Financial	Remarks

3.2 What are the tasks performed by the ZP/DP chairperson.

3.3 How active is ZP / DP chairperson in the day to day working of the ZP / DP Administration?

- a) Active b) Not so active c) Not at all active

3.4 In the finalization of the ZP / DP Developmental activities, what is the process followed generally?

- a) Both ZP/DP Chairperson along with CEO sit together and finalize.
- b) ZP/DP Chairperson acts unilaterally without our involvement.
- c) CEO finalizes everything and only ZP/DP Chairperson gives final consent.
- d) Any other mechanism followed? (specify).

3.5 Is there a standard job description or Terms of Reference for the position of CEO?

- a) Yes
- b) No

3.5.1 If yes the terms of reference may kindly be shared.

3.5.2 If No, what are your key roles or functions in the District as part of the District Panchayat ?

3.5.3 Which of the activity listed above takes most of your time?

3.5.4 Which activity / task you think you should spend more time (but currently not able to) and why?

4. The role of Hon'ble MP / MLAs in the ZPP activities

4.1 What role is being played by higher level people's representatives in the ZP/DP?

- a) Hon'ble MPs / MLAs attend the meetings regularly and advice ZP/DP.
- b) Hon'ble MPs / MLAs direct the ZP/DP staff to undertake certain activities.
- c) Hon'ble MPs / MLAs hardly attend the meetings at ZP/DP Level.
- d) Any other involvement (please specify).

4.2 Do you find Hon'ble MPs and MLAs cooperative and helpful in the development of ZP/DP activities.

- a) Yes b) No

4.2.1 If yes, in what all ways they have been co-operative and helpful? Quote some examples.

4.3 Do you find Hon'ble MPs/ MLAs being partisan, acting on party lines and help such ZP/DP Chairs belonging to their parties?

- a) Yes b) No

4.3.1 If no, will they act neutrally and go by the developmental needs of the ZP/DP. Please explain with instances/examples.

5. MP LADS / MLA LADS Programme and their role in the development of ZP / DP / Block / Mandal development.

5.1 According to you, how are the MP LADS / MLA LADS funds being flown to your ZP/DP?

- a) By ZP/DP felt needs as expressed in your meetings.
- b) By BP/GP felt local needs as expressed in their meetings through resolutions.
- c) Since ZP/DP Chairpersons belong to same parties as those of Hon'ble MP / MLAs, the funds will be automatically sanctioned.
- d) Even though ZP/DP Chairpersons belong to different political parties as those of Hon'ble MP / MLAs, Schemes / Projects under MP LADS / MLA LADS are sanctioned as per certain objective criteria.
- e) Any other process (please specify)

5.2 Does the ZP / DP, Block / Mandal, GP Presidents manage to get the funds under MP LADS / MLA LADS through informal means?

- a) Yes b) No

5.2.1 If yes, what are these informal mechanisms?

5.3 As officials, do you play a role in bringing these funds under MP/MLA LADS.

- a) Yes b) No

5.3.1 If yes, in what way?

6. Development Plans and ZP / DP

6.1 Did your ZP prepare development plans over the last 5 years?

- a) Yes b) No

6.1.1 If Yes, who were involved in the preparation

- CEO
- Chairperson, ZP
- ZP body
- Respective BPs in the region
- External resources
- All the above
- Others

At least one hard copy to be inspected

6.1.2 What is the process followed?

Steps involved in ZP planning to be included

6.2 Do you consolidate the Plans of all the BPs in your district while preparing a plan at your level?

- a) Yes b) No

6.2.1 If Yes, please explain the process followed

6.2.2 If No, what are the reasons?

- Lack of awareness
- Lack of resources/ guidance
- Others

6.3 If Yes at 6.1, how many ZP/DP plans were prepared and executed in your district?

Year	Plan prepared (Yes/ No)	Expenditure planned	Plan executed (Yes/ No)	Actual Expenditure
2021-2022				
2020-21				
2019-20				
2018-19				
2017-18				
2016-17				

6.3.1 If not executed, what is the reason?

- Executive delays
- Resource crunch
- Coordination issue with the implementing agency
- Other (Please mention)

6.4 If No, at 6.1, what is the reason?

- Lack of awareness
- Lack of resources/ guidance
- Others

6.5 What is the role of Hon'ble MLA / MP in ZP / DP plans and implementation of the schemes?

6.6 Do the line departments participate in ZP / DP plan process?

a) Yes b) No

6.6.1 If yes, how many and what are these line departments?

List of departments to be included

6.6.2 Has there been any effort in preparing a resource envelope for the district and block for better and effective planning?

a) Yes b) No

6.6.2.1 If yes for how many years?

6.7 When was the last time the District prepared a 5 year perspective plan?

6.7.1 Do you think a 5 yr perspective plan helps the district in achieving holistic development as compared to an annual plan?

a) Yes b) No

6.7.2 If yes, then what are the bottlenecks in preparing a 5-year perspective plan?

6.8 Are ZP/DP Plans placed before the District Planning Committee?

a) Yes b) No

6.8.1 If yes, can you explain the process

6.9 Mention the relevance of SDGs to your ZP/DP

6.9.1 Have you oriented / educated the ZP team (ERs and Officials) and line dept. personnel about SDGs and their importance?

- a) Yes b) No

6.10 Does your ZP / DP discuss about SDGs?

- a) Yes b) No

6.10.1 If yes, what are the efforts of the ZP in localizing the targets under SDGs?

6.10.2 What efforts have been made to ensure convergence between programmes and schemes of Central and State Govt. to achieve SDGs at the local level (for achievement of SDGs)? Provide examples.

6.11 What is the funding mechanism to your ZP / DP?

- Central govt. direct devolution
- Central govt. devolution through State mechanism
- State govt. direct devolution
- Funds towards schemes' implementation from State government

6.12 Fill in the following grant details for the last five years

Year	Total Grants	Own revenue	Grants from Central devolution	Grants from State devolution	Other sources
2021-22					
2020-21					
2019-20					
2018-19					
2017-18					
2016-17					

6.13 Are you aware of the role of the District Planning Committee (DPC) in the district?

a) Yes b) No

6.13.1 If yes, what are the roles that the DPC performs?

6.13.2 If the DPC is not able to function as mandated by the Constitution and the State DPC Act. What are the reasons?

6.14 If the DPC is functional, how often are the meetings are held?

a) Once in two months b) Quarterly c) Half Yearly
d) Once in an Year e) Other (please specify) _____

6.15 Do you participate in DPC Meetings?

a) Yes b) No

6.15.1 If Yes, in what capacity do you participate in those meetings?

6.16 Suggest ways and means to strengthen DPC in the district plan preparation.

6.17 Does the State ensure adequate orientation and capacity building of ZP / DPC members and officials in various aspects of district plan preparation such as consolidation of plans from various levels of planning, vetting of plans, convergence of resources, reviewing relevant data and information, preparing the draft district development plan for implementation, monitoring mechanism etc.?

- a) Yes b) No

6.17.1 If yes, which is the concerned agency for capacity building, for how many days it is done and major components of the training programme.

7. MP LADS / MLA LADS

7.1 Do you think that MP LADS / MLA LADS programme is totally being implemented by the line departments keeping aside ZP / DP, Block / Mandal, GP?.

- a) Yes b) No

7.1.1 If yes, in your ZP / DP which are the line departments being involved in the execution of MP / MLA LADS programme in the last few years?

7.2 Do you think MPLADS/MLALADS should be abolished and the funds should be appropriately parked at the 3 levels of the Panchayat for being spent by them as per the felt needs and demands.

- a) Yes b) No

7.3 What do MP / MLA LADS guidelines say about their implementation?

7.4 Is MP/MLA-LADS scheme integrated with the ZP/DP planning process.

- a) Yes b) No

7.4.1 If Yes, what is the process followed?

7.4.2 If No (and schemes bypass ZP/DP), does/will the ZP/DP chairperson raise objections

- a) Yes b) No

7.4.2.1 If Yes, in which forums does the ZP/DP chairperson raise objections?

7.4.2.2 What is the reaction to these objections by concerned Hon'ble MPs / MLAs?

7.5 Is MP/MLA LADS scheme being integrated with ZP / DP planning process?

- a) Yes b) No

7.5.1 If Yes, what is the process being followed?

7.6 Does the Hon'ble MP/MLA ensures participation of ZP, BP and GP level elected reps. while identifying and implementing the schemes?

- a) Yes b) No

7.6.1 If No, what is the pattern of their implementation?

7.6.2 If Yes, what is the process of participation and implementation of the scheme at those levels?

Process to be illustrated

7.7 Do you find MP LADS / MLA LADS Schemes useful in fulfilling district infrastructure, socio-economic and human development needs?

- a) Yes b) No

7.7.1 If No, explain how and why?

- Partly fulfilling the needs as there is a part funding mechanism
- Executive delays in sanctioning
- Panchayat was kept away while taking decisions on the funds
- Resource crunch
- Coordination issue with the implementing agency
- Other (Please mention)

7.7.2 If Yes, explain how they are useful giving few examples.

- Social, equity, justice perspectives
- Economic perspectives
- Cultural perspectives

One or two instances to be explained

7.8 One of the most important recommendation of the 2nd ARC (headed by Shri. Veerappa Moily) is that MP LADS / MLA LADS need to be abolished and these funds need to be brought under the jurisdiction of the local governments? Do you agree with the 2nd ARC on this point?

- a) Yes b) No

7.8.1 If yes, do you think the views of the 2nd ARC are correct?

7.8.2 If you do not agree, how do you justify the independent implementation of MP LADS / MLA LADS schemes under your office?

8. DISHA Committees

8.1 Do you participate in the DISHA Committee meetings?

- a) Yes b) No

8.1.1 If Yes, how often are the meetings held?

8.1.2 If Yes, in what capacity do you participate in the Meetings?

8.1.3 If Yes, which schemes are usually focused in the Meetings?

8.1.4 Is the mandate of the DISHA committee enough?

- a) Yes b) No

8.1.4.1 If No, please give suggestions on what more should be done in order to ensure 100% implementation of schemes?

8.1.5 Is there a necessity of a separate committee like DISHA wherein an already established mechanism - District Planning Committee - exists in the district with mandate from the Constitution as well as by the State DPC Act.

a) Yes b) No

9. Schedule V and Schedule VI States

9.1 Does your district fall under Schedule V (PESA) or Schedule VI of the Indian Constitution?

a) Yes b) No

9.1.1 If Yes, how much percentage area of district falls under Schedule V or Schedule VI

9.1.2 If Yes and Schedule V, do you participate in the General Body Meetings of ITDAs / ITDPs

a) Yes b) No

9.1.3 If Yes and Schedule V, what are the broader areas that you get involved at the Grama Sabha level in terms of handholding support?

- Protection of tribal customs, traditions, identity
- Maintenance of peace and conflict resolution
- Management of Minor Forest Produce
- Management of Mines and Minerals, granting of license or mining lease
- Management of Land acquisition issues/ land alienation
- Management of village markets
- Prohibition/ regulation of sale and consumption of intoxicants
- Others (Please specify)

9.1.4 If Yes and Schedule VI,

9.1.4.1 Briefly outline your role in District Autonomous Councils?

9.1.4.2 How often you participate in the Council meetings and in what capacity?

9.1.5 Please provide the relevant information as applicable respectively for Schedule V or Schedule VI

9.1.5.1 Any special initiative by the district in drawing the attention of MP/MLA towards improving the condition of tribal communities, Particularly Vulnerable Tribal Groups (PVTGs), Other Traditional Forest Dwellers (OTFDs) etc.

9.1.5.2 Any special initiative by the district using MP/MLA-LADS funds for development of Schedule V areas, particularly in realization of rights of tribal communities.

9.1.5.3 What in your views can Hon'ble MP/MLAs do for better and effective implementation of PESA and Forest Rights Act.

9.1.5.4 Has anything in particular to the interest of tribal communities been added to the District Plans or while consolidation of BPDPs at the District level (which might have been missed out during formulation of BPDPs at the BP level).

9.1.5.5 Has the Hon'ble MP/MLA played any critical role in better implementation of TSP fund for the welfare of the tribal population?

10. Lastly, what are your suggestions for the improvement of MP / MLA LADS programme implementation.

- a) These programmes need to be routed through ZP / DP / Block / Mandal / GP Levels only.
- b) These programmes may be implemented by the Line Departments, but ZP / DP / Block / Mandal / GP must be informed about them.
- c) It is enough if District Collector / Nodal Officer of MP LADS / MLA LADS implement in whatever way they like?
- d) Any other mechanism you suggest?

Strengthening Interface Between Panchayats (PRIs) and Elected Representatives of Parliament and State Legislatures

Schedule for Zilla Panchayat (ZP) / District Panchayat Chairperson

1. Background Information

1.1 Name: Shri / Smt / Ms / Dr.....

1.2 Gender: Male / Female / Transgender / Others

1.3 Education:

1.4 District:

1.5 State / UT:

1.6 Do you hold reserved position currently: Yes / No:

If No, Name your caste:

1.7 Since how long you have been working in this ZP/DP as Chairperson:...

1.8 Is this first time you are holding the Chairperson position?

a) Yes b) No

1.8.1 If no, when did you hold this position earlier?

2. Relationship with Hon'ble MPs / MLAs / MLCs with your ZP

2.1 In which of the meetings / bodies your Hon'ble MPs / MLAs / MLCs are statutorily associated with the Local Government?

- | | |
|--------------------------------------|--------------------|
| a) ZP / DP General Body Meetings | c) DISHA Committee |
| b) District Planning Committee (DPC) | d) SAGY Committee |
| | e) Other (Specify) |

2.2 Are Hon'ble MPs / MLAs / MLCs of your region associated with the above bodies as Ex-officio Members or Invited Members?

2.3 Do Hon'ble MPs / MLAs /MLCs have voting rights in these bodies?

Hon'ble MP : a) Yes b) No _____

Hon'ble MLA : a) Yes b) No _____

Hon'ble MLC : a) Yes b) No _____

2.4 Generally, what is your experience of working with Hon'ble MPs / MLAs / MLCs in ZP / DP (if any) Meetings?

- a) Higher Level People's Representatives are generally helpful towards developmental activities of the ZP / DP / MP / Block / GP.
- b) Higher Level functionaries guide and monitor the developmental activities of the ZP / DP / MP / Block / GP.
- c) Higher Level functionaries just come to these meetings as observers / Invitees.
- d) Higher Level functionaries are not helpful to the ZP / DP / MP / Block / GP developmental works

2.5 Please give any instance where you had difficult situation in handling the Higher-Level People's Representatives?

Issue	Date (Approx.)	Financial/ Non-Financial	Remarks

2.6 In case Hon'ble MP / MLA belong to different political party other than yours, what are the implications of such scenario!

- a) It does not affect at all.
- b) It affects seriously the development of the local governments.
- c) Higher Level functionaries remain neutral to the political affiliation of the local government representatives.
- d) Any other scenario (explain).

2.7 Did your ZP / DP prepare development plans over the last 5 years?

- a) Yes b) No

2.7.1 If Yes, who were involved in the preparation.

- CEO, ZP
- Chairperson, ZP
- Respective Block Panchayats
- Respective GPs in the region
- External resources
- All the above
- Others

At least one hard copy to be inspected

2.7.2 What is the process followed?

Steps involved in ZP Plan to be included

2.8 Does the Zilla Panchayat motivate and guide all BPs to prepare their own plan and thus ensure that all BP plans are sent to the ZP for consolidation on an annual basis?

- a) Yes b) No

2.8.1 If Yes, what is the process followed

2.8.2 If No, Mention the reason

- Lack of awareness
- Lack of resources/ guidance
- Others

2.9 When was the last time the district prepared a 5-year perspective plan?

2.9.1 Do you think a 5-year perspective plan helps the district in achieving holistic development as compared to an annual plan?

- a) Yes b) No

2.9.2 If yes, then what are the bottlenecks in preparing a 5-year perspective plan?

3. Disbursal of MP LADS / MLA LADS / MLC LADS Funds to the Local Governments

- 3.1 During your tenure as ZP / DP Chairperson, what is the status of MP LADS / MLA LADS funds allocation to your bodies?
- 3.2 Name of the works allocated and the costs of the same and the year of execution (collect detailed information workwise, budget wise and year-wise during the last few years).
- 3.3 What is the process involved in getting the works allotted from MP LADS / MLA LADS schemes?
- 3.4 Were the schemes / projects executed were discussed in the GP / BP / ZP meetings and endorsed by these bodies?
a) Yes b) No
- 3.5 Is it the case that MPs / MLAs allot the works / schemes on their own (with the help of the Nodal Officers) and implement it on their own without ZP / BP / GP involvement?
- 3.6 In such a scenario, are these schemes useful and represent the locally felt needs? (*Please explain*)

4. ZP / DP and District Planning Committees (DPC)

- 4.1 What is your role in the DPC activities?
- 4.2 How often you participate in DPC Meetings and in what capacity?
- 4.3 Does your ZP / DP Plan become part of DPC comprehensive plans?

- 4.4 What is the process followed by the DPC in incorporating ZP / Block / GP Plans in its planning process?
- 4.5 Do you feel that DPC as overall plan body for the district should also plan for MP LADS / MLA LADS Schemes in our region?
- 4.6 What is the current practice followed by the DPC in their plan preparation?
- 4.7 Are your ZP / DP Plans being vetted by DPC?
a) Yes b) No
- 4.7.1 If yes, what is the process followed?
- 4.7.2 If no, what is process followed by the ZP / DP
- 4.8 What is your assessment of the role of CEO in handling the day-to-day affairs of the district as well as in the DPC
- 4.9 Does the State ensure adequate orientation and capacity building of ZP / DPC members and officials in various aspects of district plan preparation such as consolidation of plans from various levels of planning, vetting of plans, convergence of resources, reviewing relevant data and information, preparing the draft district development plan for implementation, monitoring mechanism etc.?
a) Yes b) No

- 4.9.1 If yes, which is the concerned agency for capacity building, for how many days it is done and major components of the training programme.

5. DISHA Committees

- 5.1 Do you participate in the DISHA Committee meetings?

a) Yes b) No

- 5.1.1 If Yes, how often?

- 5.1.2 If Yes, in what capacity you participate in the Meetings?

- 5.1.3 If Yes, which schemes are usually focused in the Meetings?

- 5.1.4 Do you get enough opportunities to voice your concerns / opinions in the DISHA Committee meetings?

a) Yes b) No

- 5.1.4.1 If Yes, how often are they addressed? Please give a few instances where issues raised by you have been addressed.

- 5.1.5 Is there a necessity of a separate committee like DISHA wherein an already established mechanism - District Planning Committee - exists in the district with mandate from the Constitution as well as by the State DPC Act.

a) Yes b) No

6. Schedule V and Schedule VI States

- 6.1 Does your district fall under Schedule V (PESA) or Schedule VI of the Indian Constitution?

a) Yes b) No

6.1.1 If Yes and Schedule V, do you participate in the General Body Meetings of ITDAs / ITDPs

a) Yes b) No

6.1.2 If Yes and Schedule V, what are the broader areas that you get involved at the Grama Sabha level in terms of handholding support?

- Protection of tribal customs, traditions, identity
- Maintenance of peace and conflict resolution
- Management of Minor Forest Produce
- Management of Mines and Minerals, granting of license or mining lease
- Management of Land acquisition issues/ land alienation
- Management of village markets
- Prohibition / regulation of sale and consumption of intoxicants
- Others (Please specify)

6.1.3 If Yes and Schedule VI,

6.1.3.1 Briefly outline your role in District Autonomous Councils?

6.1.3.2 How often you participate in the Council meetings and in what capacity?

7. Other issues

7.1 Do you feel that higher elected representatives such as Hon'ble MPs / MLAs are to be kept out of the local governments.

a) Yes b) No

7.1.1 If yes, explain why?

7.1.2 If no, explain why?

7.2 Do you think MP LADS / MLA LADS budgets fulfil the critical gaps of the local level infrastructure?

7.3 There is feeling in the country that MP LADS / MLA LADS schemes need to be disbanded and the same monies to kept with ZPs / MPPs / Block. Do you concur with this view?

- a) Yes b) No

7.3.1 If no, why not?

7.4 What is your experience with the In-charge Hon'ble Minister in your ZP Activities?

- a) In-charge Hon'ble Minister plays positive role.
- b) In-Charge Hon'ble Minister plays an over-bearing role.
- c) In-charge Hon'ble Minister is often plays an obstructionist role in local governments activities.
- d) Any other (specify).

Strengthening Interface Between Panchayats (PRIs) and Elected Representatives of Parliament and State Legislatures

Schedule for the District Collector / Deputy Commissioner / Nodal Officer

1. Background Information

- 1.1 Name: Shri / Smt / Ms / Dr.....
- 1.2 Gender: Male / Female / Transgender / Others
- 1.3 Education:
- 1.4 District:
- 1.5 State / UT:
- 1.6 Since how long you have been working in the current Position:
- 1.7 Total Years of Experience as District Collector / Deputy Commissioner
.....
- 1.8 Cadre / Batch
- 1.9 Regular Recruit / Conferred:

2. MP LADS / MLA LADS Programme and the role of the District Collector / Deputy Commissioner / Nodal Officer

- 2.1 What is your role in the MP LADS / MLA LADS Programme Planning and implementation in your district?
- 2.2 What is the process adopted by your office in planning and implementation of MP LADS / MLA LADS Programme?
- 2.3 Do you take ZP / DP into confidence while taking up the MP LADS / MLA LADS proposals?
 - a) Yes
 - b) No
- 2.3.1 If no, what are the reasons?

2.3.2 If yes, what is the process usually followed in the Zilla Panchayat (ZP) / District Panchayat (DP)?

2.4 Did you observe in your tenure as District Collector / Nodal Officer that MP LADS / MLA LADS schemes are thoroughly integrated with the ZPP plans?

a) Yes b) No

2.4.1 If yes, what is the process generally adopted?

2.4.2 If no, do you feel there is need of integrating MP LADS / MLA LADS Schemes with the ZP / DP Plan requirements?

2.5 Do you hold the view that in your district, MP LADS / MLA LADS schemes have fulfilled the real needs / aspirations of the district people or they are patronage programmes of the Hon'ble MP / MLAs and do not meet critical needs of the district?

2.6 As a District Collector and Nodal Officer supervising both the implementation of MP LADS / MLA LADS as well as ZP / DP development, what are your views when these schemes are run in isolation and the ZP/DP is not informed about the same?

2.7 One of the most important recommendation of the 2nd ARC (headed by Shri. Veerappa Moily) is that MP LADS / MLA LADS need to be abolished and these funds need to be brought under the jurisdiction of the local governments? Do you agree with the 2nd ARC on this point?

a) Yes b) No

2.7.1 If yes, do you think the views of the 2nd ARC are correct?

2.7.2 If you do not agree, how do you justify the independent implementation of MP LADS / MLA LADS schemes under your office?

2.8 What are your suggestions for the able planning and implementation of MP LADS and MLA LADS schemes?

3. District Planning Committee (DPC)

3.1 Are you aware of the role of the District Planning Committee (DPC) in your district.

a) Yes b) No

3.1.1 If yes, what are the roles that the DPC performs?

3.1.2 If the DPC is not able to function as mandated by the Constitution and the State DPC Act. What are the reasons?

3.2 If the DPC is functional, how often are the meetings are held?

a) Once in two months b) Quarterly c) Half Yearly

d) Once in a Year e) Other (please specify) _____

3.3 Do you participate in DPC Meetings?

a) Yes b) No

3.3.1 If Yes, in what capacity do you participate in those meetings?

3.4 In your view, how active and useful is the DPC in the preparation of district plans?

- 3.5 Suggest ways and means to strengthen DPC in the district plan preparation.

4. DISHA Committee

- 4.1 Is the DISHA Committee constituted in the district?

a) Yes b) No

- 4.1.1 If Yes, how often the meetings are held?

- 4.2 Do you participate in the DISHA Committee meetings?

a) Yes b) No

- 4.2.1 If Yes, in what capacity do you participate in the Meetings?

- 4.2.2 Which schemes are focused upon in the Meetings?

- 4.3 Is the mandate of the DISHA committee enough?

a) Yes b) No

- 4.3.1 If No, please give suggestions on what more should be done in order to ensure 100% implementation of schemes?

- 4.3.2 Is there a necessity of a separate committee like DISHA wherein an already established mechanism - District Planning Committee - exists in the district with mandate from the Constitution as well as by the State DPC Act.

a) Yes b) No

5. Sansad Adarsh Gram Yojna

- 5.1 Does your district have GPs being developed or have been developed under SAGY?

a) Yes b) No

- 5.1.1 If Yes, how many and what are they?

5.2 What was the process followed for SAGY?

5.3 How often review meetings are held?

5.4 Has there been any effort to integrate SAGY with other plans and implementation of other schemes.

6. For Schedule V and Schedule VI States

6.1 Does your district fall under Schedule V (PESA) or Schedule VI of the Indian Constitution?

a) Yes b) No

6.1.1 If Yes and Schedule V, what is the role of district administration in governance of PESA?

6.1.2 How is your relationship with the Project Officer/ head of ITDA/ITDP?

6.1.3 Do you participate in the general body meetings of ITDA/ITDP?

a) Yes b) No

6.1.3.1 If Yes, in what capacity?

6.1.4 What are the broader areas that you get involved at the Grama Sabha level in terms of handholding support?

- Protection of tribal customs, traditions, identity
- Maintenance of peace and conflict resolution
- Management of Minor Forest Produce
- Management of Mines and Minerals, granting of license or mining lease
- Management of Land acquisition issues/ land alienation
- Management of village markets
- Prohibition/ regulation of sale and consumption of intoxicants
- Others (Please specify)

6.1.5 In your opinion, what is the general awareness about provisions under PESA and Forest Rights act amongst elected representatives and community members.

6.2 If Yes and Schedule VI,

6.2.1 Briefly outline your role in District Autonomous Councils?

6.2.2 How often you participate in the Council meetings and in what capacity?

6.3 Are there any instances where the Hon'ble MP/MLA has facilitated in providing Community Forest Rights/ Individual Forest Rights under the FR Act 2006.

a) Yes b) No

6.3.1 If yes, please give examples.

6.3.2 If no, do you think Hon'ble MPs/MLAs take interest in FR matters and should any support be expected from them in that regard?

6.4 Are there any instances wherein the Hon'ble MP/MLA have played an important role in implementation of the provisions of FR Act in favour of the community or have intervened in conflict resolution between the community and the Forest Department? If yes, please provide an instance/example.

6.4.1 Has there been any instance of the community developing a plan (as per FRA guidelines) to develop, conserve, utilise resources in areas claimed under CFR? If yes, please provide an example.

6.5 In many instances, especially in forest villages, the forest department do not allow the implementation of many developmental activities by other line departments through respective schemes and programmes. Are there any instances where Hon'ble MP/MLA has intervened and resolved such deadlocks and facilitated implementation of development programmes?

a) Yes

b) No

6.5.1 If yes, please provide examples.

6.5.2 If no, what have been the overall reaction of higher-level ERs when such matters are raised in their presence?

Strengthening Interface Between Panchayats (PRIs) and Elected Representatives of Parliament and State Legislatures

Schedule for Hon'ble Member of Legislative Assembly (MLA)

1. Background Profile:

- 1.1 Name: Shri / Smt / Ms / Dr.....
- 1.2 Constituency:
- 1.3 Gender:
- 1.4 Education:
- 1.5 State / Union Territory:
- 1.6 Is it the first time you are serving as Hon'ble MLA?
a) Yes b) No
- 1.7 If no, since how many terms you are serving as Hon'ble MLA?
- 1.8 Since when are you in this current position?

2. Interface with Local Governments and People's Representatives

- 2.1 In which of the following meetings you participate and how often?
 - a) Zilla Panchayat (ZP) / District Panchayat
 - b) Block Panchayat (BP)
 - c) Grama Panchayat (GP)
 - d) District Planning Committee (DPC)
 - e) District Development Coordination and Monitoring (DISHA) Committee
 - f) Sansad Adarsh Gram Yojana (SAGY) Committee
 - g) Others (Please specify)
- 2.2 What is your role in these bodies?

2.3 Do you have voting rights in these bodies, or you represent them as Ex-officio Member?

2.4 Do you preside the meetings of the ZP / DP?

2.5 How would you rate your relationship with the –

2.5.1 District Panchayat President

- | | |
|-------------------|-------------------------|
| a) Cordial | c) Not on talking terms |
| b) Not so cordial | d) Unfriendly |

2.5.2 Block Panchayat President

- | | |
|-------------------|-------------------------|
| a) Cordial | c) Not on talking terms |
| b) Not so cordial | d) Unfriendly |

2.5.3 Village Panchayat President

- | | |
|-------------------|-------------------------|
| a) Cordial | c) Not on talking terms |
| b) Not so cordial | d) Unfriendly |

2.5.4 Hon'ble Member of Parliament (especially if he/she is from another political party)

- | | |
|-------------------|-------------------------|
| a) Cordial | c) Not on talking terms |
| b) Not so cordial | d) Unfriendly |

2.5.5 Has there been any instance wherein you had agreed to support / provide funds for a particular activity which has been opposed by the Hon'ble MP in the same Constituency.

- a) Yes b) No

2.5.6 If Yes, has the matter been resolved till date?

- a) Yes b) No

2.5.7 If Yes, how was that matter resolved / tackled.

2.5.8 Has there been any instance wherein yourself and the Hon'ble MP had a consensus on supporting / providing funds to tackle a particular issue in the district or undertake some major developmental work for the public at large.

a) Yes b) No

2.5.8.1 If yes, please quote some example(s).

2.6 What are the different reasons for which the DP / BP / GP Presidents / Representatives approach you?

- a) Request for funds
- b) To Brief you about the progress of schemes in their jurisdiction
- c) To Seek intervention in conflict resolution amongst local bodies or administrative machinery
- d) To invite to the General Body Meetings, Gram Sabha etc.
- e) To Raise critical issues and gaps related to development
- f) Any other

2.7 Do ZP / BP Chairpersons approach you for funds to their development activities

a) Yes b) No

2.7.1 If Yes, How many times did they approach you during your tenure and for which demands?

2.8 What is the frequency of your meetings with Local Body Representatives who belong to other political parties?

- a) Once a month
- b) Once a quarter
- c) once in six months
- d) once in a year/never happened so far since being elected).

2.8.1 How would you rate the quality of such meetings / interactions.

- a) Cordial c) Confrontational or Argumentative
- b) Not so cordial d) One way communication

2.8.2 In case there have not been any meetings with representatives of other political parties so far or in case of a meeting, it has been argumentative or confrontational, what do you think are the key reasons behind the same?

2.8.3 What are the issues usually discussed between you and representatives of other political parties?

2.9 Have you played any role so far in improving the vertical coordination between GP, BP and DP and horizontal coordination between GPs?

a) Yes b) No

2.9.1 If yes, please give some examples.

2.9.2 What role can be played by Hon'ble MLAs in strengthening both the aspects of coordination?

3. MLA LADS and their role in Local Government Development

3.1 What is the criteria for expenditure of MLA LADS fund?

or

How do you decide to spend the MLA LADS fund?

- a) Direct request from the public
- b) Request from the LB representative
- c) Expenditure prioritized as per the LB plan
- d) Political compulsions
- e) Any other reason

3.2 What has been the quantum of funds allotted to works / projects proposed by Local Governments / Panchayats during your tenure?

3.3 Which are the sectors wherein MLA LADS funds have been spent?
(The list of 29 subjects in the XIth Schedule can be inserted here as a probing).

- 3.4 Have you ever encountered a situation wherein a Block Panchayat or DP President / Member has approached you for funds to be spent for a particular work in the jurisdiction of a GP, but has been opposed by the GP due to some reason?
- 3.5 How many times have you referred to the Local Body plan such as the GPDP or the Annual Block Panchayat or District Panchayat plan in deciding the allotment of funds under MLA LADS?
- 3.6 Have you ever informed the Local Bodies (as part of a resource envelope) about the quantum of funds that can be provided to them so that while preparing their annual plan, they can prioritize projects / works under MLA LADS?
- a) Yes b) No
- 3.7 How are these schemes identified?
- a) By the Local Governments in their meetings.
- b) By Hon'ble MPs / MLAs directly.
- 3.7.1 Are these schemes vetted by the ZP / DP or BP or GP Meetings?
- 3.8 What is the role of the officials such as District Collectors / CEO of District Panchayat in identification of these projects?
- 3.8.1 Which one of the following do you think is a much more effective way of ensuring implementation of MPLADS along with better monitoring and results
- a) The funds getting transferred to the line departments and they implement the work in the local body jurisdiction (**OR**)
- b) The funds getting transferred to the local body account directly and they take up the responsibility of implementation with the participation of the Gram Sabhas.

3.9 Do you / your office supervise / monitor the implementation of such schemes or leave it to local government officials?

a) Yes b) No

3.9.1 If Yes, what is the monitoring mechanism?

3.10 In general, are you satisfied with the quality of the schemes implemented by local governments under MLA LADS programme?

a) Yes b) No

3.10.1 If yes – why?

3.10.2 If No – why?

3.11 What are your suggestions for the improvement of MLA LADS programmes?

3.12 As strongly expressed by many Constitutional and legal experts from time to time and as recommended by the 2nd Administrative Reforms Commission, MLA LADS need to be abolished because of its unconstitutional nature. Do you think that these schemes should be abolished

or

The authority to take up works should be limited to only a few sectors and a bulk of the funds under MLA LADS need to be kept at the disposal of the local governments to be planned or implemented by them?

a) Yes b) No

3.12.1 If Yes, why?

3.12.2 If no, why?

- 3.13 In an era where the Government of India / State Governments are advocating for greater devolution to Local Bodies (especially through Central and State Finance Commissions), what according to you the rationale of MLA LADS funds vested with you when the projects are to be implemented at the local government level?
- 3.14 What are your suggestions for improving the relationship between local government representatives and higher-level people's representatives such as Hon'ble MPs / MLAs?
- 3.15 In what all ways can Hon'ble MLA extend support and co-operation to LBs to make their working more effective, result oriented and most importantly, inclusive so that every resident of the Panchayat / Village, irrespective of political affiliation, caste, class, gender, physical ability - gets an opportunity to be a part of the development process and reap its benefits.
- 3.16 Do you think Panchayati Raj should continue to be a State subject (as per principles of Federalism) or should it be in the Concurrent List?
- 3.17 Do you think steps taken by the Ministry of Panchayati Raj in the form of orders / guidelines / directives / circulars for States are always helpful and taken in a positive spirit?
- a) Yes b) No
- 3.17.1 If No; what are the reasons? In case there are no compulsions from the Central Government on the State Govt. to comply with certain instructions and orders related to PR, do you think the State could dilute whatever provisions exists towards strengthening LBs? What according to you, the Centre should do in order to facilitate / support states towards

empowerment of LBs with devolution of functions, funds and functionaries.

3.18 Are you aware about the 17 Sustainable Development Goals (SDGs)?
Has there been any orientation of Hon'ble MLA's on SDG's so far?

3.18.1 The Ministry of Panchayati Raj has prepared a detailed guide for Localization of SDGs and State Governments have also prepared action plans / indicators in order to localize the goals and help in meeting them. How can MP LADS help in the achievement of Sustainable Development Goals?

3.19 What are the five crucial areas / issues / gaps in your district / constituency that need immediate and a sustainable solution and what have you done in tackling it, with / without the help of LBs, using the MLA LADS funds?

3.20 Have you ever prioritized issues like women's safety in public places, women's empowerment, domestic violence, provision of eco-friendly sanitary pads in schools, environmental conservation and eco-restoration, making public spaces disabled friendly, supporting families of farmers who have committed suicides, providing safety equipment to sanitary workers to ensure their safety, promoting gender friendly facilities at worksites etc. – under MLA LADS funds?

a) Yes b) No

3.20.1 If Yes – which ones, how many times and what have been the quantum of funds.

3.20.2 If Yes How did you prioritize the issue

- a) public pressure / demand
- b) advocacy by interest groups like NGOs
- c) Issue raised during District Panchayat / Block Panchayat / Gram Panchayat / Gram Sabha meetings
- d) any other)

3.21 Have you taken any steps in making people aware about PESA, FRA, BD Act and Tribal rights in general?

3.22 Have MLALADS funds been provided to Gram Sabhas in PESA areas?

a) Yes b) No

3.22.1 If yes for what purposes?

3.22.2 If no, do you think MLA LADS funds should also be provided to Gram Sabhas (based on their demands) in consultation with the Gram Panchayat?

3.22.3 PESA, FRA, being Central legislations with rules to be framed by the State, what role have been played by you so far in strengthening its implementation in the interest of tribal communities.

3.22.4 Has there been any instance wherein you had to mediate between corporate interests and community rights (as per PESA / FRA) and find / propose a solution which is a win-win situation for both?

a) Yes b) No

3.22.4.1 If Yes; please quote a few of such instances.

3.22.5 Has there been any instance wherein you had to support and thus stood with the community / Gram Panchayat during a stand-off with any corporate / private sector interest?

a) Yes b) No

3.22.5.1 If yes, quote some examples.

3.23 What do you think are the areas where adequate and appropriate Capacity Development and Training of LB representatives are required?

3.24 Are Hon'ble MLA equipped / informed enough about issues related to PRIs?

3.25 Do you think Hon'ble MLA also need to be oriented / briefed about the current developments in Panchayati Raj so that they can also play a crucial role in working towards empowering them?

3.26 What kind of support systems should be there in the state to help PRIs function effectively? What role can be played by NGOs, Academic Institutions, Experts in improving the working and performance of PRIs?

3.27 Have you played any role in resolving issues between rural and urban local bodies?

a) Yes b) No

3.27.1 If Yes, Mention the development area

Water supply, sewerage, sanitation, public transport tackling issues like pollution, preventing wastage of crucial natural resources like water, over usage of groundwater, unplanned urban expansion and environmental degradation, any other?

3.28 Have you ever taken steps / supported local governments in organizing social and cultural events at their (LG) level?

a) Yes b) No

3.28.1 If Yes, mention the event with example crafts fairs/job melas/local sports/community or mass marriages etc.

4. District Planning Committees (DPCs) and Hon'ble MLA Interface

4.1 Is the DPC institution active in your district?

- a) Yes b) No

4.1.1 If yes, since how long?

4.1.2 If no, state the reasons.

4.2 What is your role in the functioning of DPC?

- a) You attend the DPC meetings regularly and help them in the preparation of district plans.
- b) You rarely attend the DPC meetings as special invitee / observer.
- c) Do you / your office recommend some schemes pertaining to your constituency to be incorporated in the district plans prepared by the DPC?
- d) Do you help the implementation of the schemes recommended by the DPC by allotting budgets from your MLA LADS Scheme?
- e) Any other involvement, (specify)?

4.3 In your view, how active and useful DPC in the preparation of district plans?

4.3.1 In most states, the Chief Planning Officer or the District Planning Officer and his/her office is entrusted with the task of handling the MP/MLA LADS funds whereas they should be playing a crucial role in assisting the DPC in the District Planning preparation process. What are your views on this?

4.3.1.1 According to you which should be the appropriate department / official who should be handling the MP/MLADS funds and all matters related to it?

- 4.4 Suggest ways and means to strengthen DPC in the district plan preparation.

5. DISHA Committee

- 5.1 Do you participate in the DISHA Committee meetings?

a) Yes b) No

- 5.1.1 If Yes, how often?

- 5.2 If Yes, in what capacity you participate in the Meetings?

- 5.3 If Yes, which schemes do you specifically focus upon in the Meetings?

6. Sansad Adarsh Gram Yojana

- 6.1 Did you recommend any GP for development under SAGY?

a) Yes b) No

- 6.2 If yes, how many and which are those GPs (name)?

- 6.3 What was the process followed for recommendation?

- 6.4 How often review meetings are held?

- 6.5 Do you attend the review meeting?

a) Yes b) No

- 6.5.1 If Yes, in what capacity you attend the review meetings?

6.6 Has the implementation process and outputs / outcomes as a result of implementation of SAGY been documented? What have been the findings / learnings?

6.7 Has good / successful cases / outputs been shared at the State level, with other GPs/DPs and with the concerned departments so that it can be replicated / customized for similar results? Please share a few instances.

7. Schedule V and Schedule VI States

7.1 Does your Constituency fall under Schedule V (PESA) or Schedule VI of the Indian Constitution?

a) Yes b) No

7.1.1 If Schedule V, do you participate in the general body meetings of ITDA/ITDP?

a) Yes b) No

7.1.2 If Yes, in what capacity?

7.1.3 Did you ever participate in a Grama Sabha meetings in PESA?

a) Yes b) No

7.1.4 If Yes, what was your role?

7.1.5 Do you spend the MLA LADS fund in PESA areas?

a) Yes b) No

7.1.6 If Yes, how much proportion to the total?

7.1.7 What are the broader areas that you get involved at the Grama Sabha level?

- Protection of tribal customs, traditions, identity
- Maintenance of peace and conflict resolution
- Management of Minor Forest Produce
- Management of Mines and Minerals, granting of license or mining lease
- Management of Land acquisition issues/ land alienation
- Management of village markets
- Prohibition/ regulation of sale and consumption of intoxicants
- Others (Please specify)

7.2 If Schedule VI,

7.2.1 Briefly outline your role in District Autonomous Councils?

7.2.2 How often you participate in the Council meetings and in what capacity?

7.3 Are there any instances where the Hon'ble MP/MLA has facilitated in providing Community Forest Rights/ Individual Forest Rights under the FR Act 2006.

a) Yes

b) No

7.3.1 If yes, please give examples.

7.3.1.1 If no, do you think Hon'ble MPs/MLAs take interest in FR matters and should any support be expected from them in that regard?

7.3.2 Are there any instances wherein the Hon'ble MP/MLA have played an important role in implementation of the provisions of FR Act in favour of the community or have intervened in conflict resolution between the community and the Forest Department? If yes, please provide an instance/example.

7.3.2.1 Has there been any instance of the community developing a plan (as per FRA guidelines) to develop, conserve, utilise resources in areas claimed under CFR? If yes, please provide an example.

7.3.3 In many instances, especially in forest villages, the forest department do not allow the implementation of many developmental activities by other line departments through respective schemes and programmes. Are there any instances where Hon'ble MP/MLA has intervened and resolved such deadlocks and facilitated implementation of development programmes?

a) Yes

b) No

7.3.3.1 If yes please provide examples.

7.3.3.2 If No, what have been the overall reaction of higher level ERs when such matters are raised in their presence?

Strengthening Interface Between Panchayats (PRIs) and Elected Representatives of Parliament and State Legislatures

Schedule for Hon'ble Member of Parliament (MP)

1. Background Profile:

- 1.1 Name: Shri / Smt / Ms / Dr.....
- 1.2 Constituency:
- 1.3 Gender:
- 1.4 Education:
- 1.5 State / Union Territory:
- 1.6 Is it the first time you are serving as Hon'ble MP?
a) Yes b) No
- 1.7 If no, since how many terms you are serving as Hon'ble MP / MLA? ...
- 1.8 Since when are you in this current position?

2. Interface with Local Governments and People's Representatives

- 2.1 In which of the following meetings you participate and how often?
 - a) Zilla Panchayat (ZP) / District Panchayat
 - b) Block Panchayat (BP)
 - c) Grama Panchayat (GP)
 - d) District Planning Committee (DPC)
 - e) District Development Coordination and Monitoring (DISHA) Committee
 - f) Sansad Adarsh Gram Yojana (SAGY) Committee
 - g) Others (Please specify)
- 2.2 What is your role in these bodies?
- 2.3 Do you have voting rights in these bodies, or you represent them as Ex officio Member?

2.4 Do you preside the meetings of the ZP / DP?

2.5 How would you rate your relationship with the –

2.5.1 District Panchayat President

- | | |
|-------------------|-------------------------|
| a) Cordial | c) Not in talking terms |
| b) Not so cordial | d) Unfriendly |

2.5.2 Block Panchayat President

- | | |
|-------------------|-------------------------|
| a) Cordial | c) Not in talking terms |
| b) Not so cordial | d) Unfriendly |

2.5.3 Village Panchayat President

- | | |
|-------------------|-------------------------|
| a) Cordial | c) Not in talking terms |
| b) Not so cordial | d) Unfriendly |

2.6 What are the different reasons for which the DP / BP / GP Presidents / Representatives approach you?

- a) Request for funds
- b) To Brief you about the progress of schemes in their jurisdiction
- c) To Seek intervention in conflict resolution amongst local bodies or administrative machinery
- d) To invite to the General Body Meetings, Gram Sabha etc.
- e) To Raise critical issues and gaps related to development
- f) Any other

2.7 Do ZP / BP Chairpersons approach you for funds to their development activities

- a) Yes b) No

2.7.1 If Yes, How many times did they approach you during your tenure and for which demands?

2.8 What is the frequency of your meetings with Local Body Representatives who belong to other political parties?

- a) Once a month
- b) Once a quarter
- c) once in six months
- d) once in a year/never happened so far since being elected).

2.8.1 How would you rate the quality of such meetings / interactions.

- a) Cordial
- b) Not so cordial
- c) Confrontational or Argumentative
- d) One way communication

2.8.2 In case there have not been any meetings with representatives of other political parties so far or in case of a meeting, it has been argumentative or confrontational, what do you think are the key reasons behind the same?

2.8.3 What are the issues usually discussed between you and representatives of other political parties?

2.9 Have you played any role so far in improving the vertical coordination between GP, BP and DP and horizontal coordination between GPs?

- a) Yes
- b) No

2.9.1 If yes, please give some examples.

2.9.2 What role can be played by Hon'ble MPs / MLAs in strengthening both the aspects of coordination?

3. MP LADS and their role in Local Government Development

3.1 What is the criteria for expenditure of MP LADS fund?

or

How do you decide to spend the MP LADS fund?

- a) Direct request from the public
- b) Request from the LB representative
- c) Expenditure prioritized as per the LB plan
- d) Political compulsions
- e) Any other reason

3.2 What has been the quantum of funds allotted to works / projects proposed by Local Governments / Panchayats during your tenure?

3.3 Which are the sectors wherein MP LADS funds have been spent?

(The list of 29 subjects in the XIth Schedule can be inserted here as a probing).

3.4 Have you ever encountered a situation wherein a Block Panchayat or DP President / Member has approached you for funds to be spent for a particular work in the jurisdiction of a GP, but has been opposed by the GP due to some reason?

- a) Yes
- b) No

3.5 How many times have you referred to the Local Body plan such as the GPDP or the Annual Block Panchayat or District Panchayat plan in deciding the allotment of funds under MP LADS?

3.6 Have you ever informed the Local Bodies (as part of a resource envelope) about the quantum of funds that can be provided to them so that while preparing their annual plan, they can prioritize projects / works under MP LADS?

3.7 How are these schemes identified?

- a) By the Local Governments in their meetings.
- b) By Hon'ble MPs / MLAs directly.

3.7.1 Are these schemes vetted by the ZP / DP or BP or GP Meetings?

3.8 What is the role of the officials such as District Collectors / CEO of District Panchayat in identification of these projects?

3.8.1 Which one of the following do you think is a much more effective way of ensuring implementation of MPLADS along with better monitoring and results

- a) The funds getting transferred to the line departments and they implement the work in the local body jurisdiction (**OR**)
- b) The funds getting transferred to the local body account directly and they take up the responsibility of implementation with the participation of the Gram Sabhas.

3.9 Do you / your office supervise / monitor the implementation of such schemes or leave it to local government officials?

- a) Yes
- b) No

3.9.1 If Yes, what is the monitoring mechanism?

3.10 In general, are you satisfied with the quality of the schemes implemented by local governments under MP LADS programme?

- a) Yes
- b) No

3.10.1 If yes – why?

3.10.2 If No – why?

3.11 What are your suggestions for the improvement of MP LADS programmes?

3.12 As strongly expressed by many Constitutional and legal experts from time to time and as recommended by the 2nd Administrative Reforms Commission, MP and MLA LADS need to be abolished because of its unconstitutional nature. Do you think that these schemes should be abolished

or

The authority to take up works should be limited to only a few sectors and a bulk of the funds under MP LADS need to be kept at the disposal of the local governments to be planned or implemented by them?

a) Yes b) No

3.12.1 If Yes, why?

3.12.2 If no, why?

3.13 In an era where the Government of India / State Governments are advocating for greater devolution to Local Bodies (especially through Central and State Finance Commissions), what according to you the rationale of MP LADS funds vested with you when the projects are to be implemented at the local government level?

3.14 What are your suggestions for improving the relationship between local government representatives and higher-level people's representatives such as Hon'ble MPs / MLAs?

3.15 In what all ways can Hon'ble MPs extend support and co-operation to LBs to make their working more effective, result oriented and most importantly, inclusive so that every resident of the Panchayat / Village, irrespective of political affiliation, caste, class, gender, physical ability - gets an opportunity to be a part of the development process and reap its benefits.

3.16 Do you think Panchayati Raj should continue to be a State subject (as per principles of Federalism) or should it be in the Concurrent List?

3.17 Do you think steps taken by the Ministry of Panchayati Raj in the form of orders / guidelines / directives / circulars for States are always helpful and taken in a positive spirit?

a) Yes b) No

3.17.1 If No, what are the reasons? In case there are no compulsions from the Central Government on the State Govt. to comply with certain instructions and orders related to PR, do you think the State could dilute whatever provisions exists towards strengthening LBs? What according to you, the Centre should do in order to facilitate / support states towards empowerment of LBs with devolution of functions, funds and functionaries.

3.18 Are you aware about the 17 Sustainable Development Goals (SDGs)? Has there been any orientation of MP's on SDG's so far?

a) Yes b) No

3.18.1 The Ministry of Panchayati Raj has prepared a detailed guide for Localization of SDGs and State Governments have also prepared action plans / indicators in order to localize the goals and help in meeting them. How can MP LADS help in the achievement of Sustainable Development Goals?

3.19 What are the five crucial areas / issues / gaps in your district / constituency that need immediate and a sustainable solution and what have you done in tackling it, with / without the help of LBs, using the MP LADS funds?

3.20 Have you ever prioritized issues like women's safety in public places, women's empowerment, domestic violence, provision of eco-friendly sanitary pads in schools, environmental conservation and eco-restoration, making public spaces disabled friendly, supporting families of farmers who have committed suicides, providing safety equipment to sanitary workers to ensure their safety, promoting gender friendly facilities at worksites etc. – under MP LADS funds?

a) Yes b) No

3.20.1 If Yes – which ones, how many times and what have been the quantum of funds.

3.20.2 If Yes How did you prioritize the issue

- a) public pressure / demand
- b) advocacy by interest groups like NGOs
- c) Issue raised during District Panchayat / Block Panchayat / Gram Panchayat / Gram Sabha meetings
- d) any other

3.21 Have you taken any steps in making people aware about PESA, FRA, BD Act and Tribal rights in general?

3.22 Are MPLADS funds being provided to Gram Sabhas in PESA areas?

a) Yes b) No

3.22.1 If yes for what purposes?

3.22.2 If no, do you think MP LADS funds should also be provided to Gram Sabhas (based on their demands) in consultation with the Gram Panchayat?

3.22.3 PESA, FRA, being Central legislations with rules to be framed by the State, what role have been played by you so far in strengthening its implementation in the interest of tribal communities.

3.22.4 Has there been any instance wherein you had to mediate between corporate interests and community rights (as per PESA / FRA) and find / propose a solution which is a win-win situation for both?

a) Yes b) No

3.22.4.1 If Yes, please quote a few of such instances.

3.22.5 Has there been any instance wherein you had to support and thus stood with the community / Gram Panchayat during a stand-off with any corporate / private sector interest?

a) Yes b) No

3.22.5.1 If yes, quote some examples.

3.23 What do you think are the areas where adequate and appropriate Capacity Development and Training of LB representatives are required?

3.24 Are Hon'ble MPs equipped / informed enough about issues related to PRIs?

3.25 Do you think Hon'ble MPs also need to be oriented / briefed about the current developments in Panchayati Raj so that they can also play a crucial role in working towards empowering them?

3.26 What kind of support systems should be there in the state to help PRIs function effectively? What role can be played by NGOs, Academic Institutions, Experts in improving the working and performance of PRIs?

3.27 Have you played any role in resolving issues between rural and urban local bodies?

a) Yes b) No

3.27.1 If Yes, Mention the development area

Water supply, sewerage, sanitation, public transport tackling issues like pollution, preventing wastage of crucial natural resources like water, over usage of groundwater, unplanned urban expansion and environmental degradation, any other?

3.28 Have you ever taken steps / supported local governments in organizing social and cultural events at their (LG) level?

3.28.1 If Yes, mention the event with example crafts fairs/job melas/local sports/community or mass marriages etc.

4. District Planning Committees (DPCs) and MP Interface

4.1 Is the DPC institution active in your district?

- a) Yes b) No

4.1.1 If yes, since how long?

4.1.2 If no, state the reasons.

4.2 What is your role in the functioning of DPC?

- a) You attend the DPC meetings regularly and help them in the preparation of district plans.
- b) You rarely attend the DPC meetings as special invitee / observer.
- c) Do you / your office recommend some schemes pertaining to your constituency to be incorporated in the district plans prepared by the DPC?
- d) Do you help the implementation of the schemes recommended by the DPC by allotting budgets from your MP LADS Scheme?
- e) Any other involvement, (specify)?

4.3 In your view, how active and useful are the DPC's in the preparation of district plans?

4.3.1 In most states, the Chief Planning Officer or the District Planning Officer and his/her office is entrusted with the task of handling the MP/MLA LADS funds whereas they should be playing a crucial role in assisting the DPC in the District Planning preparation process. What are your views on this?

4.3.1.1 According to you which should be the appropriate department / official who should be handling the MP/MLADS funds and all matters related to it?

4.4 Suggest ways and means to strengthen DPC in the district plan preparation.

5. DISHA Committee

5.1 Do you participate in the DISHA Committee meetings?

a) Yes b) No

5.1.1 If Yes, how often?

5.2 If Yes, in what capacity you participate in the Meetings?

5.3 If Yes, which schemes do you specifically focus upon in the Meetings?

6. Sansad Adarsh Gram Yojna

6.1 Did you recommend any GP for development under SAGY?

a) Yes b) No

6.2 If yes, how many and which are those GPs (name)?

6.3 What was the process followed for recommendation?

6.4 How often review meetings are held?

6.5 Do you attend the review meeting?

a) Yes b) No

6.5.1 If Yes, in what capacity you attend the review meetings?

6.6 Has the implementation process and outputs / outcomes as a result of implementation of SAGY been documented? What have been the findings / learnings?

6.7 Has good / successful cases / outputs been shared at the State level, with other GPs/DPs and with the concerned departments so that it can be replicated / customized for similar results? Please share a few instances.

7. Schedule V and Schedule VI States

7.1 Does your Constituency fall under Schedule V (PESA) or Schedule VI of the Indian Constitution?

a) Yes b) No

7.1.1 If Schedule V, Do you participate in the general body meetings of ITDA/ITDP?

a) Yes b) No

7.1.2 If Yes, in what capacity?

7.1.3 Did you ever participate in a Grama Sabha meetings in PESA?

a) Yes b) No

7.1.4 If Yes, what was your role?

7.1.5 Do you spend the MPLADS fund in PESA areas?

a) Yes b) No

7.1.6 If Yes, how much proportion to the total?

7.1.7 What are the broader areas that you get involved at the Grama Sabha level?

- Protection of tribal customs, traditions, identity
- Maintenance of peace and conflict resolution
- Management of Minor Forest Produce
- Management of Mines and Minerals, granting of license or mining lease
- Management of Land acquisition issues/ land alienation
- Management of village markets
- Prohibition/ regulation of sale and consumption of intoxicants
- Others (Please specify)

7.2 If Schedule VI,

7.2.1 Briefly outline your role in District Autonomous Councils?

7.2.2 How often you participate in the Council meetings and in what capacity?

7.3 Are there any instances where the Hon'ble MP/MLA has facilitated in providing Community Forest Rights/ Individual Forest Rights under the FR Act 2006.

a) Yes b) No

7.3.1 If yes, please give examples.

7.3.2 If no, do you think Hon'ble MPs/MLAs take interest in FR matters and should any support be expected from them in that regard?

7.4 Are there any instances wherein the Hon'ble MP/MLA have played an important role in implementation of the provisions of FR Act in favour of the community or have intervened in conflict resolution between the community and the Forest Department? If yes, please provide an instance/example.

7.4.1 Has there been any instance of the community developing a plan (as per FRA guidelines) to develop, conserve, utilise resources in areas claimed under CFR? If yes, please provide an example.

7.5 In many instances, especially in forest villages, the forest department do not allow the implementation of many developmental activities by other line departments through respective schemes and programmes. Are there any instances where Hon'ble MP/MLA has intervened and resolved such deadlocks and facilitated implementation of development programmes?

a) Yes b) No

7.5.1 If yes please provide examples.

7.5.2 If No, what have been the overall reaction of higher level ERs when such matters are raised in their presence?

District level status of MPLADS Fund- 17th Lok Sabha														
Note: This sheet had to be filled seperately for all the Hon'ble Lok Sabha MPs as applicable in the district														
State / UT:						Nodal Officer for MPLADS:								
District:						Nodal Dept. for MPLADS Scheme:								
Name of the Hon'ble MP:						Nodal District for MPLADS:								
Total No. of districts in the Hon'ble MP Constituency:						District of implementation for MPLADS:								
S No.	Block	Name of the Gram Panchayat / Habitation	Name of the Work	Work Code as per the MPLADS Guidelines	Locality	Date of Proposal	Estd. Cost	Percentage of funding through MPLADS out of total estimate	Date of Sanction	Total Amt. released	Department	Executing Agency	Status of Work	Remarks
0	1	2	3	4	5	6	7	8	9	10	11	12	13	14

District level MPLADS Fund at a Glance- 17th Lok Sabha

State/ UT:									
District:									
S No.	Name of Hon'ble MP and Constituency	Is your district the nodal district for MPLADS (Yes/No)	Fund Released	Amount available with interest	Cumulative amount recommended by Hon'ble MP	Amount Sanctioned	Expenditure Incurred	Percent of Utilisation Over Released	Unspent Balance
0	1	2	3	4	5	6	7	8	9

District level MPLADS Fund at a Glance- 16th Lok Sabha									
State / UT:									
District:									
S No.	Name of Hon'ble MP and Constituency	Is your district the nodal district for MPLADS (Yes/No)	Fund Released	Amount available with interest	Cumulative amount recommended by Hon'ble MP	Amount Sanctioned	Expenditure Incurred	Percent of Utilisation Over Released	Unspent Balance
0	1	2	3	4	5	6	7	8	9

District Level Status of MLALADS Fund- Respective Current Tenures of Legislative Assemblies													
Note: This sheet had to be filled seperately for all the Hon'ble MLAs as applicable in the district													
State / UT:						Nodal Officer for MLALADS:							
District:						Nodal Dept. for MLALADS:							
Name of the Hon'ble MLA:						Nodal District for MLALADS:							
Total No. of districts in the Hon'ble MLA Constituency:						District of implementation for MLALADS:							
Entitlement:													
S No.	Block	Name of the Gram Panchayat/Habitation	Name of the Work	Locality	Date of Proposal	Estd. Cost	Percentage of funding through MPLADS out of total estimate	Date of Sanction	Total Amt. released	Department	Executing Agency	Status of Work	Remarks
0	1	2	3	4	5	6	7	8	9	10	11	12	13

Sansad Adarsh Gram Yojna (SAGY)													
State/ UT:													
District:													
No. of SAGY GPs	Constitution of District Level Committee (Yes/ No)	Composition				Detailed composition	Chairperson	Supervising Officer /Convenor / Secretary	Nodal Department	No of meetings in an year		Permanent / Special Invitees to SAGY	Salient features
		Elected Reps.	Executives / Govt. officers	Others	Total					Mandatory	Actual		

District Planning Committee																		
State/ UT:																		
District:																		
Constitution of DPC (Yes/No)	Composition of DPC			Detailed composition	Chairperson	Supervising officer/ Secretary/ Convenor	No of meetings in an year		DPC elections conducted or not (Yes/No)	Permanent/Special Invitees to DPC	Existence of District Planning Committee Act (Yes/No)	Salient features	Formulation of DDP (Yes/No)	Latest Year of formulation	Any technical Agency engaged for preaparation of DDP Yes/No)	Name of the agency prepared DPDP	Any other arrangement to prepare DDP	Reference links/ Enclose a copy of the Act or any relevant document if any
	Elected	Nominated	Total				Mandatory	Actual										

District Development Coordination and Monitoring (DISHA) Committee												
State/ UT:												
District:												
Constitution of DISHA (Yes / No)	Composition of DISHA				Detailed composition	Chairperson	Co-Chairpersons	Supervising officer / Secretary / Convenor	No of meetings in an year		Permanent / Special Invitees to DISHA	Salient features
	Elected Reps.	Executives / Govt. officers	Others	Total					Mandatory	Actual		

ANNEXURE - II

LIST OF SAMPLE DISTRICTS UNDER THE STUDY

S No.	State/ UT	Name of the Hon'ble MP	Constituency	District	Percent of MPLADS Fund Utilisation Over Released
1	Andhra Pradesh	Shri Y. S. Avinash Reddy	Kadapa	Kadapa	99
2		Ms. Goddeti Madhavi	Araku (ST)	Alluri Seetharama Raju Dist.	48
3		Shri. Balashowry Vallabbhaneni	Machilipatnam	Krishna	19
4	Andaman and Nicobar Islands	SHRI. kuldeep rai sharma	Andaman and Nicobar Islands	South Andaman (Port Blair)	15
5	Arunachal Pradesh	Shri Tapir Gao	Arunachal EAST	East Siang	64
6	Assam	Shri Naba (Hira) Kumar Sarania	Kokrajhar (ST)	Kokrajhar	95
7		Shri Topon Kumar Gogoi	Jorhat	Jorhat	30
8	Bihar	Shri Dileshwar Kamait	Supaul	Supaul	102
9		Shri Pashupati Kumar Paras	Hajipur (SC)	Vaishali	66
10		Shri Ashwini Kumar Choubey	Buxar	Buxar	35
11		Shri Prince Raj	Samastipur (SC)	Samastipur	6
12	Chhattisgarh	Smt Gomati Sai Raigarh (ST)	Raigarh (ST)	Raigarh	80
13		Shri. Arun Sao Bilaspur	Bilaspur	Bilaspur	34
14	Dadra & Nagar Haveli and Daman & Diu	Shri Mohanbhai Sanjibhai Delkar	Dadra & Nagar Haveli (ST)	Dadra & Nagar Haveli	71
15	Goa	Shri Francisco Cosme Sardinha	South Goa	South Goa	35
16	Gujarat	Smt. Ranjanben Dhananjay Bhatt	Vadodara	Vadodara	115
17		Shri Dipsinh Shankarsinh Rathod	Sabarkantha	Sabarkantha	75
18		Shri Prabhubhai Nagarbhai Vasava	Bardoli (ST)	Surat	54
19		Smt. Shardaben Anilbhai Patel	Mahesana	Mahesana	35

S No.	State/ UT	Name of the Hon'ble MP	Constituency	District	Percent of MPLADS Fund Utilisation Over Released
20	Haryana	Shri Dharambir Singh	Bhiwani Mahendragarh	Mahendragarh	75
21		Dr. Arvind Kumar Sharma	Rohtak	Rohtak	23
22	Himachal Pradesh	Shri Ram Swaroop Sharma	Mandi	Mandi	119
23	Jammu & Kashmir	Dr. Farooq Abdullah	Srinagar	Srinagar	89
24		Shri Hasnain Masoodi	Anantnag	Anantnag	28
25	Jharkhand	Shri Vijay Kumar Hansdak	Rajmahal (ST)	Sahebganj	125
26		Shri. Chandra Prakash Choudhary	Giridih	Dhanbad	31
27	Karnataka	Shri Gangasandra Siddappa Basavaraj	Tumkur	Tumkur	143
28		Shri Sanganna Amarappa Karadi	Koppal	Koppal	69
29		L.S. Tejasvi Surya	Bangalore Urban	Bangalore Urban	32
30	Kerala	Shri Kunhalikutty P.K.	Malappuram	Malappuram	72
31		SHRI. Kumbakudi Sudhakaran	Kannur	Kannur	40
32		Shri Behanan Benny	Chalakyudy	Ernakulam/Thrissur	24
33	Ladakh	SHRI. Jamyang Tsering Namgyal	ladakh	Leh	48
34	Lakshadweep	Shri Faizal P.P. Mohammed	Lakshadweep (ST)	Lakshadweep	2
35	Madhya Pradesh	Shri Rakesh Singh	Jabalpur	Jabalpur	98
36		Shri Mahendra Singh Solanky	Dewas (SC)	Dewas	76
37		Shri Nakul K. Nath	Chhindwara	Chhindwara	58
38		Shri Sudheer Gupta	Mandsour	Mandsaur	41
39		Smt. Riti Pathak	Sidhi	Sidhi	22
40	Maharashtra	Dr. Heena Vijaykumar Gavit	Nandurbar (ST)	Nandurbar	94
41		Shri Rajendra Dhedya Gavit	Palghar (ST)	Palghar	70
42		Shri Sunil Dattatray Tatkar	Raigad	Raigad	56

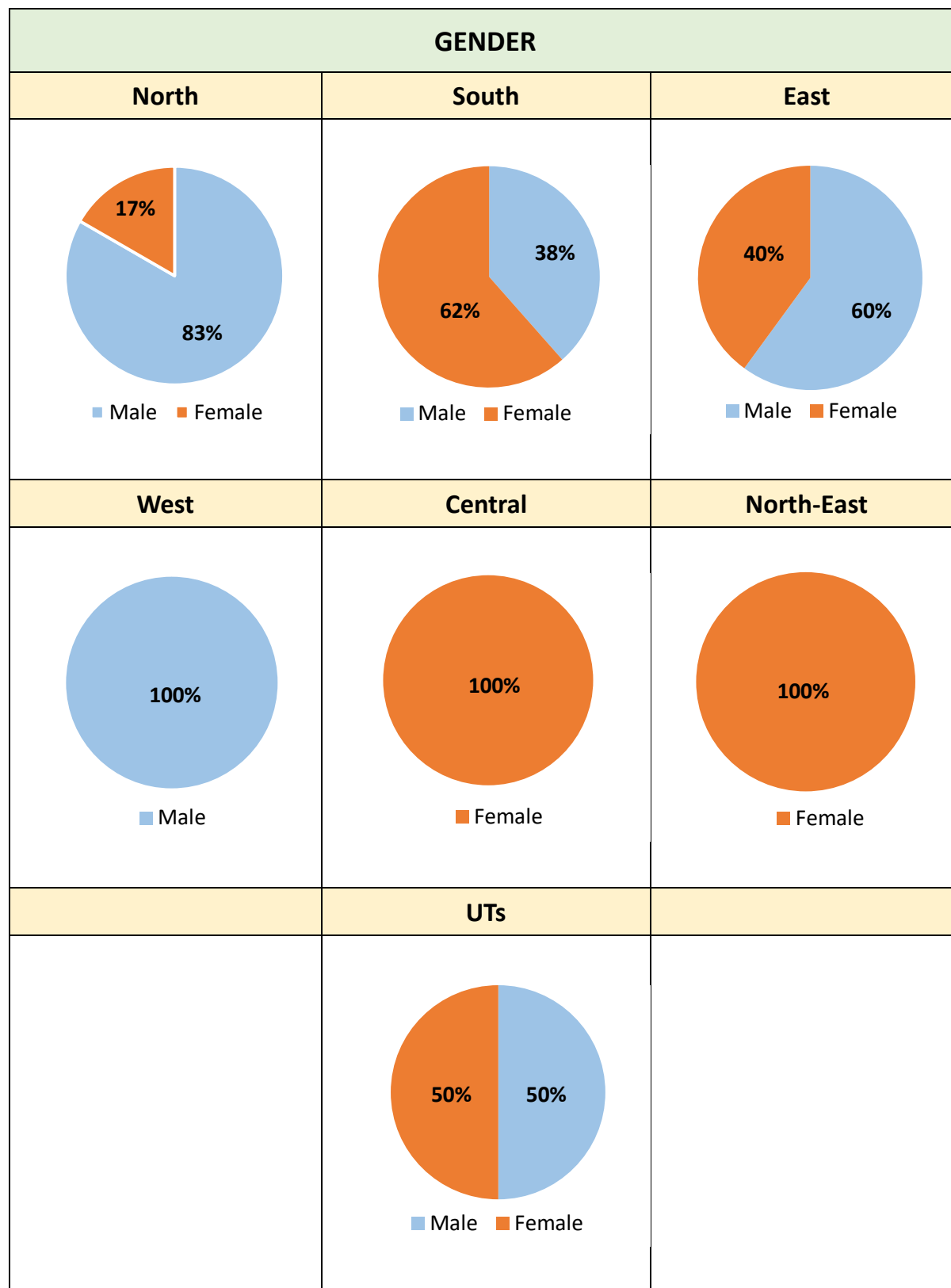
S No.	State/ UT	Name of the Hon'ble MP	Constituency	District	Percent of MPLADS Fund Utilisation Over Released
43		Shri Arvind Ganpat Sawant	Mumbai South	Mumbai City	40
44		Ms. Bhavana Gawali (Patil)	Yavatmal-Washim	Yavatmal/Washim	22
45	Manipur	Dr. Lorho S. Pfoze	Outer Manipur (ST)	Thoubal/Senapati	58
46	Meghalaya	Shri Vincent H Pala	Shillong	East Khasi/West Khasi	66
47	Mizoram	SHRI. C Lalrosanga	Mizoram (ST)	Aizawl	36
48	Nagaland	Shri Tokheho Yephthomi	Nagaland	Mokokchung/Mon	72
49	Odisha	Shri Mahesh Sahoo	Dhenkanal	Dhenkanal	108
50		Shri Pratap Chandra Sarangi	Balasore	Balasore	10
51	Puducherry	Shri Vaithilingam Ve.	Pondicherry	Puducherry	20
52	Punjab	Shri Jasbir Singh Gill	Khadoor Sahib	Tarn Taran	82
53		Shri Som Parkash	Hoshiarpur (SC)	Hoshiarpur	34
54	Rajasthan	Ms. Diya Kumari	Rajsamand	Rajsamand	123
55		Shri Sumedhanand Saraswati	Sikar	Sikar	59
56		Shri Chandra Prakash Joshi	Chittorgarh	Chittorgarh	38
57		Col. (Retd.) Rajyavardhan Singh Rathore	Jaipur Rural	Jaipur	7
58	Sikkim	Shri Indra Hang Subba	Sikkim	East Sikkim	55
59	Tamil Nadu	DM Kathir Anand	Vellore	Vellore	97
60		Shri K. Shanmuga Sundaram	Pollachi	Coimbatore	63
61		Shri Manickam Tagore B	Virudhunagar	Virudhunagar/Madurai	56
62		Shri Karti P Chidambaram	Sivaganga	Sivaganga	47
63		Shri A. Ganeshamurthi	Erode	Erode	32
64	Telangana	Shri Soyam Babu Rao	Adilabad (ST)	Adilabad	62
65		Shri Sanjay Kumar Bandi	Karimnagar	Karimnagar	43

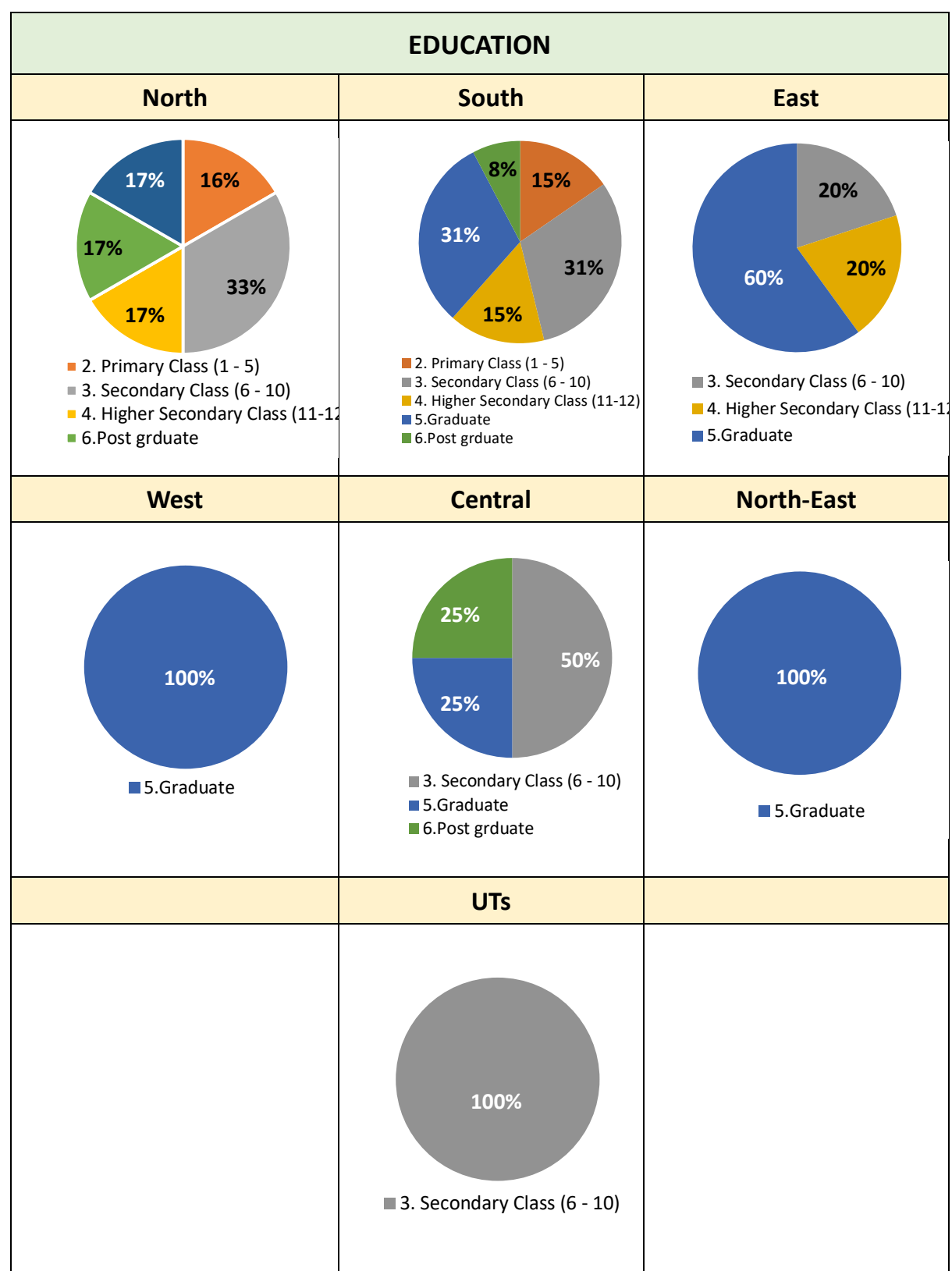
S No.	State/ UT	Name of the Hon’ble MP	Constituency	District	Percent of MPLADS Fund Utilisation Over Released
66		Shri Anumula Revanth Reddy	Malkajgiri	Medchal-Malkajgiri	22
67	Tripura	Shri Rebati Tripura	Tripura East (ST)	North Tripura	57
68	Uttar Pradesh	Shri Vijay Kumar Dubey	Kushi Nagar	Kushinagar	89
69		Dr. Mahesh Sharma	Gautam Buddha Nagar	Gautam Buddh Nagar	82
70		Shri Girish Chandra	Nagina (SC)	Bijnor	71
71		Shri Rajendra Agrawal	Meerut	Meerut	62
72		Smt Niranjana Jyoti	Fatehpur	Fatehpur	51
73		Shri Bhanu Pratap Singh Verma	Jalaun (SC)	Jalaun	43
74		Shri Afzal Ansari	Ghazipur	Ghazipur	30
75		Vijay Kumar Singh (Retd.) General (Dr.)	Ghaziabad	Ghaziabad	24
76		Shri Shyam Yadav Singh	Jaunpur	Jaunpur	8
77	Uttarakhand	Smt. Mala Rajya Laxmi Shah	Tehri Garhwal	Dehradun	71
78	West Bengal	Shri Asit Kumar Mal	Bolpur (SC)	Birbhum	116
79		Shri John Barla	Alipurduars (ST)	Alipurduar	68
80		Shri Choudhury Mohan Jatua	Mathurapur (SC)	South 24 Paraganas	48
81		Shri Nisith Pramanik	Coochbehar (SC)	Cooch Behar	34
82		Dr. Subhas Sarkar	Bankura	Bankura	8

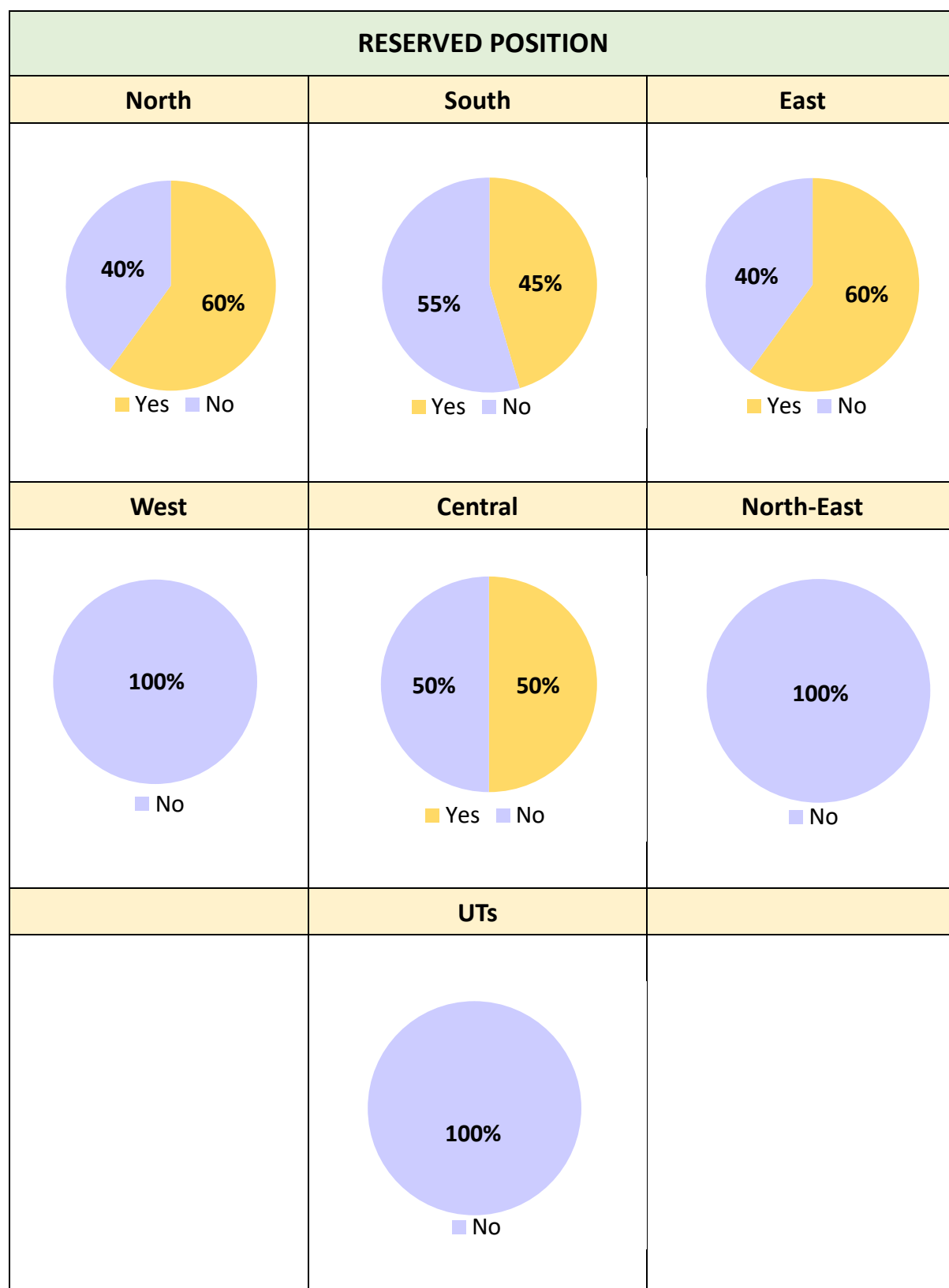
Constituency selection: Stratified random sampling method based on the percent of utilization of MPLADS funds over the released by respective Hon’ble MPs during the tenure of 17th Lok Sabha (as on 23rd Aug 2022). The % utilization had been classified under three major heads viz. High, Moderate, and Low based on the maximum, and minimum spending boundaries in a given constituency. The ones with no spending are not included in the sample. The sample also has Constituencies with utilization more the 100%, which indicated spillover/ carry forward amount.

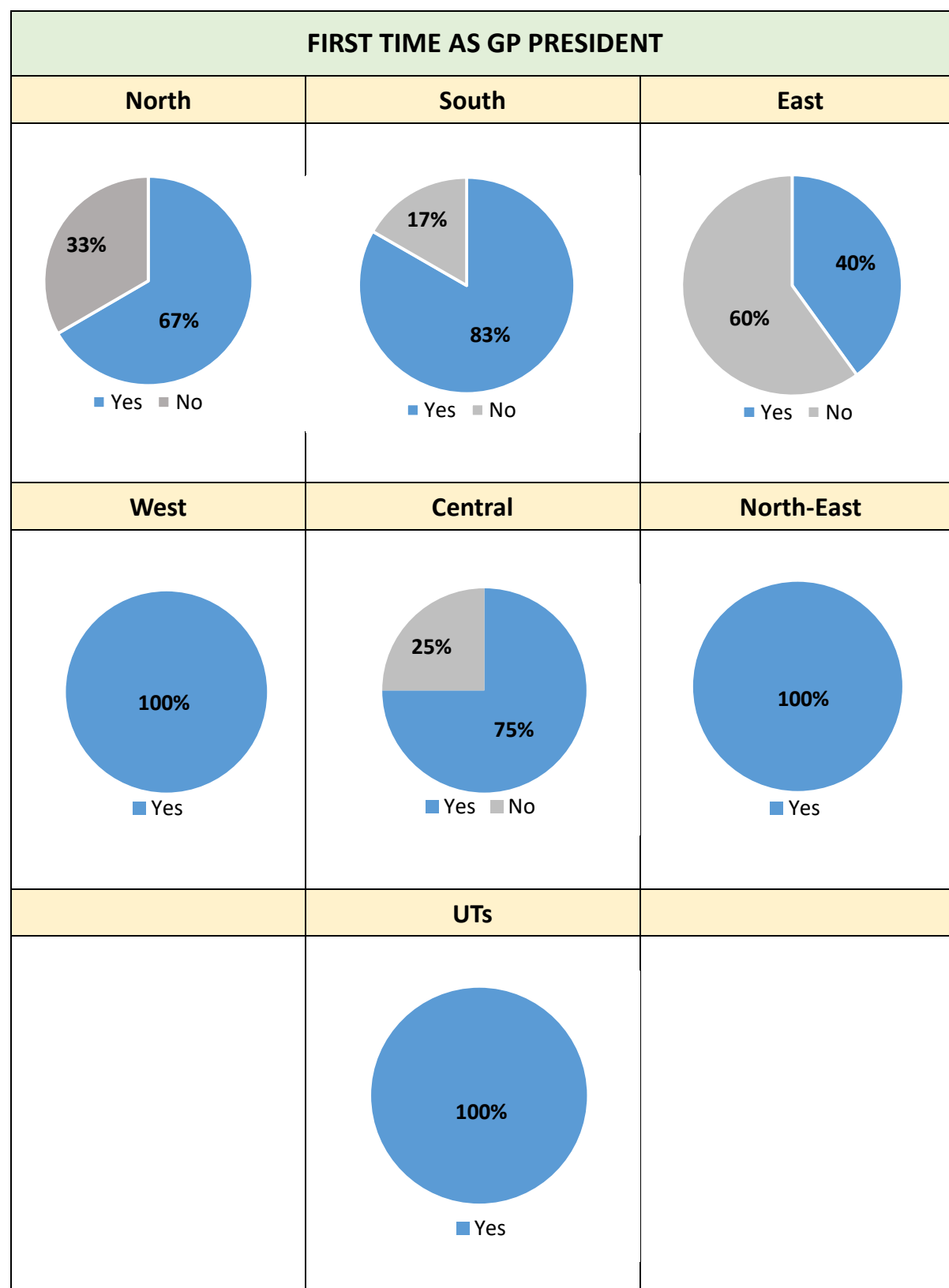
ANNEXURE - III

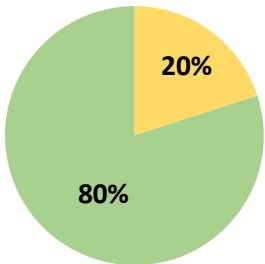
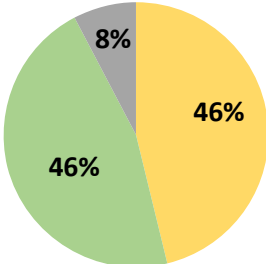
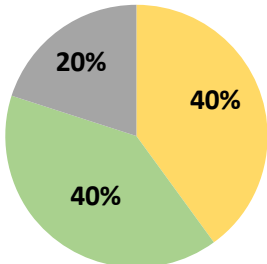
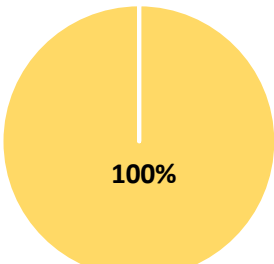
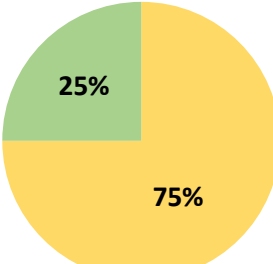
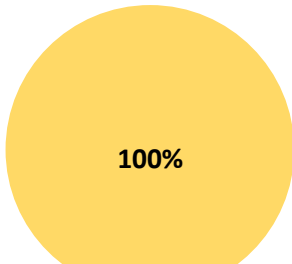
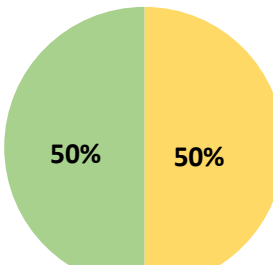
ZONE WISE ANALYSIS: GRAM PANCHAYAT PRESIDENT DATA

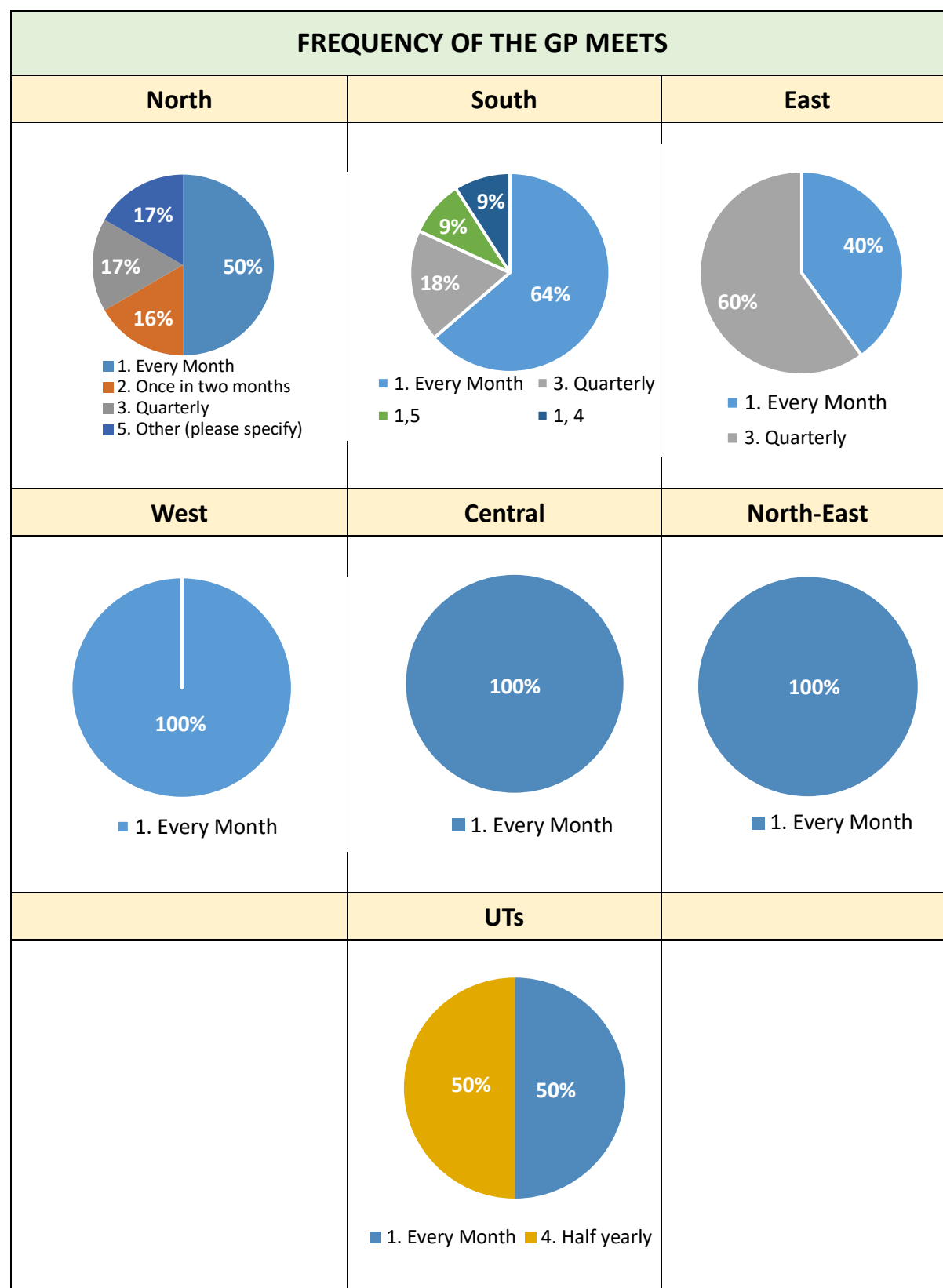


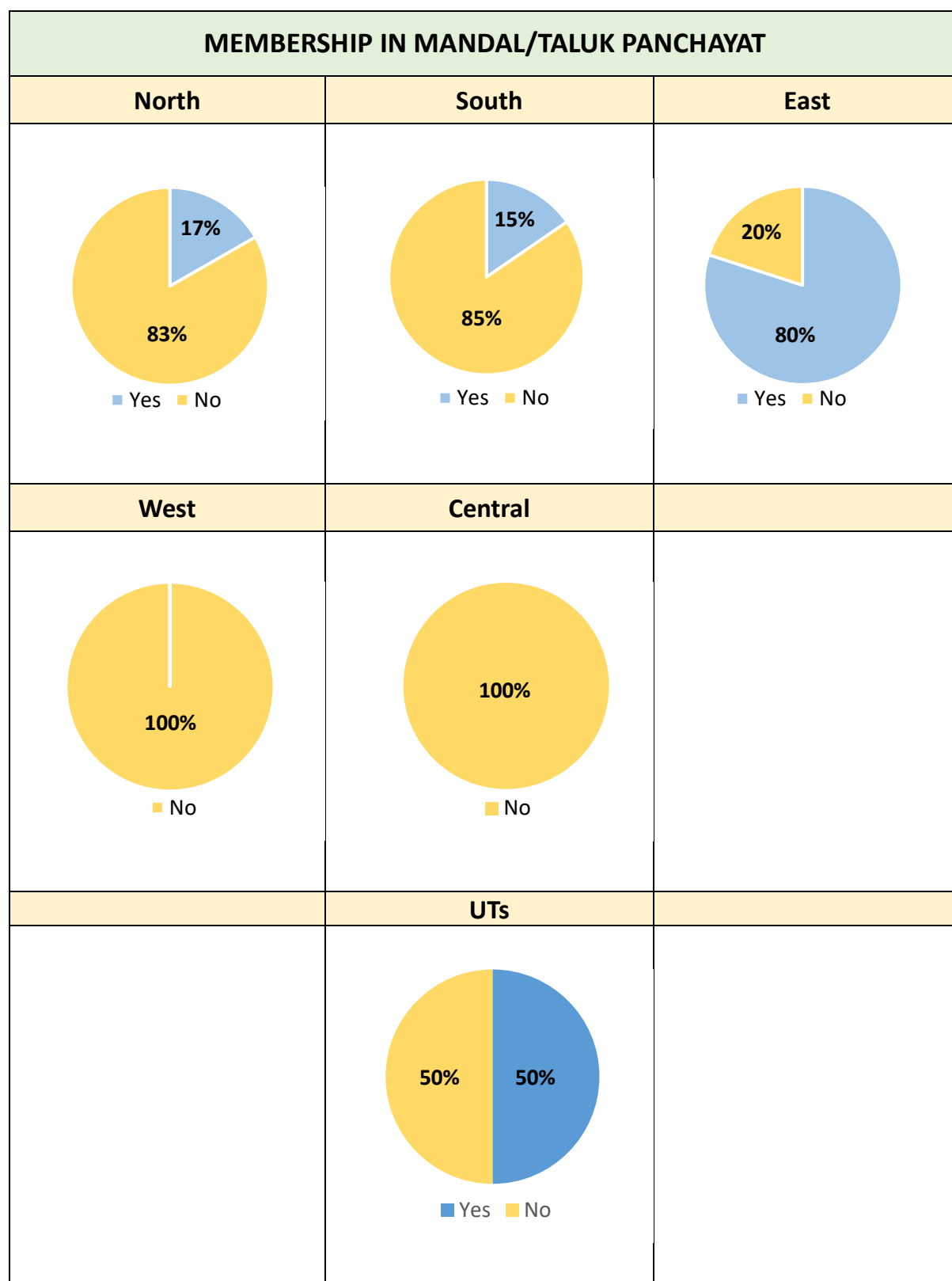


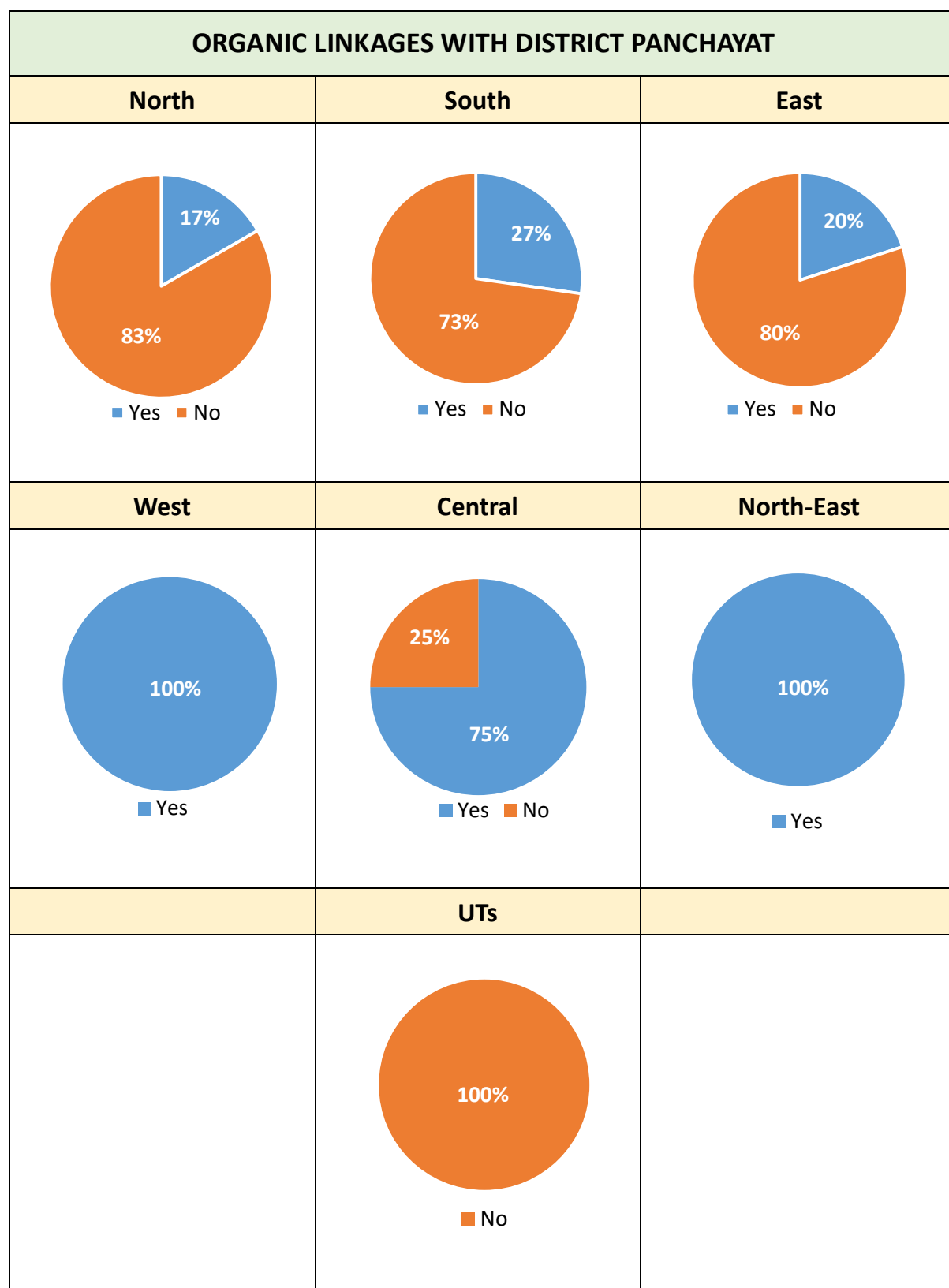


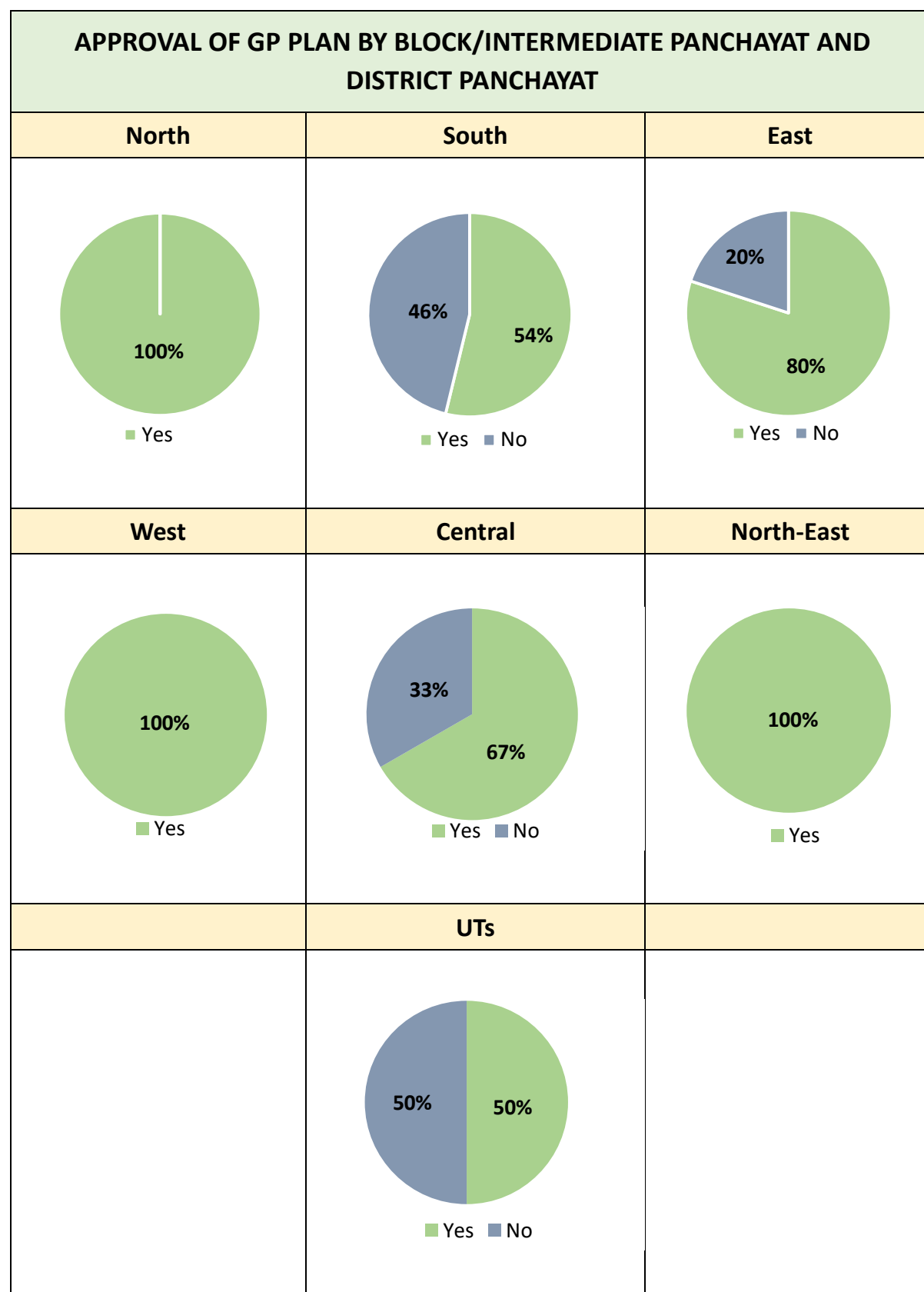


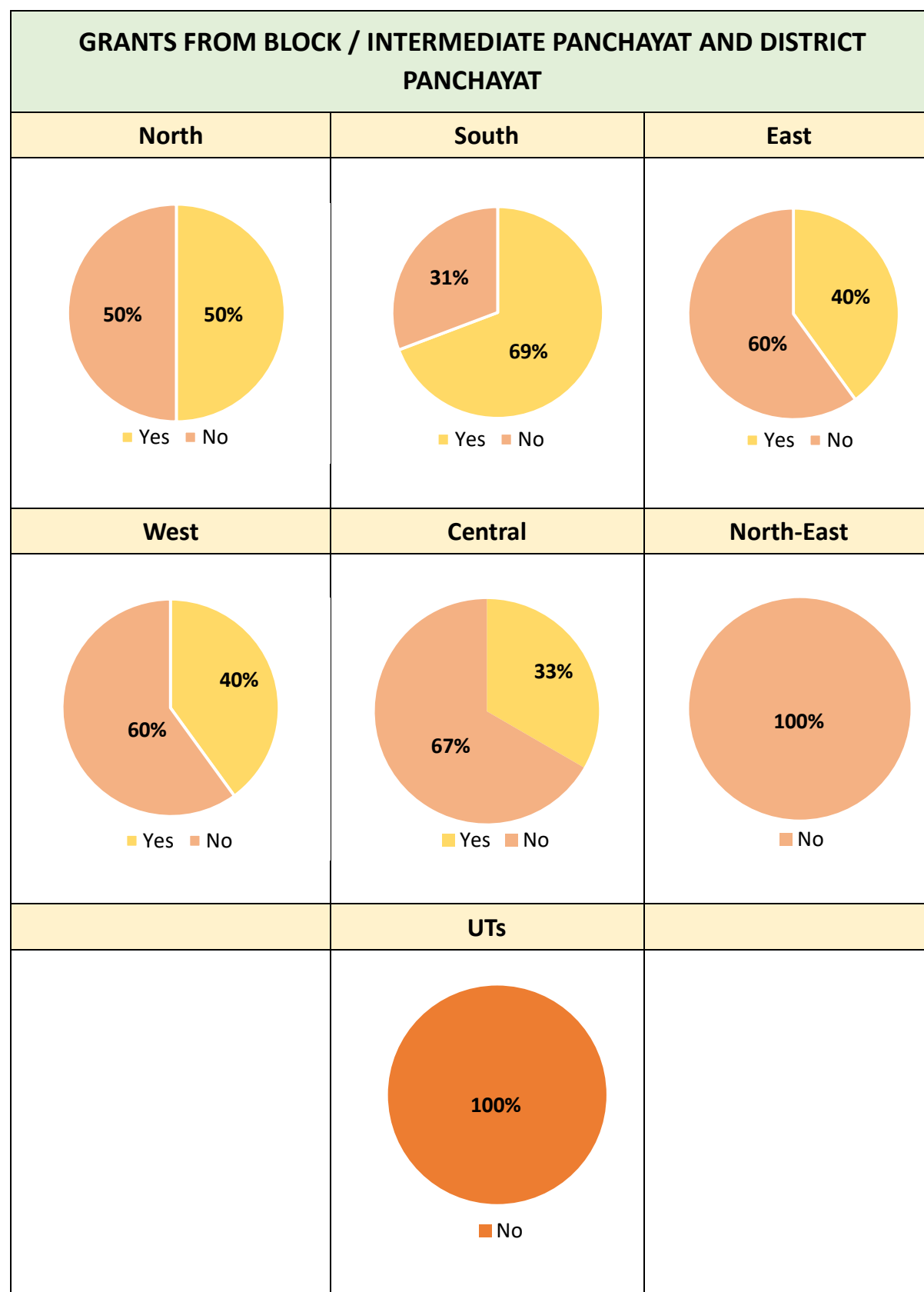
INVITATION TO THE MEMBERS OF BLOCK / INTERMEDIATE PANCHAYAT (BP), DISTRICT PANCHAYAT (DP), STATE LEGISLATURE OF THE CONCERNED AREA FOR GP MEETINGS		
North	South	East
 80% 20% ■ Yes ■ No	 8% 46% 46% ■ Yes ■ No ■ Not regularly	 20% 40% 40% ■ Yes ■ No ■ Not regularly
West	Central	North-East
 100% ■ Yes	 25% 75% ■ Yes ■ No	 100% ■ Yes
	UTs	
	 50% 50% ■ Yes ■ No	

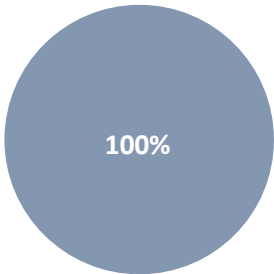
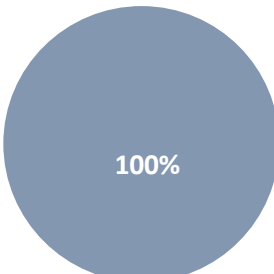
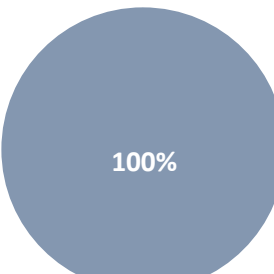
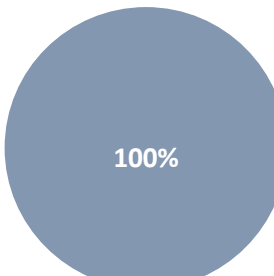
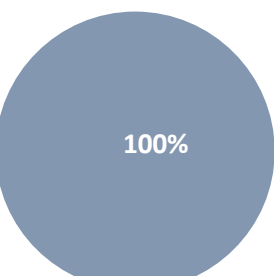
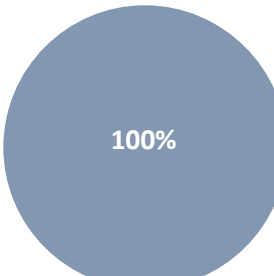


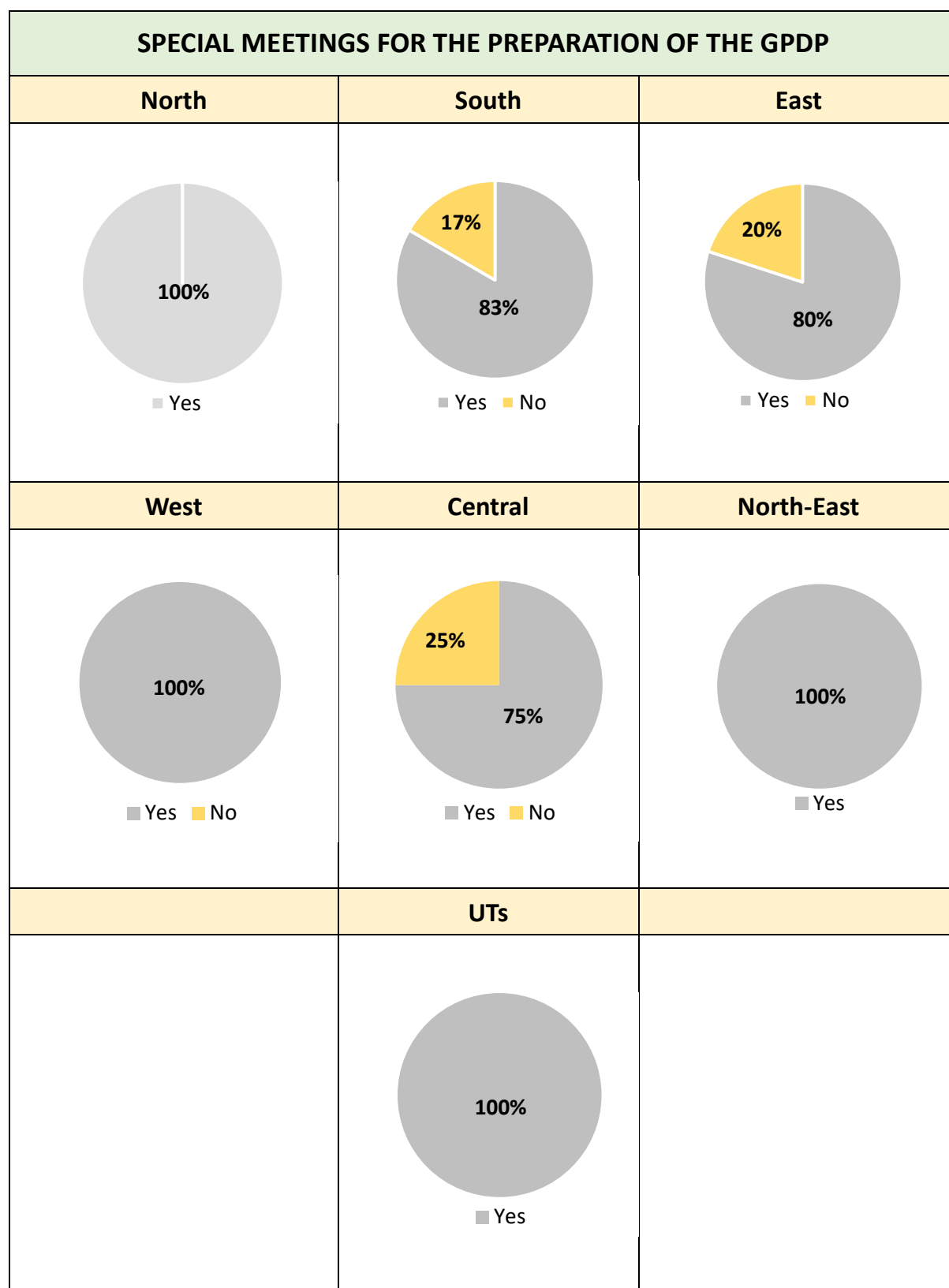


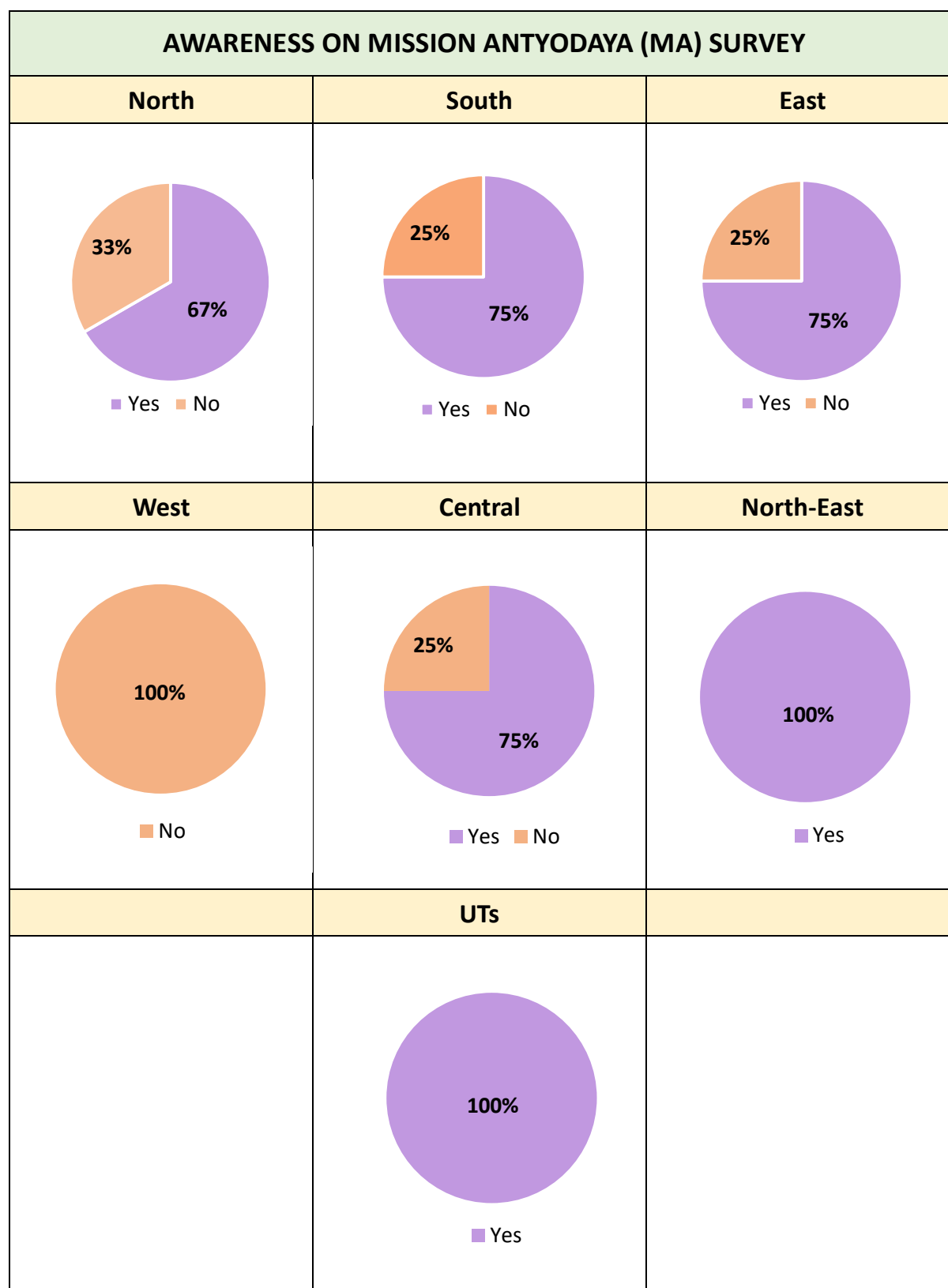


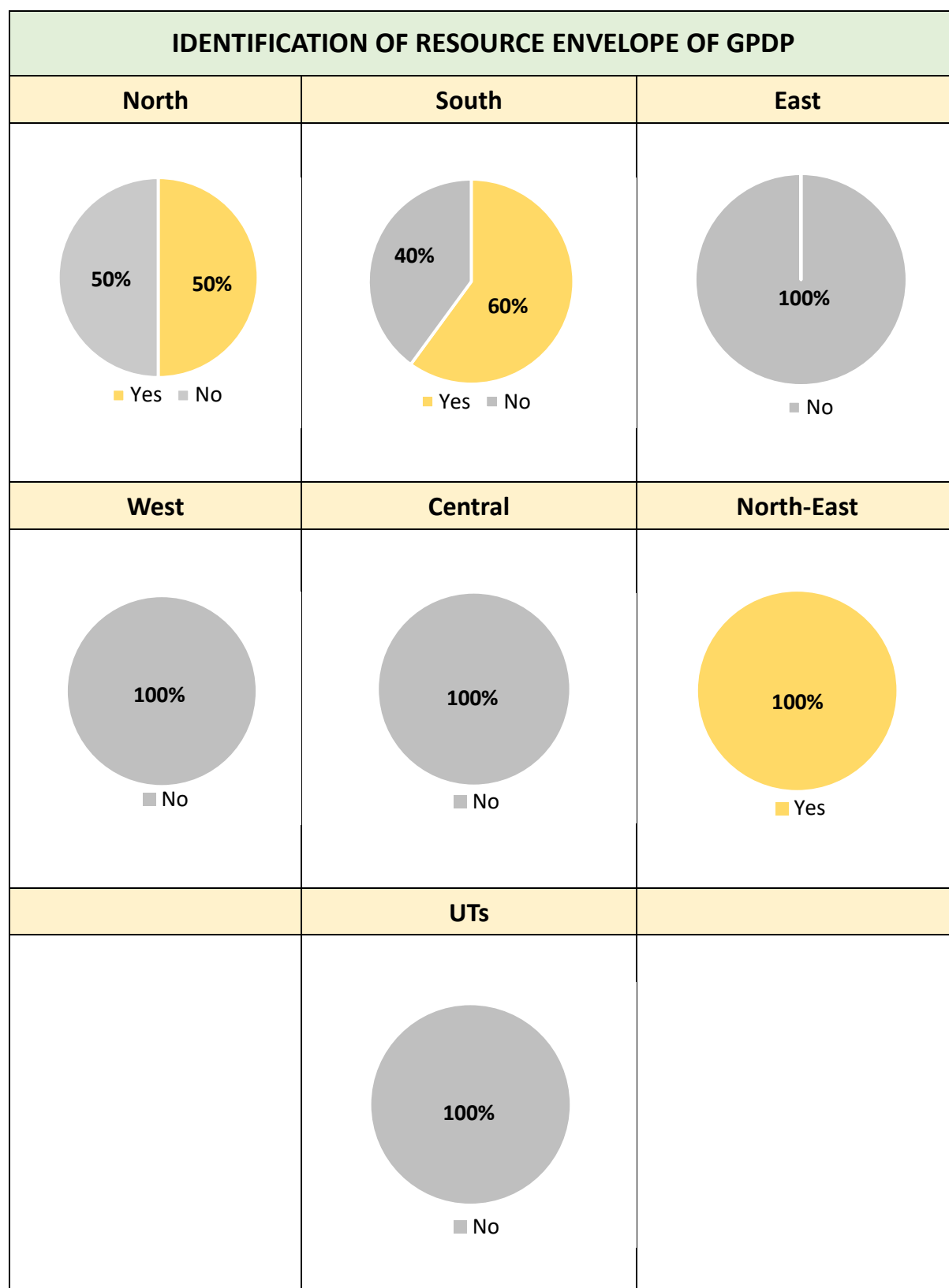


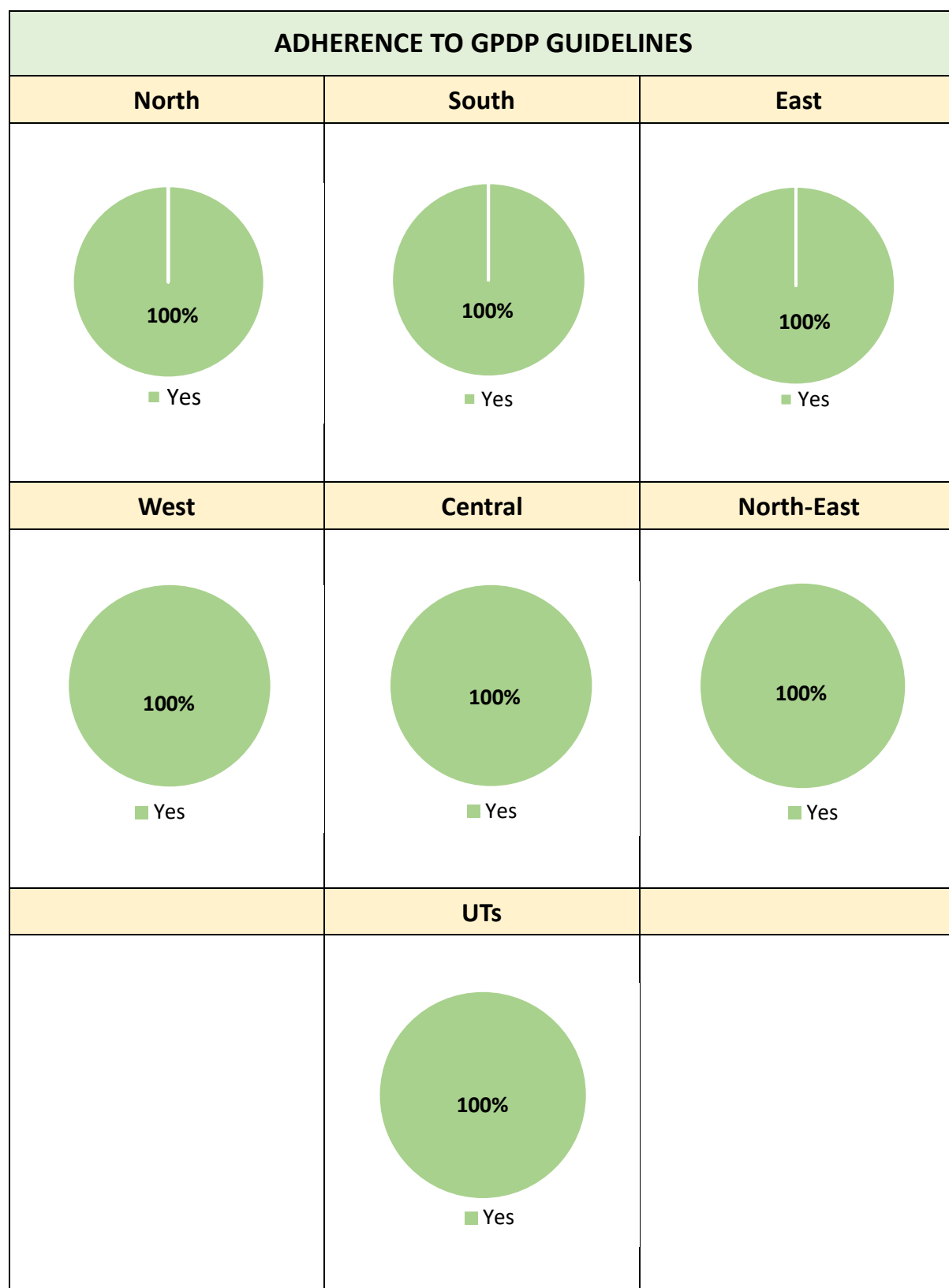


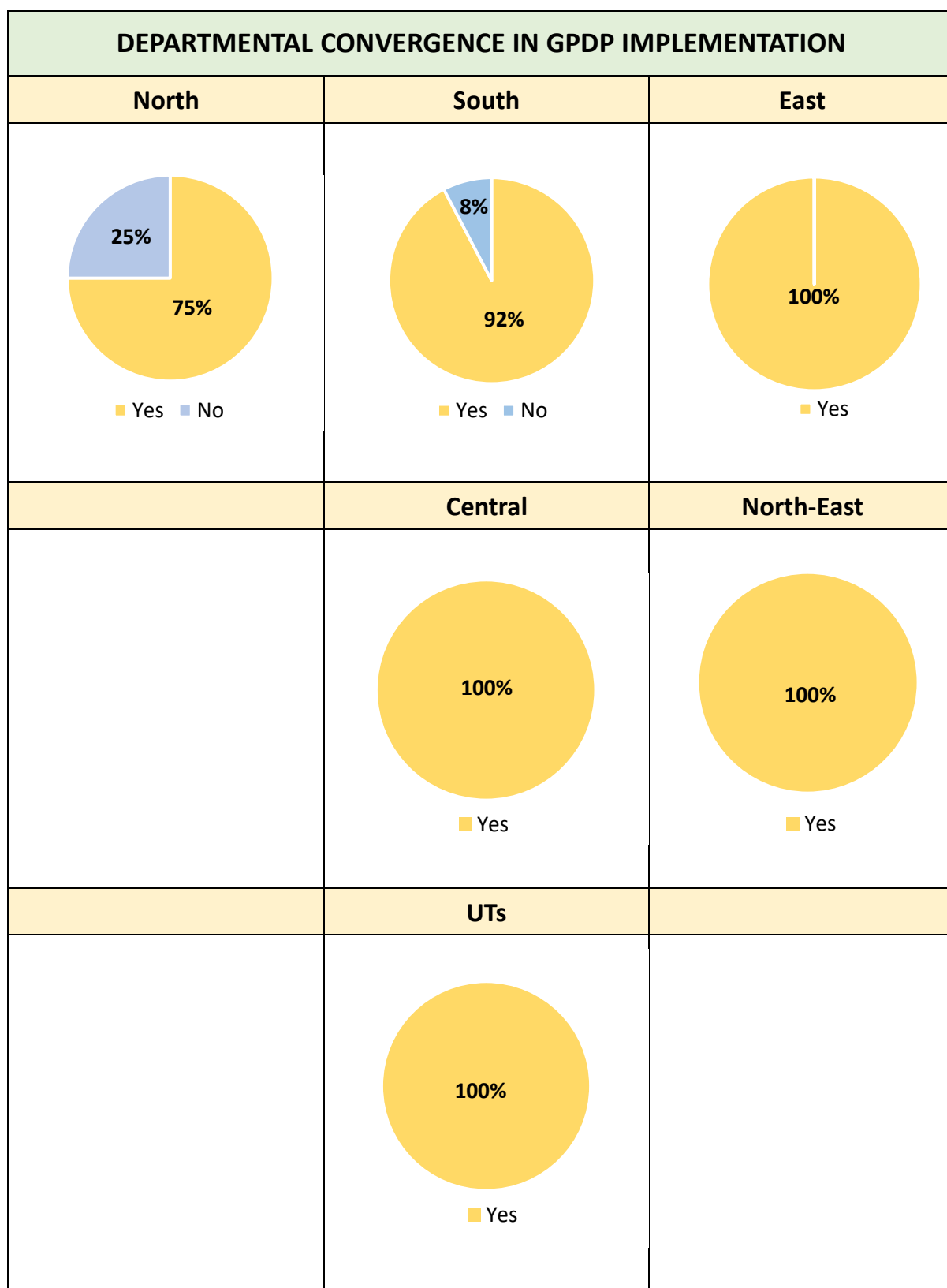
PREPARATION OF GPDP 2022 - 23		
North	South	East
 100% ■ Yes	 100% ■ Yes	 100% ■ Yes
	Central	North-East
	 100% ■ Yes	 100% ■ Yes
	UTs	
	 100% ■ Yes	

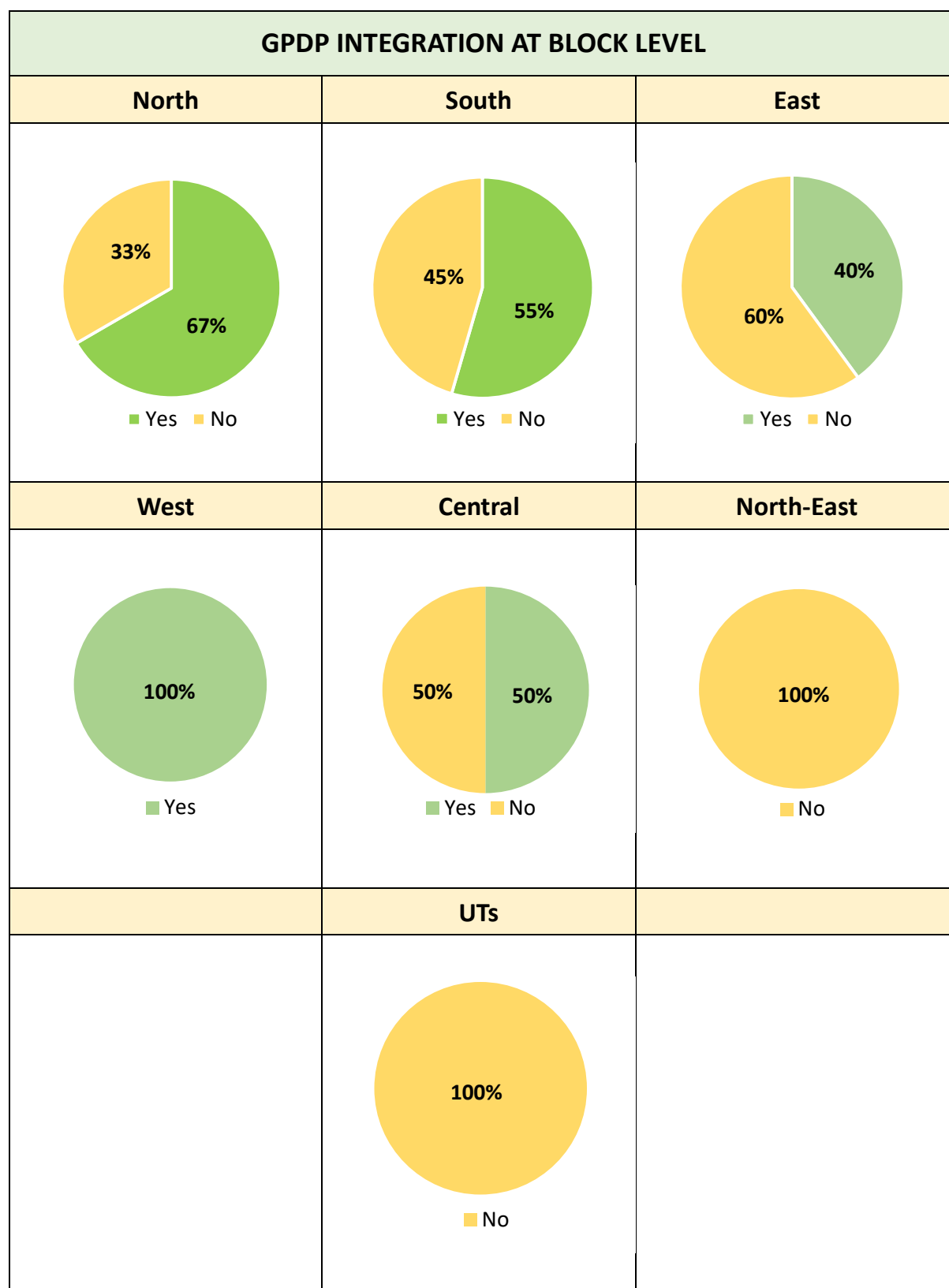


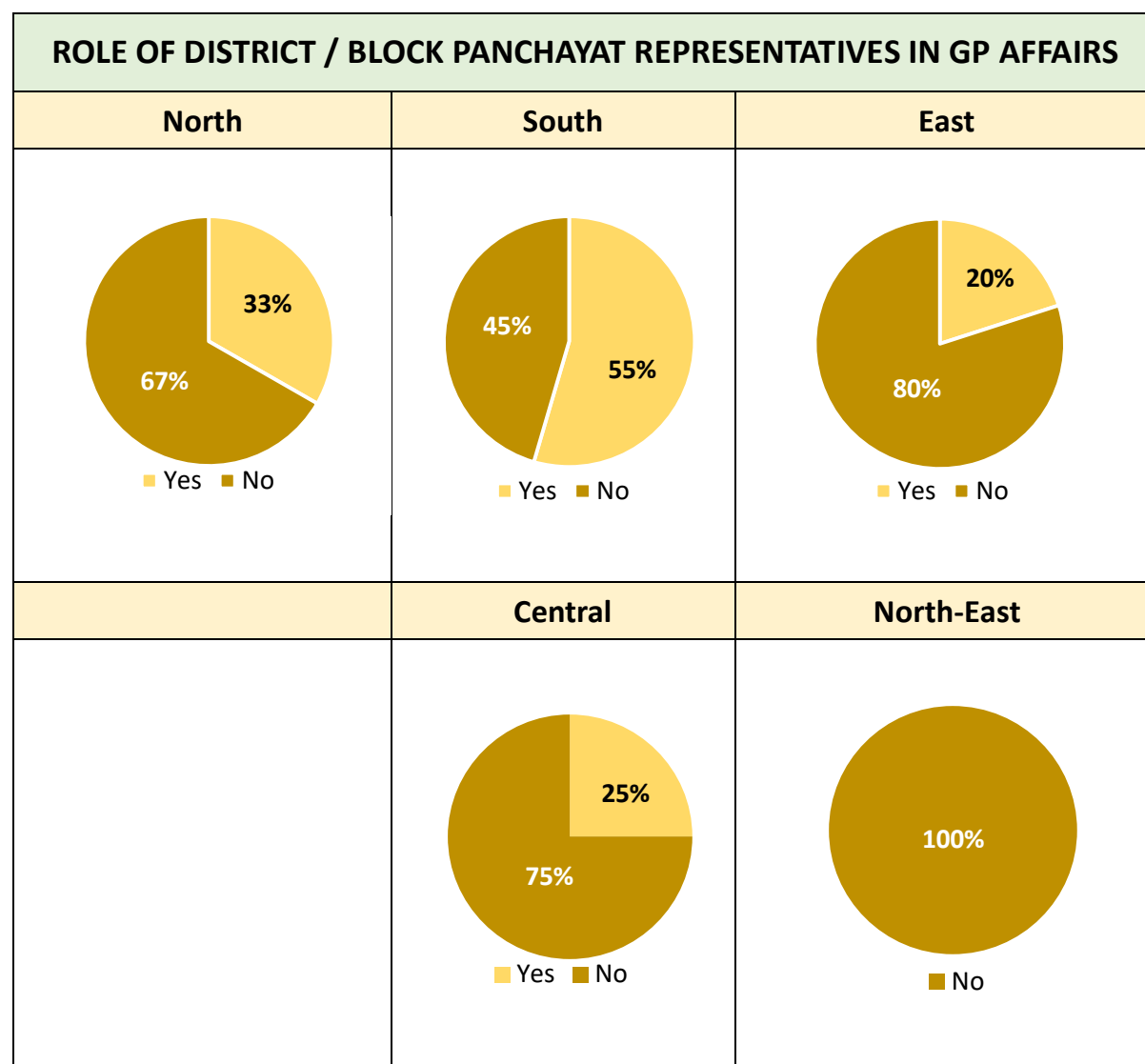


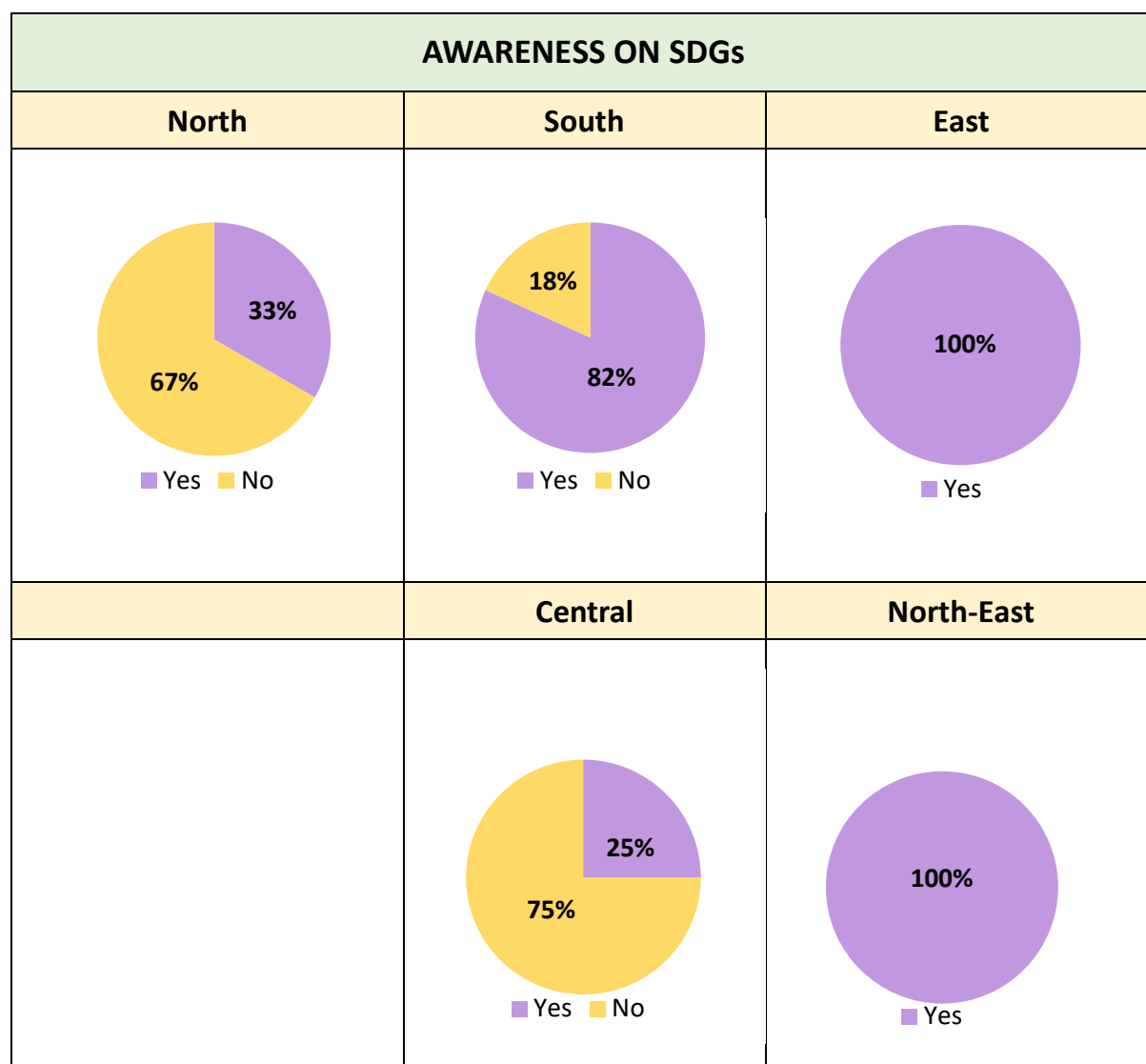


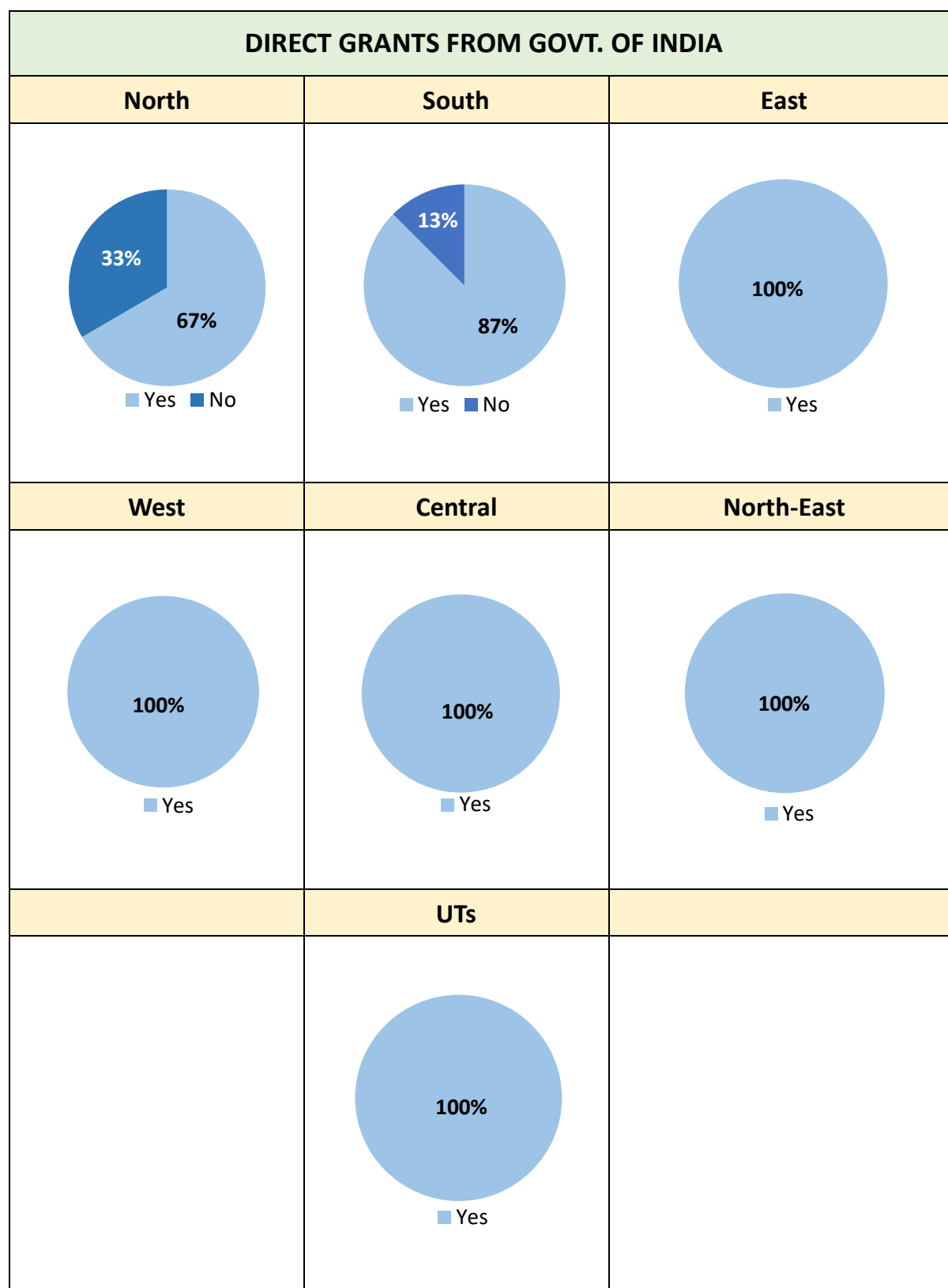


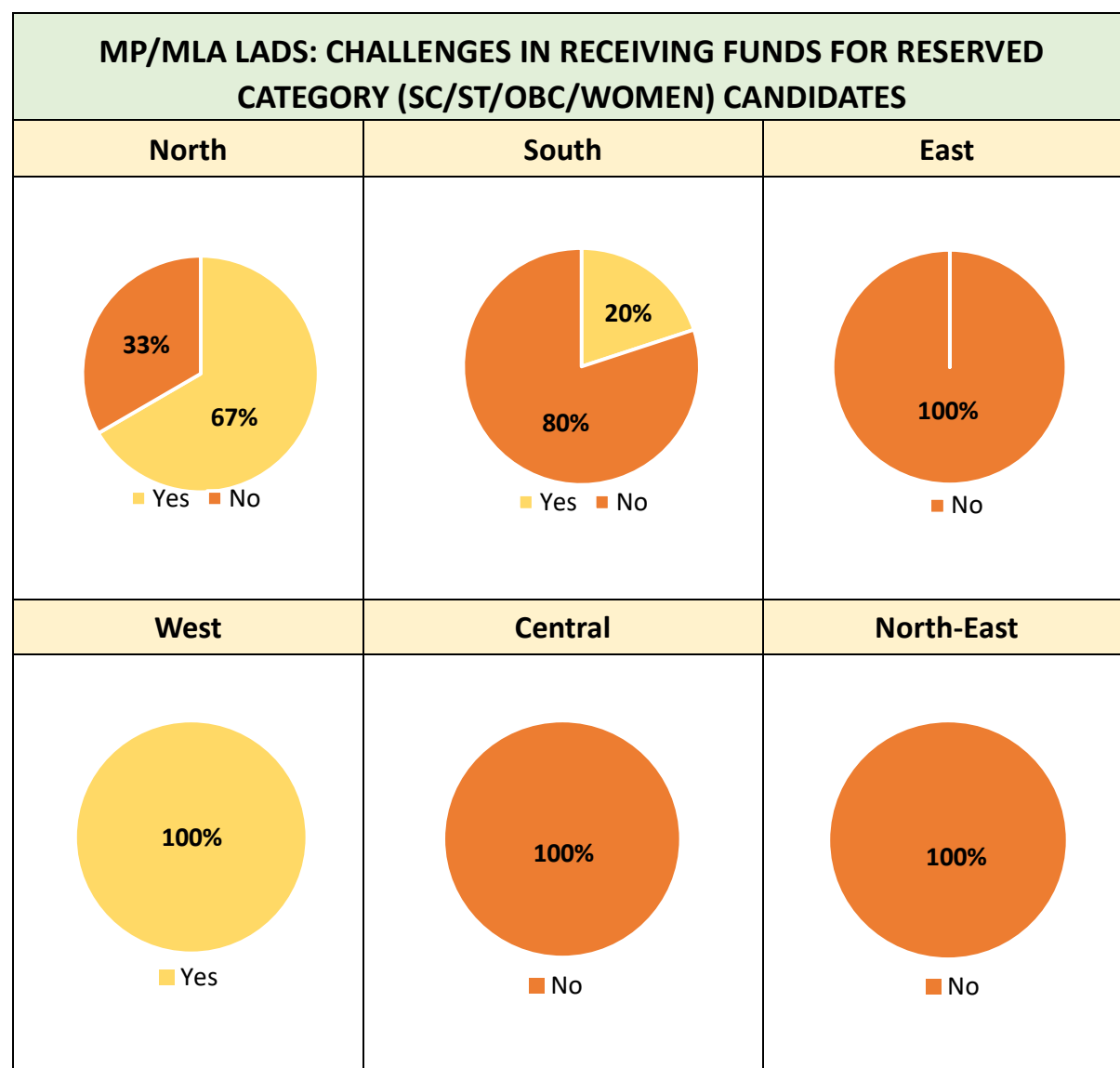


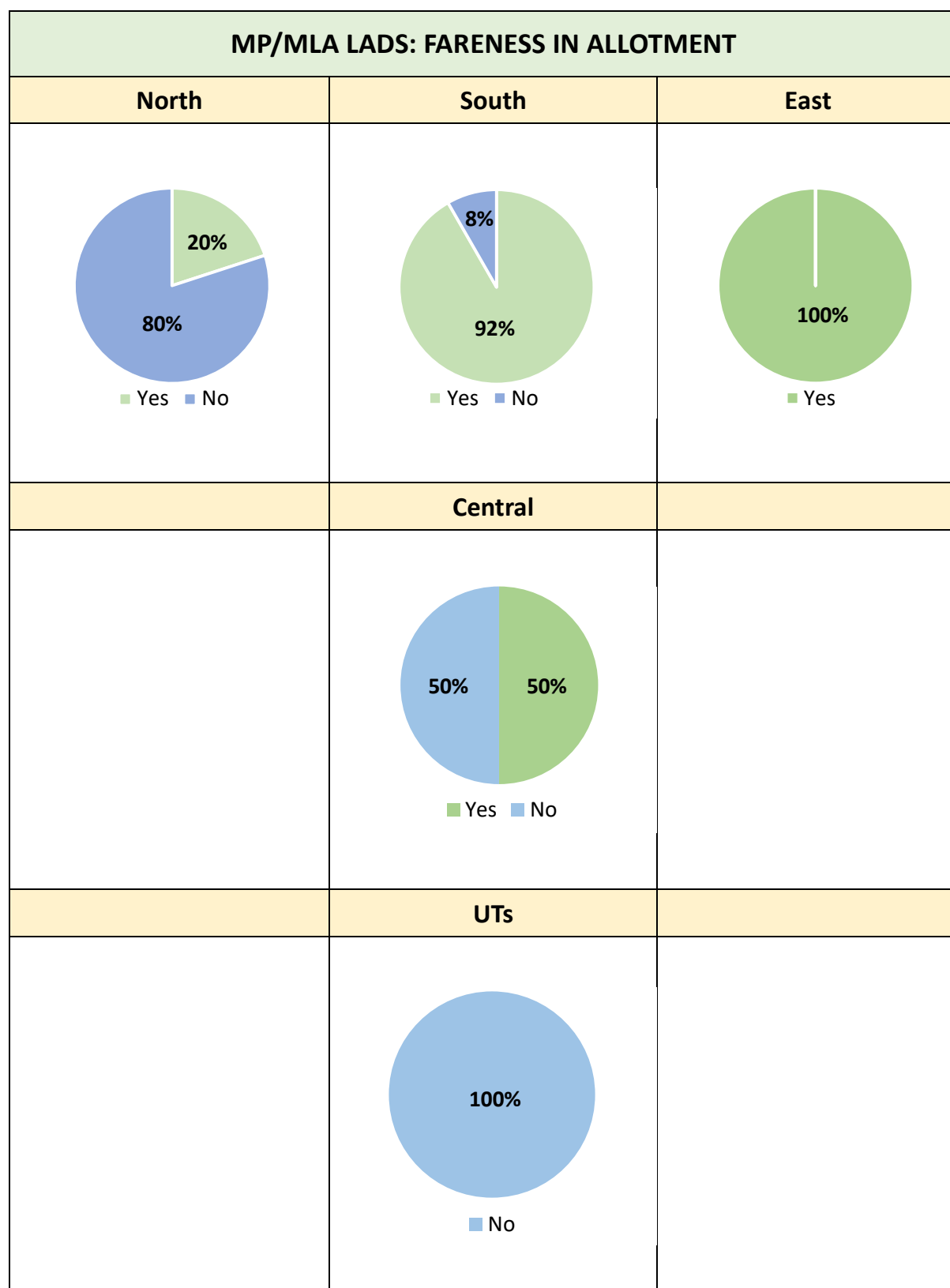


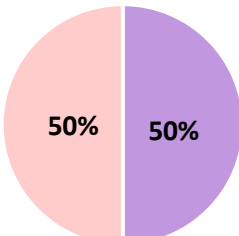
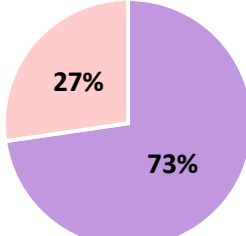
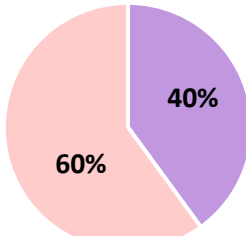
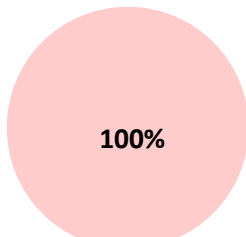
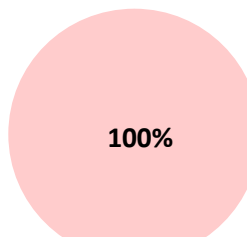
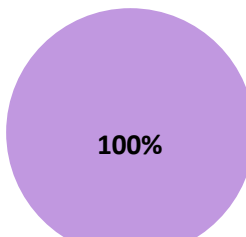






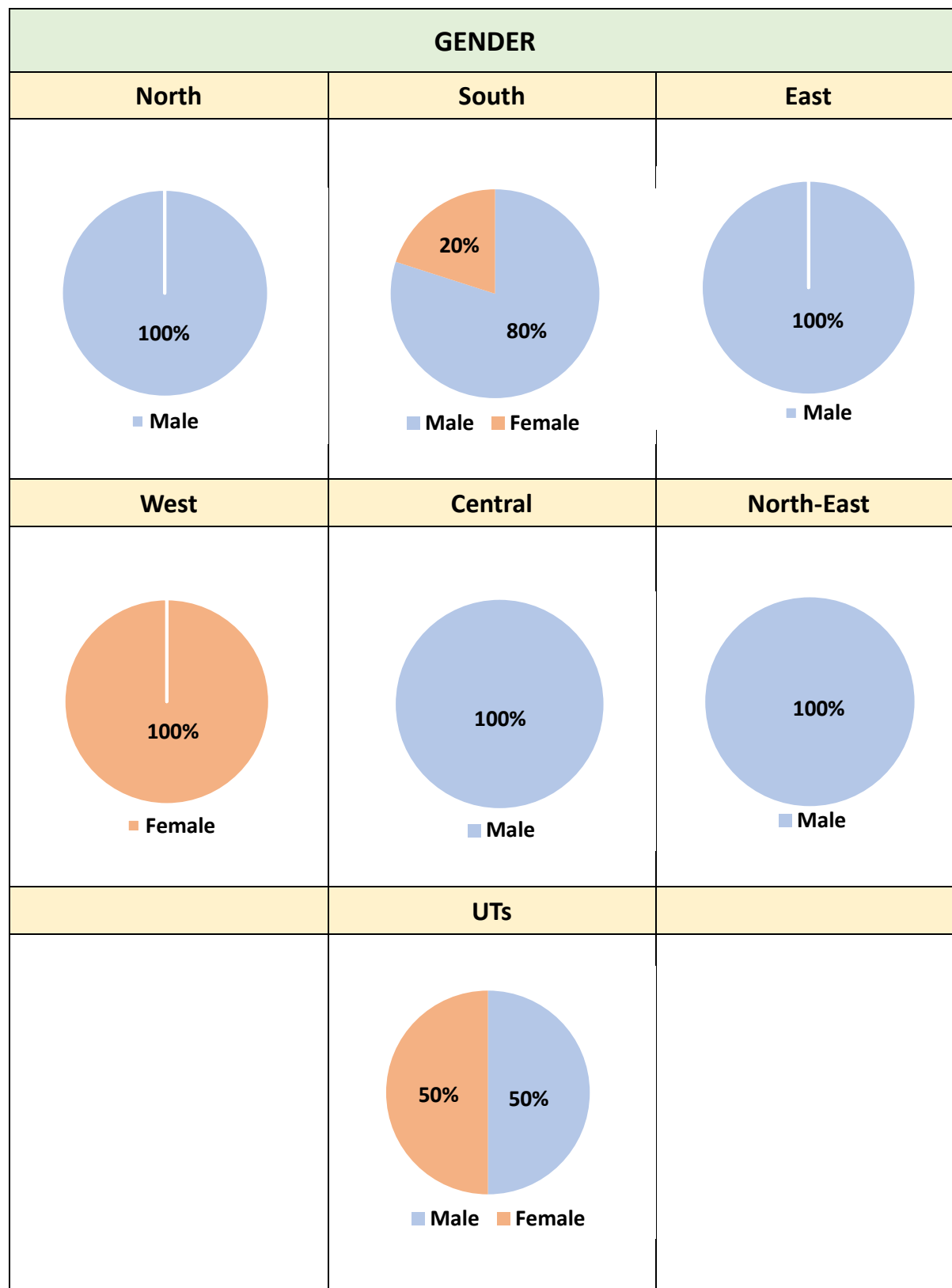


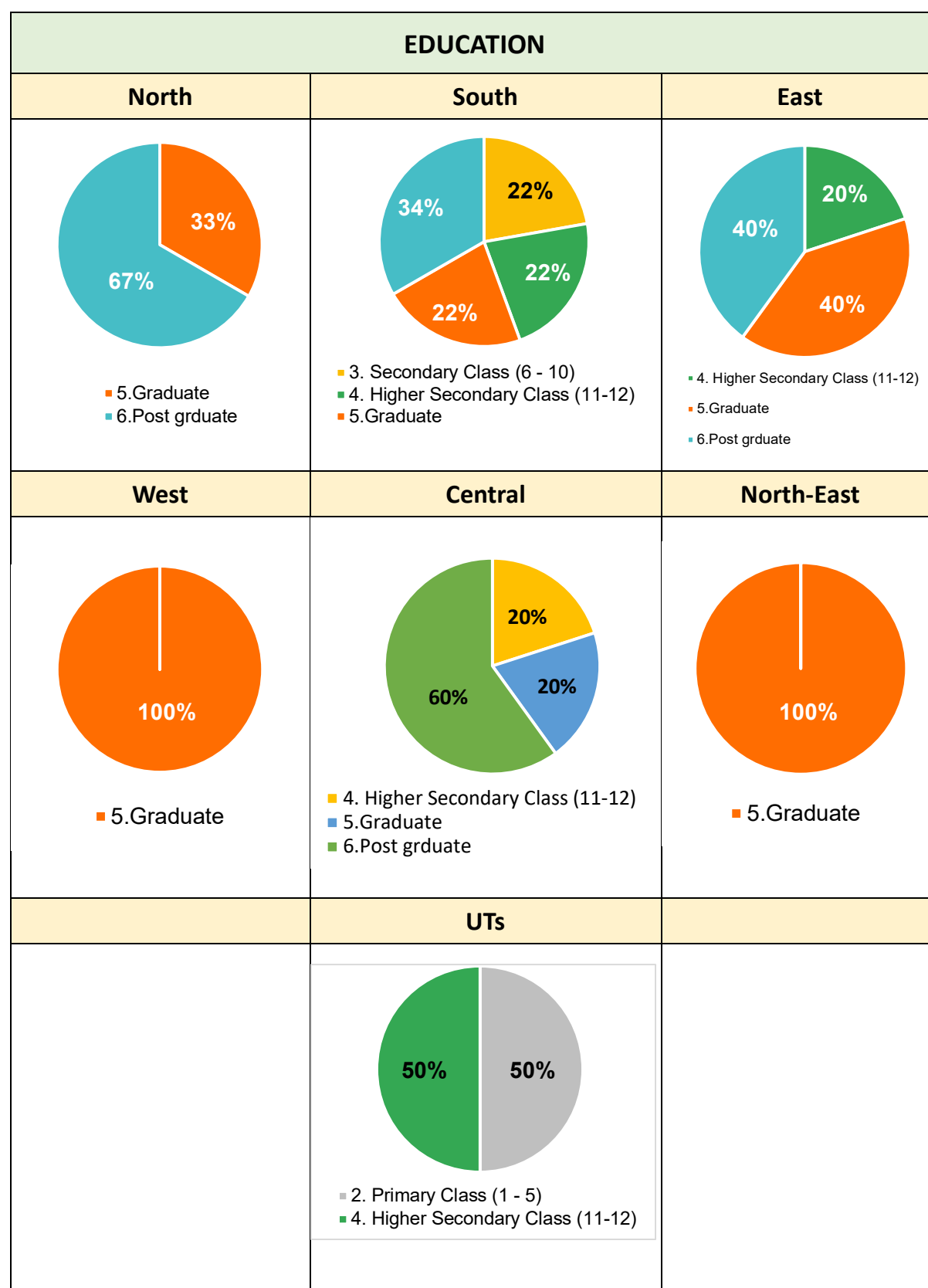


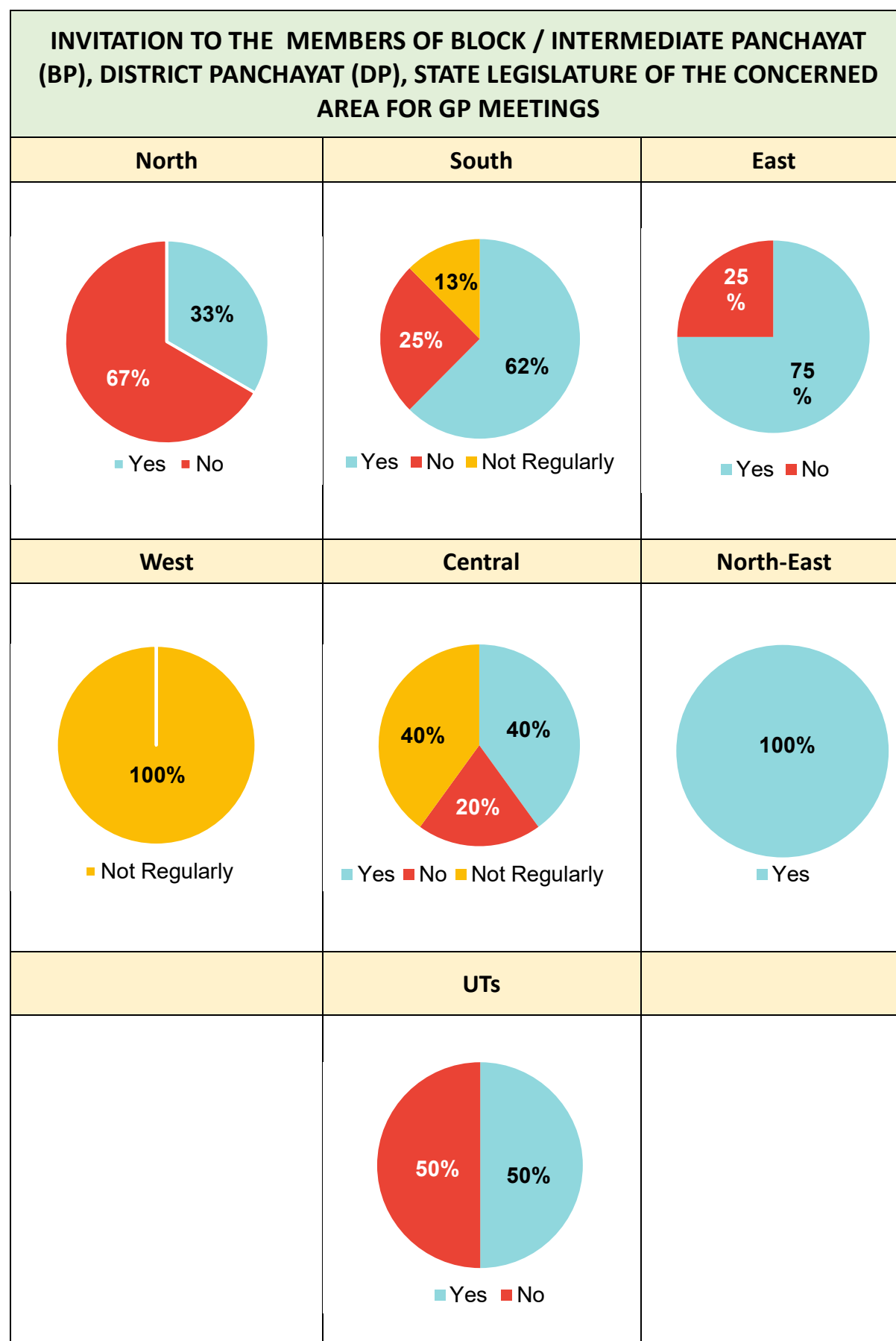
AWARENESS ON DISHA COMMITTEE		
North	South	East
 50% 50% ■ Yes ■ No	 27% 73% ■ Yes ■ No	 40% 60% ■ Yes ■ No
	Central	North-East
	 100% ■ No	 100% ■ No
	UTs	
	 100% ■ Yes	

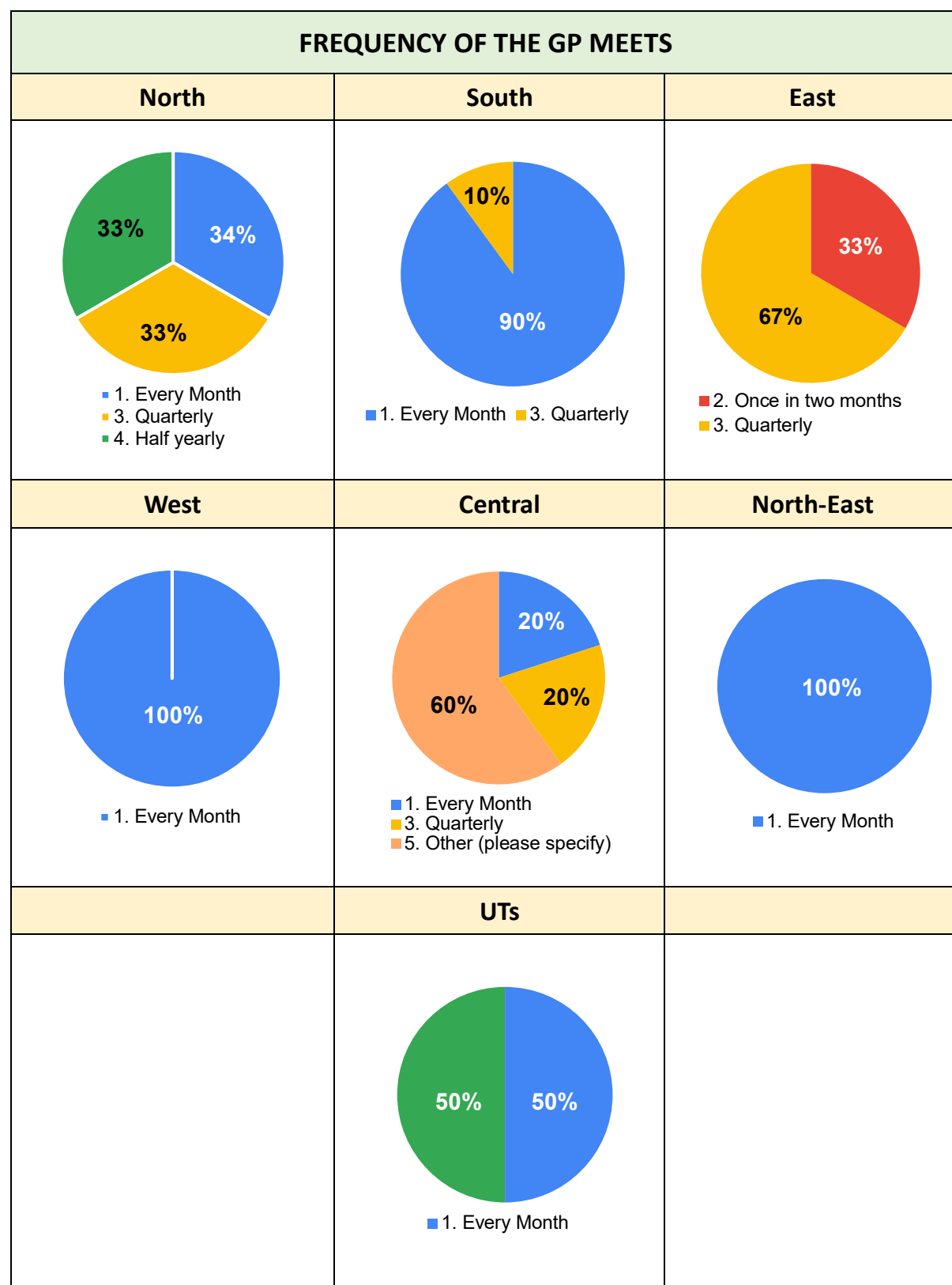
ANNEXURE - IV

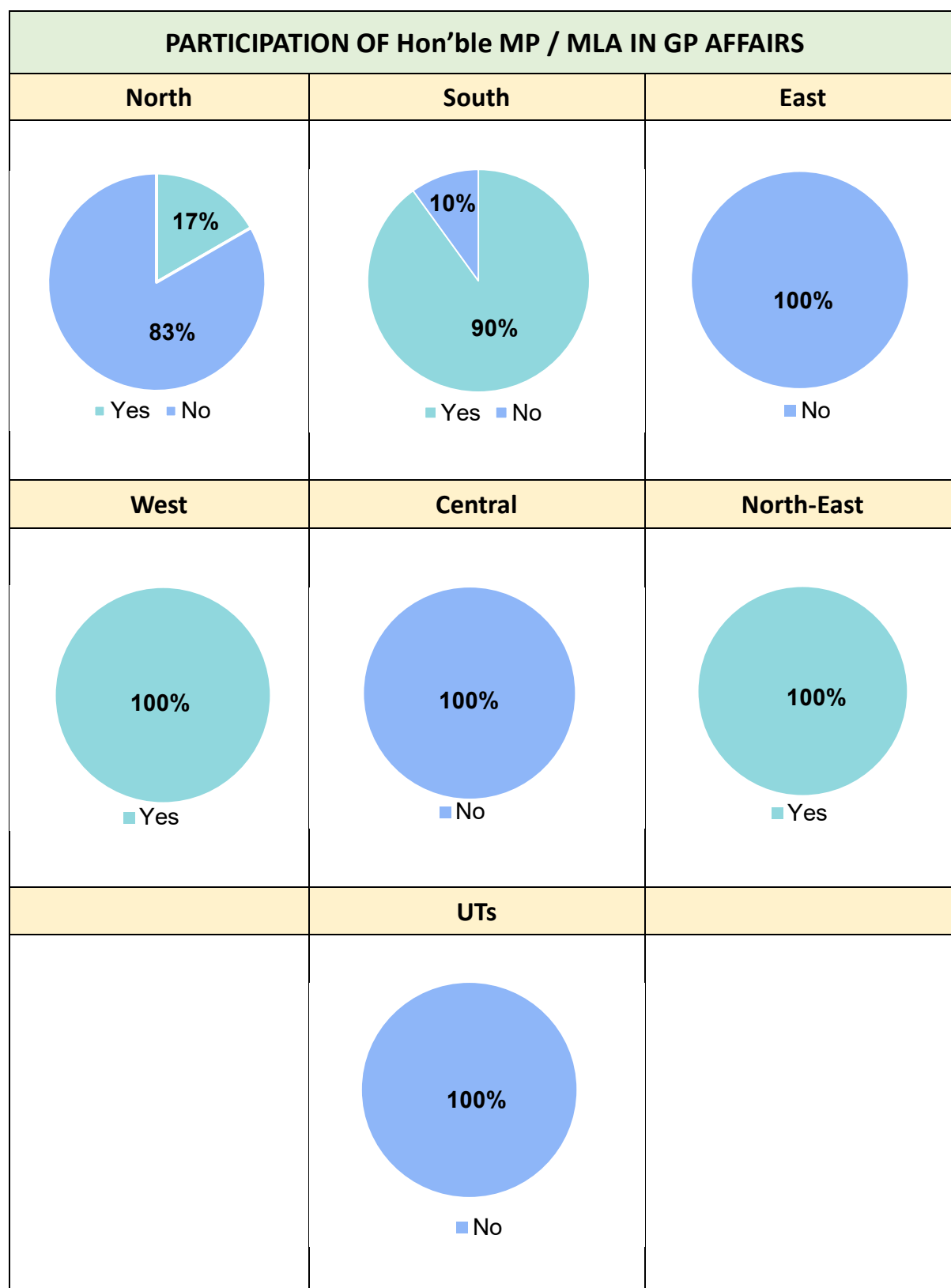
ZONE WISE ANALYSIS: GRAM PANCHAYAT SECRETARY DATA

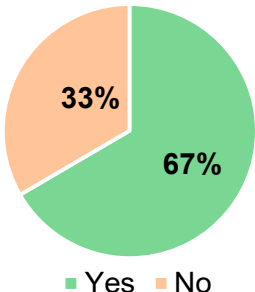
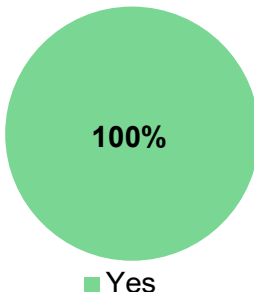
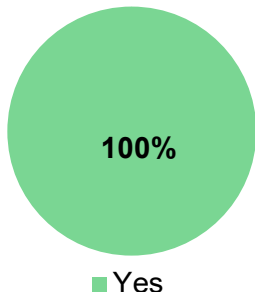
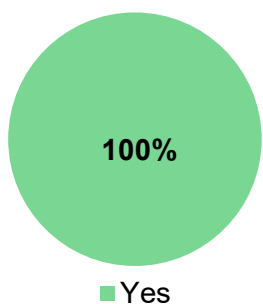
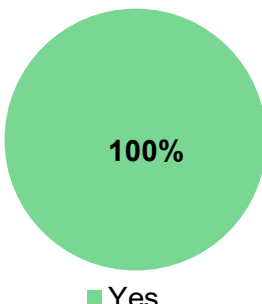
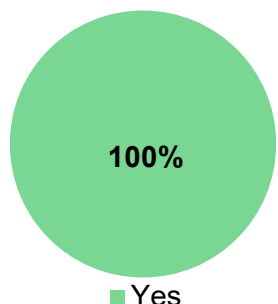
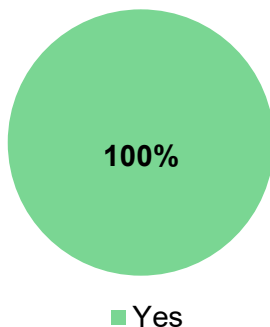


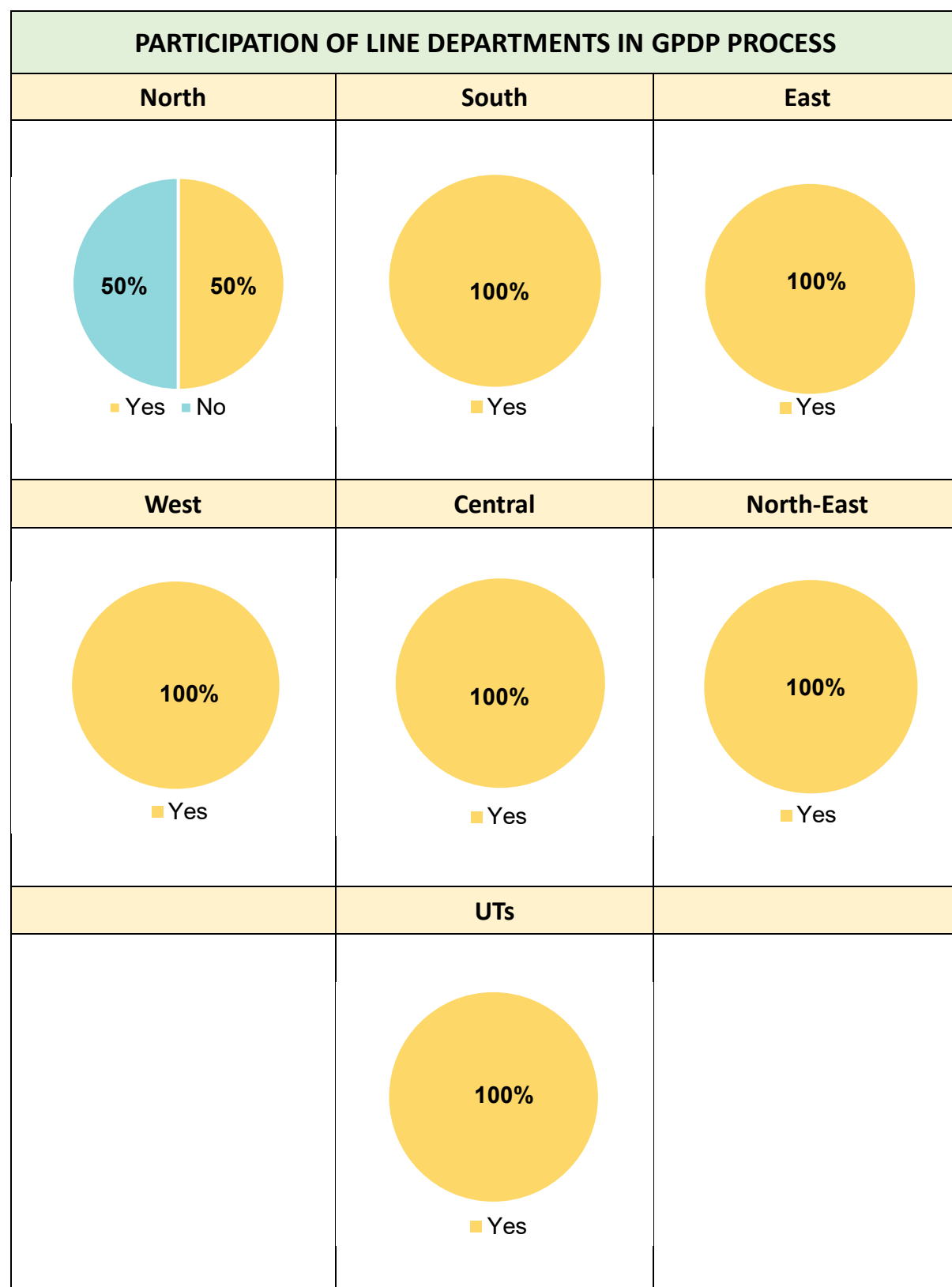


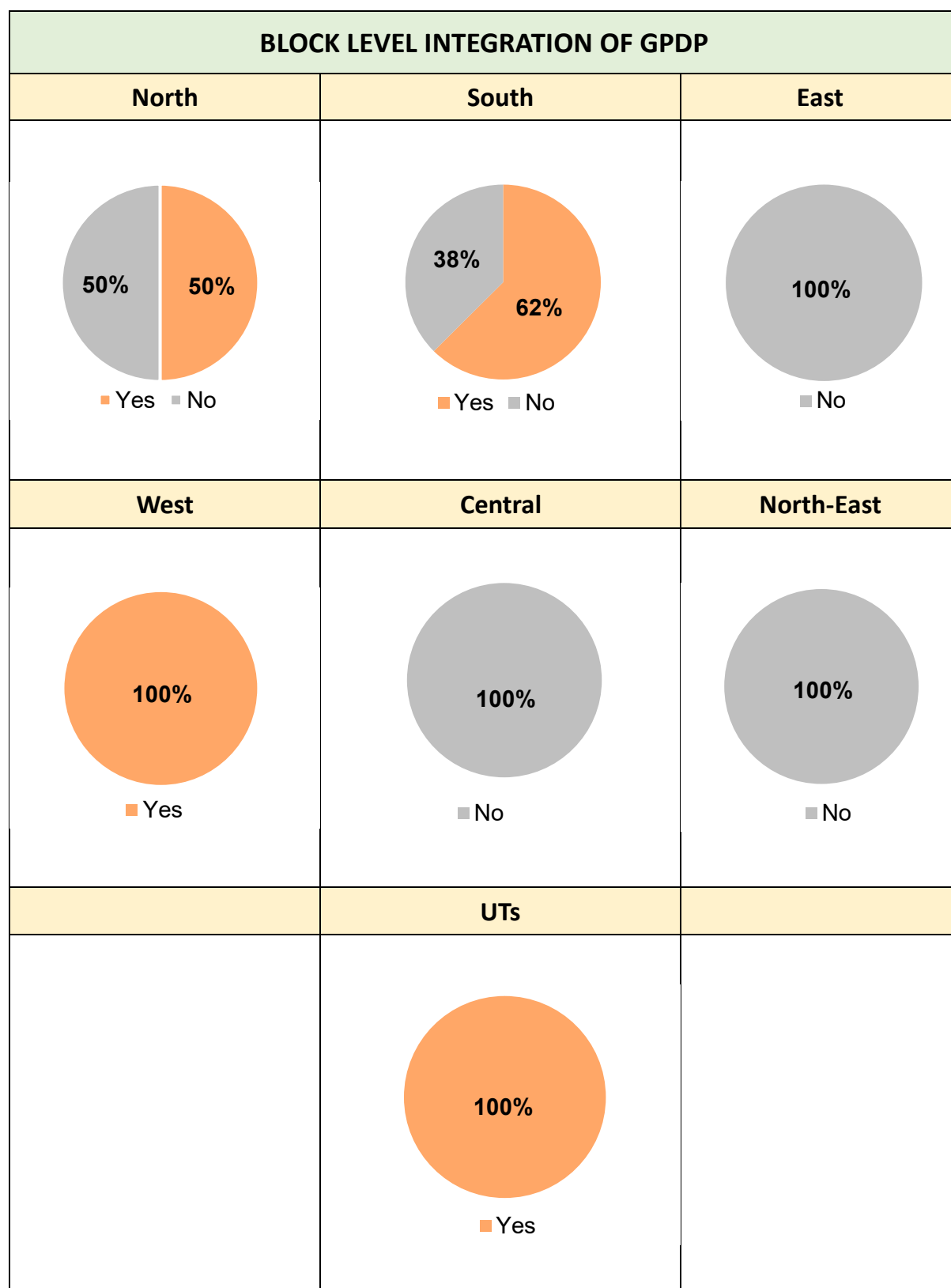


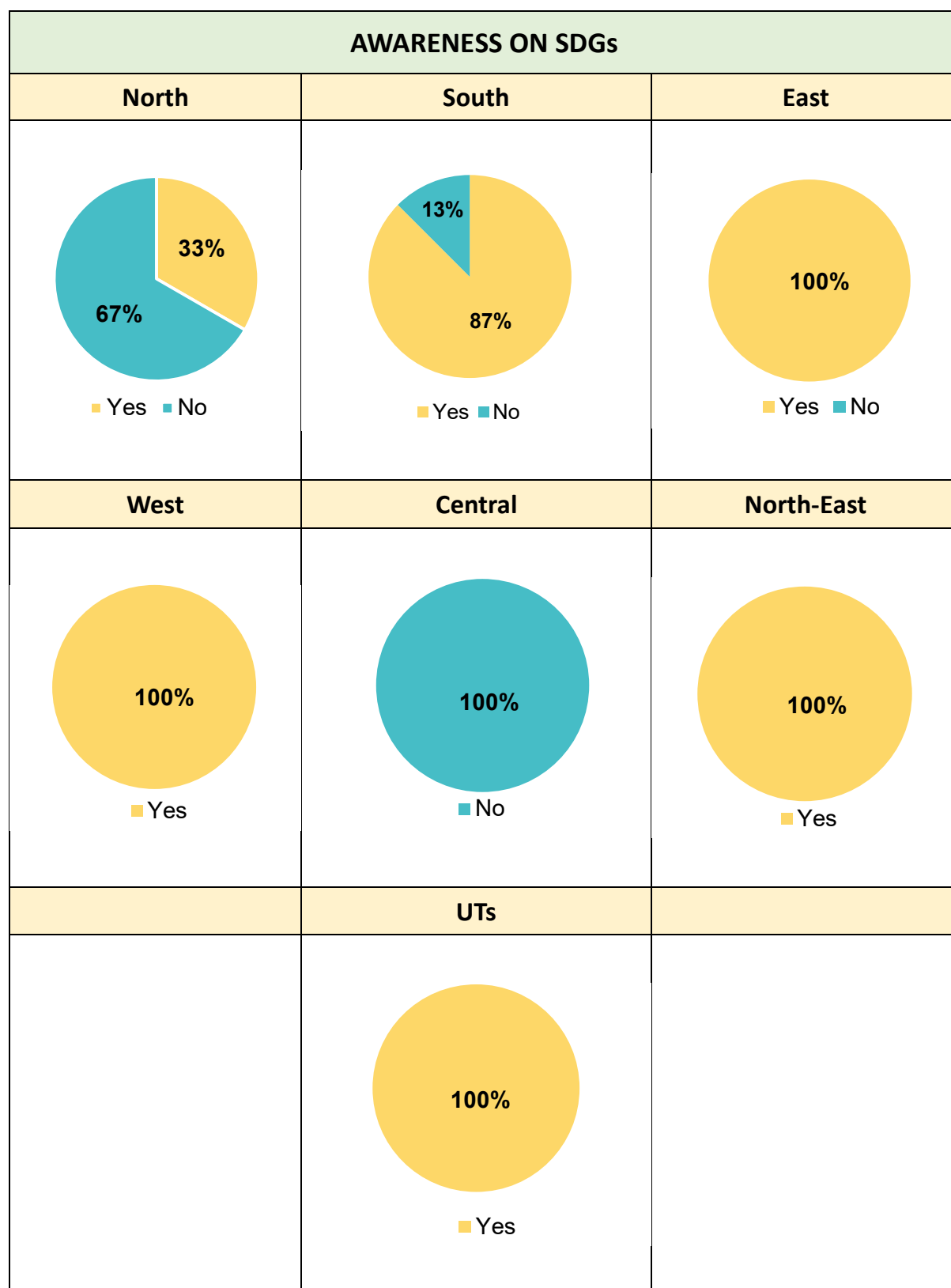


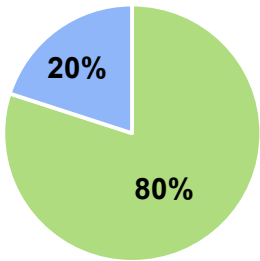
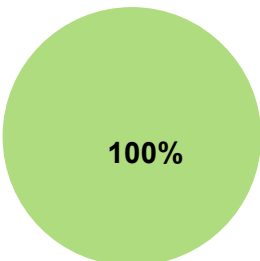
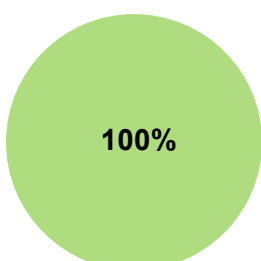
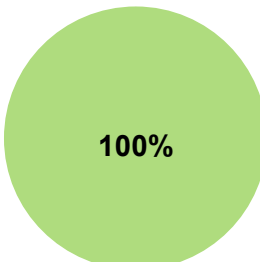
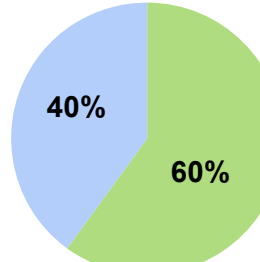
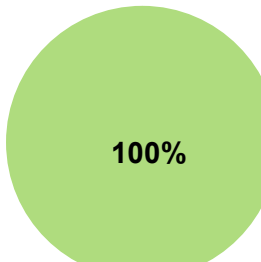
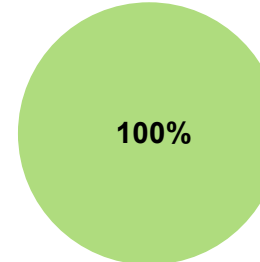


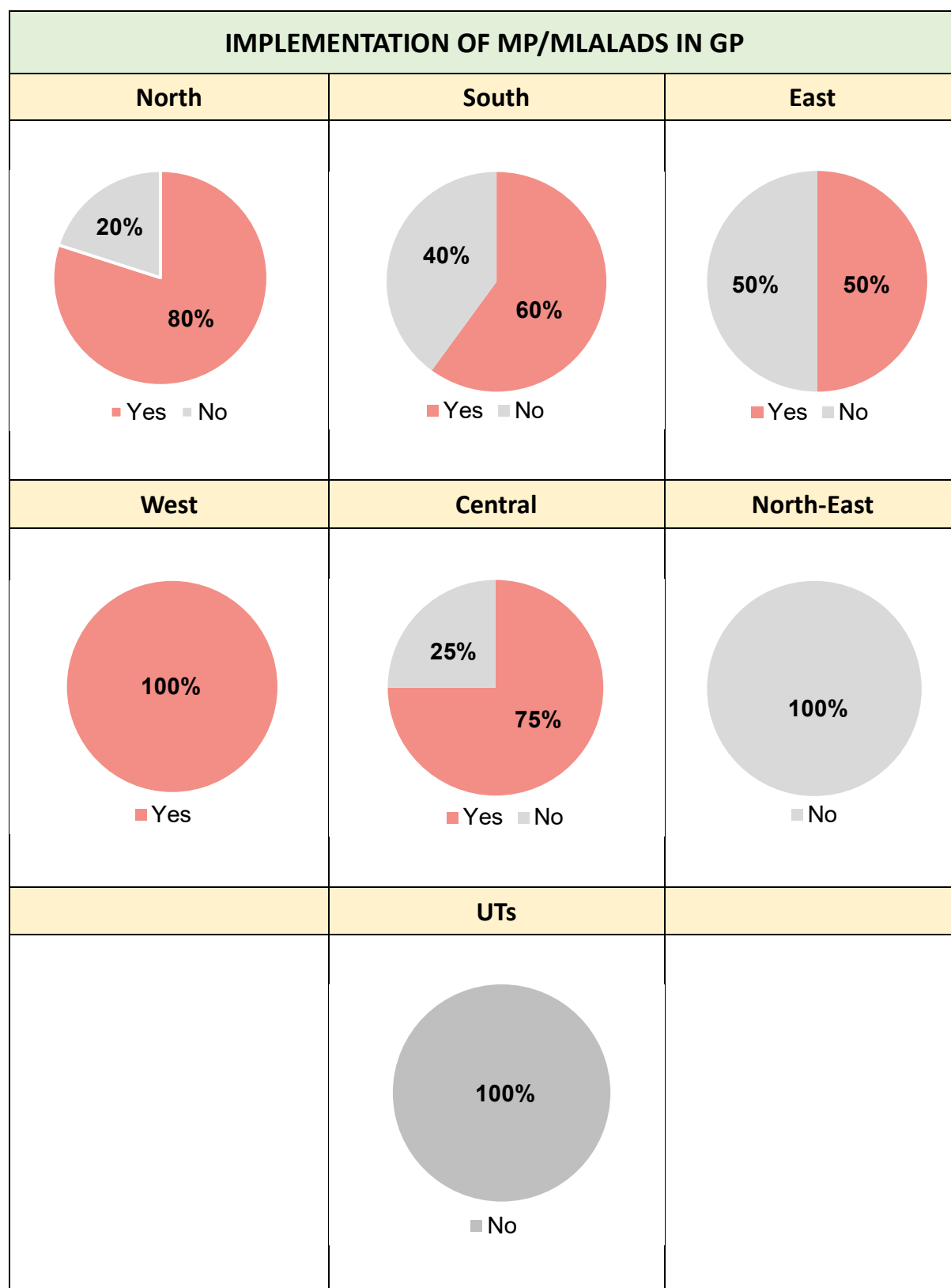
PREPARATION OF GPDP 2022 - 23		
North	South	East
 33% 67% ■ Yes ■ No	 100% ■ Yes	 100% ■ Yes
West	Central	North-East
 100% ■ Yes	 100% ■ Yes	 100% ■ Yes
	UTs	
	 100% ■ Yes	

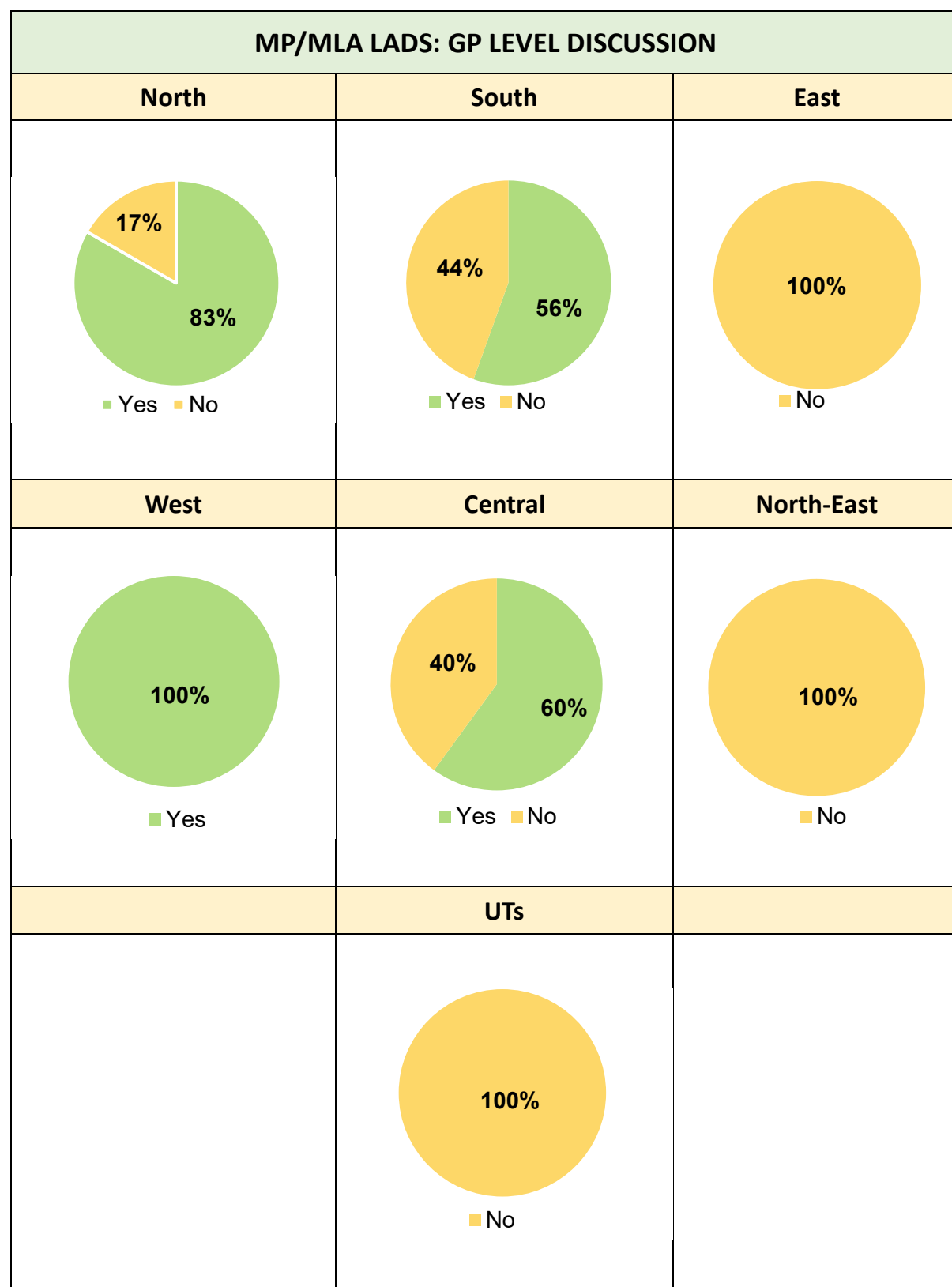


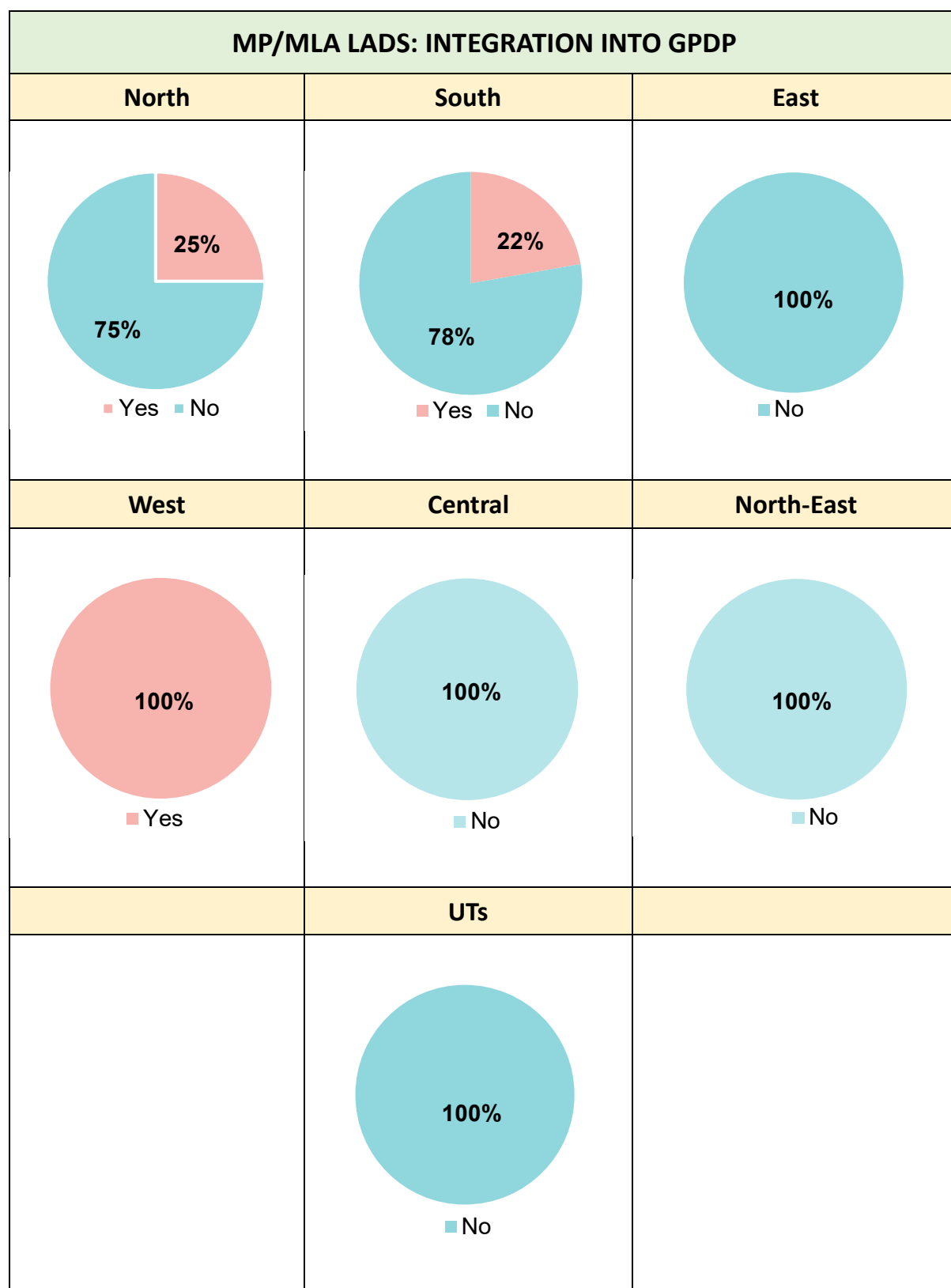


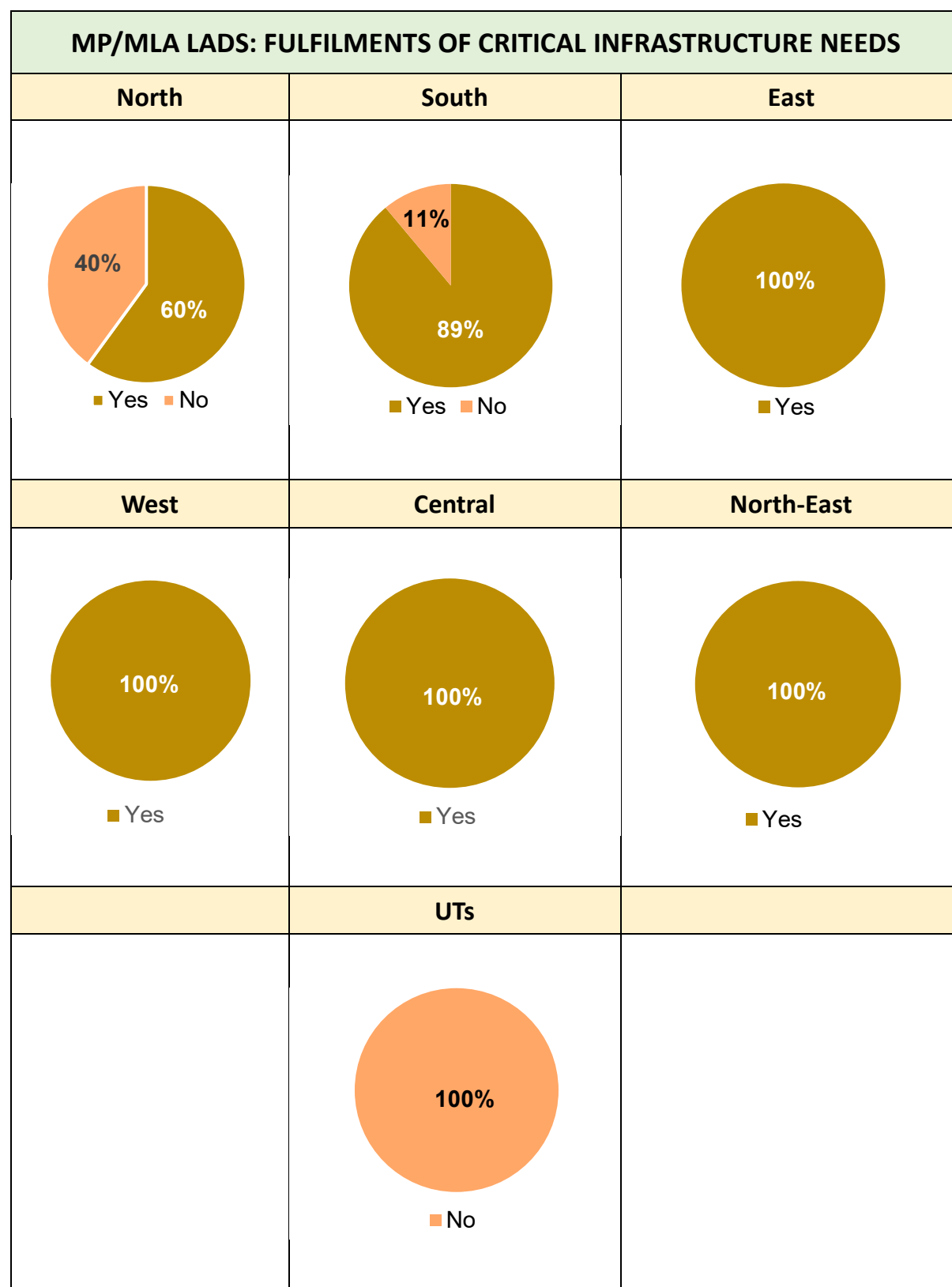


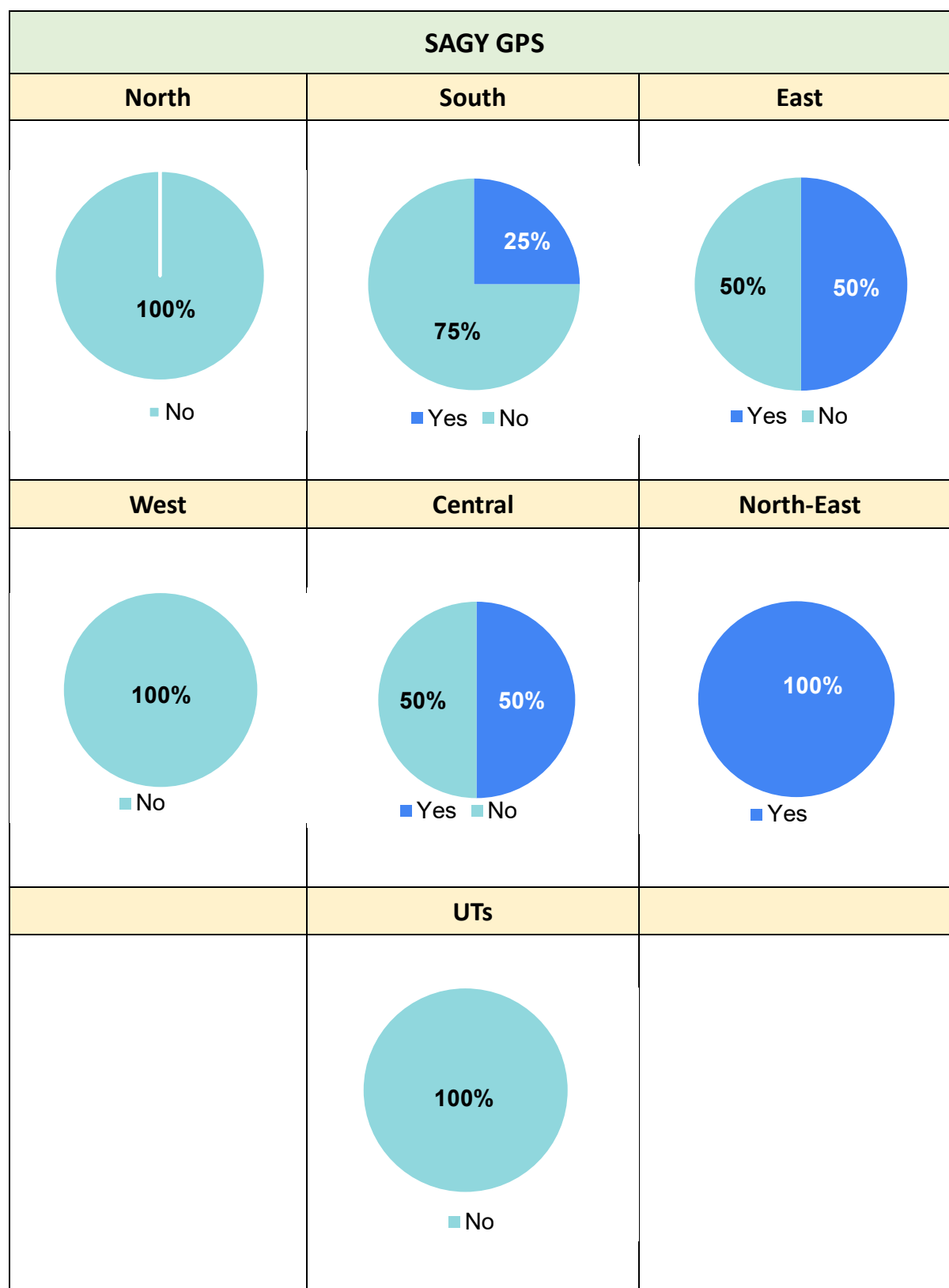
DIRECT GRANTS FROM GOVT. OF INDIA		
North	South	East
 ■ Yes ■ No	 ■ Yes	 ■ Yes
West	Central	North-East
 ■ Yes	 ■ Yes ■ No	 ■ Yes
	UTs	
	 ■ Yes	











ANNEXURE - V

Guidelines for Model District Planning Committee (DPC)

The functioning of District Planning Committee and its enablement

Article 243ZD of the Constitution mandates that District Planning Committees be constituted in areas covered by Part IX of the Constitution to consolidate the plans prepared by Panchayats and municipalities in the district and to prepare a draft development plan for the district as a whole. In preparing the draft development plan, the District Planning Committee is required to consider matters of common interest between Panchayats and Municipalities including spatial planning, sharing of water and other physical and natural resources, integrated development of infrastructure and environmental conservation.

For District Planning Committees to perform meaningfully, it is necessary that their precise roles are made clear through formal government orders. An activity mapping for District Planning Committees would include:

- a) providing overall leadership to the district planning process;
- b) leading the district visioning exercise;
- c) setting district priorities on the basis of consensus among local-governments, line departments, civil society, academia and other stakeholders in development;
- d) during the process of consolidation, review plans of local governments and development departments particularly to ensure that these address the district vision as a whole and are free of overlapping and duplication;
- e) perform the central role in the preparation of the Potential Linked Credit Plan (PLCP) for the district, with the support of National Bank for Agricultural and Rural Development (NABARD);
- f) oversee the participative planning process of the district development plan, to ensure that timelines are followed;
- g) after the plan is approved, to review implementation progress with local governments, line departments and other implementing agencies and planning units; and
- h) oversee capacity-development of staff and elected representatives of local governments and line department staff regarding decentralised planning and implementation.

For effective functioning of the District Planning Committee and to eventually prepare a comprehensive, inclusive and feasible District Plan, comprising of the rural and urban scenarios, the following activities need to be undertaken at various levels within the District –

1. Awareness-building at the Gram Sabha level.
2. Capability-building of members of local government Standing Committees.
3. Capability-building of elected leaders, such as Sarpanchs, Mukhiyas, Adhyakshas etc.
4. Capability-building of local government officials.
5. Special training for decentralised planning in urban areas.
6. Capability-building of the officials of the District Planning Committee.
7. Officials dealing with the District Planning Committee will need special training in:
8. Human and Institutional Resources for Training in District Planning.

The components under each of the above activities is illustrated in Annexure: V-A.

In a study commissioned by the Ministry of Panchayati Raj to KILA in 2019, the status of District Planning and functioning of DPCs were studied in around 10 States of India. The study came to the conclusion that in order to steer the process of District Planning, DPC be supported by a Secretariat that comprises of District Planning Office (DPO), District Statistics Office (DSO), and District Town & Country Planning Office (DTPO). This Secretariat can also be formed as a District Planning and Monitoring Unit. DPO's role is to facilitate planning process, DSO to provide data and to help interpretation of data, DTPO looks into the spatial dimension to planning. However, the officers and offices might be named and designated differently in each state and so the structure given above is to be considered as an example and suggestive.

Sub-committees

It shall be the task of sub-committees on different development sectors to do situation analysis, prepare status report, and visioning exercise for the sector concerned. It can be named as Sectoral Working Group (SWG). Each sub-committee is chaired by one of the DPC members, one expert from the sector as Vice-chairperson, district level officer of the sector as Convener. Experts from the sector, Academicians, Experts in Statistics, representatives from NGOs/CBOs can be the members. Among the sub-committees, the task of sub-committee on spatial planning shall be to look into the spatial dimension of all development sectors.

State shall endeavour to amend the DPC rules accordingly, so as to address any impediments in the path of the DPC’s effective and independent functioning.

- The DPC Chairperson, who is invariably the Hon’ble Minister in charge in most of the states where the study was conducted should be made responsible to ensure regular meetings of the DPC, its sub-committees either under his presence or suitably deputing someone on his behalf so that regularity in meetings of DPC are ensured.
- All plans of State and Centrally sponsored schemes to be compulsorily integrated into the District Plan or at least shared for the sake of information to the DPC, so that there is clarity on available of resources at the time of finalizing the district plan.

Provisions as per Revamped RGSA guidelines which can be used to strengthen the functioning of DPCs

The revamped Rashtriya Gram Swaraj Abhiyan (RGSA) guidelines provides for District Panchayat Resource Centres (DPRCs) and District Planning and Monitoring Units (DPMUs) in every district.

DPRCs are supposed to roll out training for PRIs and provide continuous training and handholding support to Elected Representatives and Functionaries in collaboration with existing government and non-government resource institutions. The specific responsibilities of DPRCs are detailed at Annexure: V-B. The relevant cost norms under revamped RGSA are presented at Annexure: V-C.

The specific responsibilities of the BPRCs:

BPRCs at the Block level will roll out training for PRIS and provide continuous training and handholding support to ERs and functionaries in collaboration with existing government and non-government resource institutions. The specific responsibilities of BPRCs are as under:

- i. Implement the approved training program in a cluster mode of the Gram Panchayat.
- ii. Execute the planned exposure visit of the Elected Representatives & Functionaries of the PRIS.
- iii. Organise thematic training to promote sector enabler among the ward members.
- iv. Organise distant mode training of the Elected Representatives & Functionaries of cluster of gram panchayat.

- v. Provide handholding support in formulation of Gram Panchayat Development Plan (GPDP).
- vi. Provide support in institutional strengthening of the Gram Panchayat through handholding support.
- vii. Organise different meetings/workshop on various areas of rural development.

The structure of PMU at State, District and Block level as per RGSA Guidelines is mentioned at Annexure: V-D.

The resources available under Technical & Administrative Components of XV Finance Commission Basic (Untied) Grants to PRIs and administrative cost of other schemes for rural development could also be leveraged to strengthen PMU at different level of PRIs. In this regards, advisories issued by the Ministry may be referred, which is at Annexure: V-E & Annexure: V-F.

The broad/indicative responsibilities of the personnel under Programme Management Unit (PMU) at State, District and Block level to be set up for planning, implementation, and monitoring of RGSA is mentioned at Annexure: V-G.

ANNEXURE: V-A

Role of multiple agencies/bodies/institutions in strengthening the role and efficacy of DPCs:

Awareness-building at the Gram Sabha level

The tools proposed for generating awareness at the Gram Sabha are:

- Broadcast or screening of short films before the Gram Sabha meeting, that depict the benefits of planned development;
- Using folk media (including theatre and songs) to raise awareness on development issues; and
- Additional focus on community-based organisations such as self-help groups, Primary Cooperative Societies, Forest Committees and local NGOs.

Capability-building of members of local government Standing Committees

- Enhancing awareness of the committee members through print and electronic media, and training programmes below district level.
- Formulating and circulating specific guidelines to local governments detailing their functions.
- Ensuring that Standing Committees are well informed about schemes and budgets available to the local government and the process of planning and budgeting.
- Continuous updating on government circulars and other implementation instructions, through field functionaries of line departments concerned.

Capability-building of elected leaders, such as Sarpanchs, Mukhiyas, Adhyakshas etc.

- The focus is to guide Panchayat leaders away from the tendency to unilaterally decide on development initiatives.
- The Sarpanch and Panches may be made aware of the importance of the decentralised planning process, Increased interaction through training programmes with experts on district planning process.

Focus on:

- Increasing awareness and significance of socio-economic indicators particularly related to primary and social sectors;

- A close and critical understanding of how the basic services related departments work, such as health, education, livelihoods and welfare related departments and how their investments address (or do not address) balanced development of the area;
- The linkages of infrastructure development with improvement in the social sector and how it can be a catalyst for accelerated growth;
- Understanding of reporting formats of line departments and who should be contacted to answer queries and seek clarifications;
- How to use the RTI Act and how to respond to it;
- Understanding the basics of the financial devolution system, such as how budgets are approved at the state level, how they are communicated to the Panchayats, the role and responsibility of the Finance Commissions; and
- Understanding the importance and modalities of raising internal resources from tax and non tax sources.

Capability-building of local government officials

- Orientation on the concept of decentralisation, the process of participative district planning and their roles in this task. The elected representatives may also be invited to attend a few such training camps so that officers can interact with them in an informal atmosphere removed from official interaction.
- Improving capabilities of local government secretaries (such as GP secretaries, BDOs of Intermediate Panchayats, Chief Officers of municipalities) to arrange meetings of Gram Sabhas and ward committees, preparing and circulating minutes and preparing action-taken reports. Practical training on timely preparation of plan and budget proposals; familiarisation with formats.
- Improving the understanding of various government procedures.
- Skills of filling in data formats and analysing data and understanding on how information is to flow to local governments and other planning units.
- Analysing socio-economic indicators and on that basis, to develop models for resource allocation proposals that can be used by the District Planning Committee or other levels of plan aggregation.
- Skills of scrutinising plan proposals received from local governments.
- Skills of evaluating impacts of major schemes to provide feedback to higher levels of government on scheme design and effectiveness.

Special training for decentralized planning in urban areas

Apart from the above areas of capability-building, elected representatives and officials of urban local bodies require special training in the following areas:

- Understanding the significance and the basic processes of spatial planning, preparation of city development plans/structure plans;
- Techniques of eliciting peoples’ participation through Area Sabhas and ward committees;
- Understanding the responsibilities of government line departments and parastatal organisations so that they can liaise with the appropriate authority to solve problems, obtain guidance and negotiate for implementation of plans;
- Socio-economic and environmental planning, such as barrier-free built environment and promotion of green building;
- Preparation of detailed project reports, project implementation and management and encouraging PPP;
- Municipal service-delivery including water supply, sewerage and sanitation, solid waste management as well as energy efficiency and water audit, cost recovery and O&M and user charges;
- Financial management property tax and accounting reforms;
- Urban transport;
- Implementation of capacity-building programme in pursuance of National Urban Sanitation Policy; and
- E-Governance.

Capability-building of the officials of the District Planning Committee

Elected representatives who are members of the District Planning Committees will need to be equipped further to deal with their special responsibilities. These would include the following:

- Understanding the importance of participative planning and the need to devote adequate time to these processes;
- How to develop a long-term vision for the district over 15 years;
- The members of the District Planning Committees should also have an improved understanding of the situation and develop a vision on the basis of the data presented by each sectoral district head and suggest priorities according to the ground situation;

- Understanding the need and the techniques of gender budgeting and ensuring social justice in the process of economic development;
- A detailed understanding of HDR reports and how they impact planning and prioritisation decisions of the District Planning Committees; and.
- How to consolidate urban and rural plans.

Officials dealing with the District Planning Committee will need special training in:

- Presentation skills and assisting District Planning Committee members to develop a vision by analysing and explaining the socio-economic indicators of their district;
- Plan formulation techniques based on micro-planning and monitoring of such plans/programmes;
- Monitoring and tracking fund flows to local governments;
- The underlying basis and the technique of allocating plan ceiling fund in different sectors keeping in view socio-economic indicators and the priorities that emerge from them. This would also include making resource allocations under the Tribal Sub-Plan (TSP) and the Special Component Plan (SCP); and
- Techniques for guiding and monitoring the performance of local governments.

Training for district planning:

Generally, training tasks are entrusted to the State Institutes of Rural Development (SIRDs). However, there is a need to cast the net wider to bring in those who understand the nuts and bolts of government functioning and co-opt them as resource persons. While the SIRDs could continue to be the nodal agency for training and the overall coordination, other officials and institutions can be an invaluable asset if drawn into training initiatives for the district planning process.

District level

The District Collector and the CEO of the District Panchayat have an important role to play in local training and they should make special efforts to participate in training programmes. This will also stand them in good stead as it would build a relationship of trust and openness between them and elected representatives. Other district officials who can play important roles in local training are:

- District line department officials, who can impart knowledge on their sectors, particularly to the District Planning Committee and the relevant standing committee representatives;

- The District Planning Officer, who would lead the overall orientation of elected representatives;
- Treasury Officers, who can provide important inputs on treasury practice, budget formulation and issues relating to fiscal decentralisation;
- NGOs, who would be able to provide important inputs on social audit, right to information and other issues relating to accountability of local governments to citizens; and
- Officials dealing with Scheduled Caste (SC) and Scheduled Tribe (ST) welfare and Women and Child Development, who could draw attention to the special needs of these categories of people.

State level

Apart from these efforts, it would be a useful practice yielding high dividends if state-level programmes are arranged for interaction between elected representatives and the state planning department, the planning board and the finance department, so that feedback on district planning is regularly obtained.

For urban areas, the existing institutional arrangements for capacity building are as under:

- a) Regional Centres for Urban and Environmental Studies of the Ministry of Urban Development in Lucknow, Mumbai and Hyderabad.
- b) Centre for Urban Studies at Indian Institute of Public Administration (IIPA), New Delhi.
- c) National Institute of Urban Affairs.
- d) Yashwantrao Chavan Academy of Development Administration (YASHADA), Pune.
- e) All India Institute of Local Self Government (AIILSG), Mumbai.
- f) Administrative Staff College of India (ASCI), Hyderabad.
- g) Administrative Training Institutes (ATIs) of the State Governments.
- h) Thirteen Schools of Planning and Architecture.
- i) Centre for Good Governance, Hyderabad.
- j) Premier engineering and management colleges and NGOs.

ANNEXURE: V-B

Functions of DPRC:

DPRCs are supposed to roll out training for PRIs and provide continuous training and handholding support to Elected Representatives and Functionaries in collaboration with existing government and non-government resource institutions. The specific responsibilities of DPRCs are as under:

- i. All routine training of the GP level functionaries will be conducted at the DPRCs as per approved Annual Action Plan (AAP).
- ii. Institutional management of the training centers for smooth conduct of the training program of the PRIs.
- iii. Conduct Training Need Assessment for ERs & Functionaries of PRIs as per Standard Operating Procedure (SOP) of NCBF Conduct the Training Need Assessment at Block and Gram Panchayat for the Elected Representatives & Functionaries of the Gram Panchayat based on the standardised format as suggested by CBC.
- iv. Prepare blueprint and support Block Panchayat Resource Centre (BPRC) to conduct training of PRIs and engagement of Human Resource.
- v. Prepare Budget Outlay for BPRC, monitor and supervise the functioning of the BPRCs as well as adopt various quality control measures for attaining required standard of training by all the BPRCs.
- vi. Organise need-based training for the ERs, Functionaries & Officials of the Panchayati Raj & Rural Development.
- vii. Organize training of the GP functionaries and the ERs, to organise meetings, seminars, workshops on functioning of GPs and building their capacities.
- viii. Participate in meetings, seminars, workshops etc., organised by line departments / NGOs/ Academic Institutions.
- ix. Implement strategic campaign for environment building for GPDP through a wide range of IEC tools.
- x. Organise Exposure Visit of the ERs & Functionaries to the Best Performing PRIs.
- xi. Organise SATCOM / Hybrid Training for the Block and Gram Panchayats on different themes.

- xii. Capture the training data on real time in the Training Management Portal (TMP).
- xiii. Develop as a Resource Center for exchanging best practices on rural development.
- xiv. Liaison & Networking with different line departments / organizations / institutions / CBOs for providing support in strengthening capacity building & training of the PRIs.
- xv. Provide support in the formulation of Panchayat Development Plan through District Controlling Unit.

ANNEXURE: V-C

The Cost Norms of The Admissible Activities Under Revamped RGSA

S. No	Component	Cost
2. Institutional Infrastructure and Human Resources		
2.1	(a) Provision for establishment of SPRCs in rented building	Rs.30/- per sft. (built up area) Maximum Rs.75,000/- per month
	(b) Recurring cost on additional Faculty & O&M of SPRC	Upto Rs.84 lakh per annum per SPRC
2.2	(a) Construction of building of new DPRC and provision of basic equipment	Upto Rs.2 crore for new DPRC for NE States only
	(b) Provision for establishment of DPRCs in rented building	Rs 25/- per sft. (built up area) Maximum Rs.50,000/- per month
	(c) Recurring cost on additional Faculty and maintenance of DPRC	Up to Rs.20 lakh per annum per DPRC
5. Project Management Units (PMU)		
5.2	District Project Management Units (DPMU)	DPMU (3 persons) @Rs.10.80 lakh per District per annum subsuming existing components of e-DMPU

ANNEXURE: V-D

Provisions as per Revamped RGSA guidelines which can be used to strengthen the functioning of DPCs:

Professionals with relevant experience and expertise in local governance, capacity building, Panchayati Raj, social development, IEC, monitoring & evaluation, data handling, management and analysis, SDGs, handling dashboards & MIS, local planning etc., may be engaged. Full time consultants as well as short time consultants may be hired from time to time or outsourced to professional agencies for programme management as per norms approved by the SEC. The broad responsibilities of the above mentioned personnel under PMU are at Annexure: V-G. The indicative structure of PMU at State, District and Block level is as under:

Structure of SPMU	Numbers
State Programme Manager	1
State Coordinator (e-governance)	1
State Coordinator (M&E) / Financial Consultant	1
Data Entry Operator/MIS specialist / Data engineer / Analyst	1
Total	4
Structure DPMU	
District Programme Manager	1
District Coordinator (e-governance) / (M&E)	1
Data Entry Operator / MIS specialist / Data engineer / Analyst	1
Total	3
Structure BPMU	
Block Coordinator	1
Account & Administrative assistant / Data Entry Operator / MIS specialist / Data engineer / Analyst	1
Total	2

ANNEXURE: V-E

रेखा यादव
संयुक्त सचिव
REKHA YADAV
Joint Secretary


सत्यमेव जयते

पंचायती राज मंत्रालय
भारत सरकार
11वीं मंजिल, जीवन प्रकाश बिल्डिंग
25, के.जी. मार्ग, नई दिल्ली-110001
MINISTRY OF PANCHAYATI RAJ
GOVERNMENT OF INDIA
11th Floor, Jeevan Prakash Building
25, K.G. Marg, New Delhi-110001

D.O. No: N-11015/1/2020-CB

Date: 04 January 2021

Dear Sir/Madam

Please refer to the DO Letter Number – M-11015/1/39/2020-CB issued by this Ministry on 09th December 2020 (copy attached) where procedure for preparation of Block Panchayat Development Plans (BPDPs) has been detailed. In this regard, weekly review meetings are being conducted in the preparation of BPDPs. Workshops for Master Level Trainers (MLTs) from all States and UTs have already been organized by NIRD&PR.

2. Further, It has been decided to set-up a Control Room cum Project Management Unit (PMU) to ensure proper preparation and implementation of Gram Panchayat Development Plan (GPDP), Block Panchayat Development Plan (BPDP) and District Panchayat Development Plan (DPDP) with the aim of entering up to date real time data as well as provide instant guidance to Planning Teams operating at various levels. To ensure physical presence of the organizational unit, the Control Room is required to be set-up by each State and UT (i) at the State/UT level, and (ii) at the district level immediately.

3. The modality of setting up and operation of the Control Rooms at State/UT and district levels are outlined as below:

- Composition of the Control Room:** State Nodal Officer for RGSA/GPDP/BPDP/DPDP not below the rank of Director will head the Control Room. At the district level, CEO of the District Panchayat will head the Control Room. Detailed Composition of the reporting structures and responsibility of the Control Room at the State / district levels is provided as Annexure I.
- Location:** The Control Room at the State level may preferably be located at the office of the SPNU for RGSA in the Panchayati Raj Department/SIRD/SPRC or any other central venue as per convenience and discretion of the State/UT. The Control Room at the district level may be set up at the office of the CEO of the District Panchayat or at the office of the District Panchayati Raj Officer-District Planning Officer, as may be determined by the district administration.
- Trained Resource:** The officials to be discharging duty in the Control Rooms must be thoroughly trained about their roles and responsibilities and all other relevant issues. The staff must be conversant with issues related to processing of data emanating from GPDPs, Mission Antyodaya, SECC, GIS, e-GramSwaraj etc. to ensure proper entry and sanctity of data related to GPDP/BPDP/DPDP.
- Timelines:** NIC would be providing support and training on the process of organizing the Control Rooms's work would be provided from 15th February till 28th February 2021. Further, the Control Room may be made functional by 01 March 2021. Detailed schedule of Training agenda would be shared in due course.
- Escalation management:** To ensure timely resolution of issues a suitable escalation system to be put in place. Any issue that remains unresolved beyond 3 days shall be automatically escalated to next higher level. NIC would be providing the required technical support in this regard. The process of escalation would include:



Tel No: 011-23753819, Email: js2-mopr@gov.in, www.panchayat.gov.in

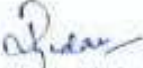
- i) Each Control Room must be equipped with at least a dedicated telephone and a high-end computer along with the required software and broadband facility to enable quick access to the relevant portals and to provide demonstrative support to the Planning Teams at all concerned levels.
- ii) A dedicated e-mail ID and mobile numbers & WhatsApp numbers of the officials in the State/ District level Control Rooms are to be shared with the all tiers of Panchayats, district administration, State/district level training institutions and line departments concerned.
- iii) Each Control Room must be equipped with:
(a) e-mail addresses, mobile numbers and WhatsApp numbers of all concerned training institutions and trainers/resource persons;
(b) hard copies and soft copies of the Central and State/UT Guidelines for preparation of GDPD;
(c) hard copies and soft copies of the Guidelines and the Framework for preparation of BPPD and DPPD; and (d) hard copies and soft copies of the State Panchayati Raj Acts and Rules, training modules, relevant learning materials and other important documents as may be required.

4. Expenditure to be incurred for the purpose of setting up and maintenance of the Control Rooms may be met from RGSA fund under the Component of Project Management Unit (PMU) available with the State or any other fund to be determined by the State/UT. For District PMU, if aforesaid fund is not adequate, then administrative cost permissible from Basic (Unfied) grant from Fifteenth Finance Commission can be converged. No additional funding in this respect will be provided by MoPR in this regard.

5. It is requested that an Action Taken Report (ATR) in this regard may be communicated to MoPR, with copy to the NIRD&PR, latest by 31.01.2021.

With regards,

Yours sincerely,


(Rekha Yadav)

To

The Additional Chief Secretaries/ Principal Secretaries/ Secretaries
Panchayati Raj Departments
All States/ UTs

Copy to Directors of SIRDs/ SPIRDs, All States/UTs

Annexure I:

Composition of State level Control Room:

Sl. No	Resource	Responsibility	Number
1	State Nodal Officer for RGSA/GPDP/BPDP/DPPDP	Head/ In-charge	1
2	State Level Master Trainers (On rotation basis by order from State Government)	Member	5-6 (Depending on the size of the State)
3	SPMU/SIRD/SPRC Team members (On rotation basis by order from State Government)	Member	States may decide
4	State level NIC officials	Member	
5	Technical Assistant : on hiring	Member	2-3 (depending on the size of the State)

At the State level, there will be a simple one-level hierarchical structure headed by SNO/any other officer of Department/Directorate, not below the rank of Director and function as in charge of the control room. Other members (SLMTT/NIC/SPMU Members) may be given an additional responsibility on a rotation basis. SPMU will coordinate with DPMUs on one side and MoPR on other hand for ensuring real time data updation.

Composition of District level Control Room:

Sl. No	Resource	Responsibility	Number
1	ZP CEO/ DPO	Head/ In-charge	1
2	District Level Trainers' Teams (On rotation basis by order from State Government)	Member	10-20 (Depending on the size of the State)
3	DPMU/DPRC Team members (On rotation basis by order from State Government)	Member	States/Districts may decide
4	DIO/NIC	Member	
5	Technical Assistant	Member	2-3 (depending on the size of the District)

At the District level, there will be a simple one-level hierarchical structure wherein District level Control Room will be headed by ZP CEO/ DPO (District Panchayat Officer) and function as in charge of the control room. Other members (DLTTs/NIC/DPMU/DPRC) maybe given an additional responsibility on a rotation basis by the order. DPMU will coordinate with SPMUs on one side and panchayats on other hand for ensuring real time data updation. It will also provide technical support to panchayats as and when need arises.

रेखा यादव
संयुक्त सचिव
REKHA YADAV
Joint Secretary



पंचायती राज मंत्रालय
संयुक्त सचिव
11वीं मंजिल, जीवन् प्रकाश भवन
25, क.जी. मार्ग, नई दिल्ली-110001
MINISTRY OF PANCHAYATI
GOVERNMENT OF INDIA
11th Floor, Jeevan Prakash Bldg
25, K.G. Marg, New Delhi-110001

D.O.No.: M-110/5/139/2020-CB

Dated: 09th December 2020

Dear Sir/Ma'am,

Over the last few years there have been frequent interactions between Ministry of Panchayati Raj (MoPR), Government of India and the States/UTs through different media and forums on the Gram Panchayat Development Programme (GPDP), with the result, Gram Panchayats (GPs) across the country are well versed with the steps and processes of preparation, implementation and monitoring of GPDP. However the preparation of Block Panchayat Development Plans (BPDPs) and District Panchayat Development Plans (DPDPs) as per recommendations of 15th Finance Commission is a new development. In this regard a Framework for preparation of BPDP and DPDP for rural areas was published by MoPR in October, 2020.

2. While moving in the direction of preparation of BPDPs and DPDPs, it is important that the process should be initiated first for preparation of BPDPs. Considering the shortage of time in the current financial year, the task of preparation of BPDPs may be commenced with the support from NIRD&PR, State RD&PR Departments, SIPRDs, District Administration and all other support organisations. For this purpose, the following actions need to be taken up systematically in a step by step manner within the timeline as stated in the following table:

Step	Activity	Timeline	Responsibility
Step-1	Development of Training Modules on Preparation of BPDP (Training Designs, Transaction Manuals and Learning Materials)	03-10 December 2020	NIRD&PR
Step-2	(A) Selection of 6-12 quality trainers as members of State Level Master Trainers' Teams (SLMTT) and communication about the same to NIRD&PR	(A) Within 11 December 2020	(A) SIPRDs
	(B) Three days' Online Training of SLMTTs on BPDP simultaneously in 3 groups for all States and UTs	(B) 16-23 December 2020	(B) NIRD&PR
Step-3	(A) Selection of 10-40 quality trainers as members of District Level Trainers' Teams (DLTT) and communication about the same to State RD&PR Departments and SIPRDs	(A) Within 15 December 2020	(A) District Administration
	(B) Three days' Online Training of DLTTs on BPDP simultaneously in groups across the States & UTs	(B) 24-30 December 2020	(B) SLMTTs (under supervision of SIPRD)
Step-4	General Meeting of each Block Panchayat and formation of Intermediate Panchayat Planning Committee (IPPC) and Sectoral Working Groups (SWGs) with proactive members	21-31 December 2020	Block Panchayats (under supervision of District Administration)

Tel. No.: 011-23753879 / Email: p2-npr@doe.in / www.panchayat.gov.in

Step	Activity	Timeline	Responsibility
Step-5	Three days' Face-to-Face / Online Training of the Members of IPPCs and SWGs on BDP in groups simultaneously across the States/UTs	04-09 January 2021	DIETs (under supervision of District Administration)
Step-6	First Block Sabha in all Block Panchayats along with inception of Environment Creation	11-16 January 2021	Block Panchayats
Step-7	Collection and Consolidation of Data with focus on Data emanating from GDPs, Census, SECC, Mission Antyodaya, GIS, line departments and the primary data of Block Panchayat itself	18-20 January 2021	IPPC & SWGs (with support from Block and line dept. officials)
Step-8	Situation Analysis, based on the consolidated data and also Spatial Analysis of Needs and Preparation of Development Status Report (DSR)	21-23 January 2021	Ditto
Step-9	Special (Second) Block Sabha with focus on appraisal of the DSR by members of Block Sabha, seeking their views on Perspective & futuristic planning and Sustainable Development	25-30 January 2021	Block Panchayats
Step-10	Identification of Localised SDGs and targets under them and Strategy Formulation to achieve Sustainable Development	01-02 February 2021	IPPC & SWGs (with support from Block and line dept. officials)
Step-11	Firming up of Resource Envelope, Visioning Exercise and Identification & Prioritisation of Plan Activities	03-04 February 2021	Block Panchayats (with support from IPPC, SWGs and Block & line dept. officials)
Step-12	Preparation of Draft BDP & Budget for 2 years – 2020-21 and 2021-22	05-08 February 2021	A core group from IPPC & SWGs
Step-13	Projectisation of the Prioritised Plan Activities, based on the Draft BDP & Budget for the said year	05-13 February 2021	IPPC & SWGs (with support from Block and line dept. officials)
Step-14	Third Block Sabha for approval of the BDP & Budget for 2 years	09-13 February 2021	Block Panchayats
Step-15	Uploading of the approved Plan Activities & Budget on e-GramSwaraj Portal and giving approval status to the Plan Activities	15-16 February 2021	IPPC & SWGs (with support from technical personnel)
Step-16	Preparation of the final documents of BDP & Budget and sharing of the same with GPs, District Panchayat, DPC, line department offices at Block level and all others concerned	15-16 February 2021	Block Panchayats
Step-17	Strategy Formulation for Implementation & Monitoring of BDP	09-15 February 2021	Block Panchayats

Step	Activity	Timeline	Responsibility
Step-18	Actual Implementation and Monitoring of the BPDP by Block Panchayat, Gram Panchayats (based on devolution / delegation), CSOs/NGOs, line departments and others as per decision of the Block Panchayats	2020-21 and carried over through 2021-22	Block Panchayats

3. In order to accomplish the tasks mentioned in the above table on time, the following actions are needed to be taken with top priority:

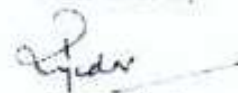
- The RD&PR Department of each State/UT may send a communication to the District Administration, the District Panchayats and the Block Panchayats immediately covering the entire range of the action items for strict compliance.
- The RD&PR Department of each State/UT may nominate an officer of the Department, not below the rank of Director, to function as State Nodal Officer to coordinate the entire process of preparation of BPDP in the State/UT. Similarly, each district may be requested by the State to nominate a senior officer to function as District Nodal Officer to coordinate the entire process of preparation of BPDP.
- The RD&PR Department of each State/UT may urge upon the District Magistrates to nominate senior officers from District/Sub-Division level to function as Liaison Officer (@1 per Block Panchayat) to frequently visit the assigned Block Panchayat, coordinate with, supervise and monitor the activities at Block Panchayat level from beginning to the stage of inception of implementation of BPDP. The nominated officers must be thoroughly trained on all aspects of preparation, implementation and monitoring of BPDP so that when they visit the assigned Block Panchayats or attend Block Sabhas they may clarify and resolve critical issues and provide handholding support to the IPPC and SWGs in finishing their tasks in time in a qualitative manner.
- The local offices of NIC need to be fully involved to obtain their support in the entire process from beginning to the step of uploading BPDP on to the eGramSwarajPortal.
- Members of SLMTTs and DLTTs must be selected carefully from amongst the best trainers at the respected levels.
- In each IPPC and SWG, there must be a few members conversant with handling processing/analyzing/consolidating census, SECC, Mission Antyodaya, and GIS data.
- Some of the activities must be executed concurrently as indicated in the above table.
- The RD&PR Department of each State/UT may request the Chief Secretary to write a letter to all the departments concerned with a request for full involvement of the line departments at the Block level in all the stages of planning, implementation and monitoring of BPDP.
- A control room may be opened and run in each RD&PR Department/SIPRD, as may be convenient, so that the districts may connect the control room to obtain guidance/clarification and support on any relevant issue. A similar control room may be opened and run at the district level too so that the Block Panchayats may connect the control room to obtain guidance/clarification and support on any relevant issue. The little expenditure to be incurred for this purpose may be met from Programme Management fund under RGSA.
- The timeline mentioned in the above Table must be strictly adhered to so as to cover all the steps within the given timeline.

- (k) The Secretaries of the RD&PR Departments may monitor the progress and outputs on weekly basis involving the District Magistrates and resolve critical issues. Similarly, the District Magistrates may monitor the progress and outputs on weekly basis involving the Presidents and CEOs/EOs of Block Panchayats and resolve critical issues.
- (l) A similar advisory will be issued soon to the States and UTs on preparation of District Panchayat Development Plan.

4. It may be noted that MoPR would be organizing weekly review meetings with all States/UTs on PPC 2020 during which issues and concerns relating to developing BPDs and DPDs can be discussed for taking forward this exercise smoothly.

With regards,

Yours sincerely,


(Rekha Yadav)

To
Additional Chief Secretary/ Principal Secretary/ Secretary
Panchayati Raj Department
All States/ UTs

ANNEXURE: V-F

M-11015/404/2020-FD
Government of India
Ministry of Panchayati Raj
11th Floor, Jeevan Prakash Building,
25 Kasturba Gandhi Marg, New Delhi
Dated: 23.08.2021

To

The Principal Secretary/Secretary
Panchayati Raj Department
All States

**Subject: Utilization of Basic (Untied) Grants for items of works/activities under
Fifteenth Finance Commission (XV FC) for Rural Local Bodies.**

Madam/ Sir,

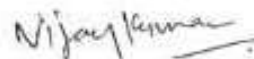
I am directed to refer to this Ministry's letter No. G-39011/2/2017 dated 5th August, 2020 on the above subject and to intimate that the Basic (Untied) Grants under XV FC allocated for the period FY 2021-22 to 2025-26 can be utilized by the Rural Local Bodies (RLBs) under the twenty nine subjects enshrined in the Eleventh Schedule to the Constitution, except for salaries and other establishment costs in terms of the operational guidelines issued by the Ministry of Finance (MoF) No. 15(2)FC-XV/FCD/2020-25 dated 14-7-2021. Further the indicative items of works / activities that may be taken up by the RLBs by utilizing Basic (Untied) Grants has been mentioned in **Annexure I** for guidance. Since XV FC has made separate allocations as Tied Grants towards drinking water, rain water harvesting & water recycling and sanitation & maintenance of ODF status, the Basic (Untied) Grants are to be prioritized to be used for activities other than that to be carried out with Tied Grants.

2. It is also clarified that as allowed for the Fourteenth Finance Commission (XIV FC) Grants to the RLBs vide this Ministry's letter No. G-39011/4/2015-FD dated 16-12-2015, upto 10% of the allocation of XV FC Basic (Untied) Grants is allowed for meeting the technical and administrative support towards O&M and capital expenditure. The indicative list of components that can be taken up under these support are mentioned in **Annexure II** for guidance. However, these expenditures are to be incurred only by the concerned RLBs.

-2-

2. This clarification is issued to facilitate RLBs to prioritize their activities to be taken up with the XV FC Basic (untied) grants and prevent their possible misutilisation on undesirable and extraneous items.

Yours faithfully,



(Vijay Kumar)

Deputy Secretary to Government of India

Ph: 011-23356150

Encl:a/a

Copy to:-

Ministry of Finance,
Department of Expenditure
Finance Commission Division
(Attn: Shri Abhay Kumar, Director, FCD)
11th Block, 5th Floor, CGO Complex
Lodi Road, New Delhi – 110003

Annexure I

Utilization of the FC-XV Basic (Untied) Grants recommended to Rural Local Bodies

The FC-XV has recommended 40% of the allocation as Basic Grants (Untied) to Rural Local Bodies (RLBs). The items of works/activities that may be taken up with the Basic (Untied) Grants include:

Activities relating to the National priority areas of Health, Education and Nutrition in consultation with the respective State Departments; immunization of children; prevention of malnutrition of children; construction and repair of Gram Panchayat Bhawans; construction and repair and maintenance of roads within Gram Panchayat (GP) and inter GP; construction and repair of foot paths within GP and inter GP; construction and repair and maintenance of LED street lights and solar lighting as applicable (solar street light may be individual poles or centralized solar panel system) – within GP and inter GP; acquisition of land & maintenance and upkeep of dead body burial grounds; construction, repair and maintenance of crematorium; providing sufficient and high bandwidth Wi-Fi digital network services within GP; public library; recreation facilities including children’s park, playground, rural haat, sports & physical fitness equipment etc. and any other basic improved/enhanced service mandated by State Government under relevant State legislations; recurring expenditure for electricity; manpower on outsourcing basis and other administrative expenses as essential (within 10% limit); immediate relief work in the event of natural disasters/pandemic; discharge of responsibilities specifically mandated to Panchayats under various Acts/ Laws e.g. preparation and updation of People’s Biodiversity Register (PBR) under Biodiversity Act, 2002.

RLBs can enter into Annual Maintenance Contracts/ Service contracts for providing the services to rural inhabitants. However, expenditure from the Grants on the negative list, namely, expenditure on items already being funded from other schemes, felicitation/cultural functions/decorations/ inaugurations, Honorarium, TA/DA of elected representatives and salaries/ honorarium of existing employees/permanent and contract, doles/awards, entertainment, purchase of vehicles and air-conditioners are not allowed under this component.

It may also be mentioned that the above items of expenditure are indicative. The Basic (Untied) Grants under FC –XV can be utilized by the local bodies for improving basic services in rural areas, except for salaries and other establishment costs. The expenditure required for auditing of accounts by external agencies including social audit approved by the State Government, however, may be borne from this grant.

Annexure II

Indicative List of Technical and Administrative Components of the FC-XV Basic (Untied) Grants' Expenditure

- Hiring of professionals on contract/ outsourcing basis – accountant cum data entry operator, technicians, engineer etc
- Purchase of computers and accessories in Panchayats/ Traditional bodies which do not have any computer at present, as well as cost of AMC
- Provision of Internet connectivity and recurring charges
- One time purchase of essential furniture for GP office
- Meeting the cost of professionals who may visit for inspecting quality of civil works
- Data Entry costs including payments to Common Service Centres(CSCs)
- Updation of Accounts
- Hire charges of vehicles in emergent cases for inspection of works
- Cost of preparation of project reports and technical plans for implementation of projects
- Cost of preparation of GPDP – Covering all processes like IEC, surveys, preparing maps and other documents and holding consultations and cost of essential consumables.

ANNEXURE: V-G

The broad/indicative responsibilities of the personnel under Programme Management Unit (PMU)

PMU at State, District and Block level to be set up for planning, implementation, and monitoring of RGSA.

DPMU

1. District Programme Manager

- The Programme Manager is responsible for the successful delivery of Scheme.
- Management & implementation of scheme till District level in Co-ordination with State.
- Shall be responsible for documentation training and other activities done at District level.
- Timely organization of training programme and provide hand holding support to all rural local bodies in the district and function as helpdesk for them.
- Shall assist the course Coordinator/ Faculty to prepare day to day schedule.
- Shall support to conduct TNA workshop, course design and developing the proposed training material.
- Organizing meetings, trainings, workshops on various issues as and when required.
- Continuous improvement and refinement in Panchayat indicators and process of PRI assessment through special focus on Localization of SDGs.
- Handholding support to BPMU in preparation of Panchayat Development Plan at District, Block and GP level adopting thematic approach for LSDGs.
- Real time data management related to PRIS and streamlining convergence at different level of PRIS in planning, implementation and monitoring of various activities in PRIs including LSDGs.
- Timely reporting on the progress of implementation.
- Provide assistance to SPMU and BPMU as and when required.
- Liaison with Districts/ Blocks level officials for smooth functioning of scheme.
- Identification of best practices and dissemination through training and other means.
- Any other task related to scheme assigned for time to time

2. District Coordinator (e-governance) / (M&E)

- Provide necessary support for ensuring proper usage of e-GramSwaraj/other e-applications / State specific applications, including (but not limited to) following:
 - Troubleshooting technical issues; discuss and resolve escalate them to SeGRG.
 - Resolve operational issues.
 - Visit BPs and GPs (or equivalent bodies) periodically to find out issues concerned with rollout of e-GramSwaraj /other e-applications/State specific e-Governance applications OR gather new requirements to be incorporated in the applications and discuss and resolve or include them in consultation with State technical consultant.
- Have a plan of regular meetings of GPS/BPs at fixed intervals.
- Coordinate with DIOS/DIAS, Se-GRG and report to CEO(ZP)/DPRO.
- Organize training and provide hand holding support to all rural local bodies in the district and function as helpdesk for them.
- Monitor the commissioning of computers and internet connectivity in the local bodies under the District.
- Get trained on e-Governance applications to become the trainer for the district;
 - Function as the nodal person for addressing/mitigating technical issues.
 - Liaise with SeGRG/State nodal official and District nodal official for addressing operational issues.
- Coordinate with IT professionals dealing with CSS like MGNREGS/ SBM/ NSAP, etc.
- Any other task related to e-Governance assigned from time to time.

3. Data Entry Operator/MIS specialist/Data engineer/Analyst

- On time submission of Annual Action Plan on MIS with the approval of competent authority.
- Responsible for collecting and updating of various data in State/Central specific applications.
- Verification/review of data with the help of District Coordinator before entering data in various applications.

- Periodic checking of data in State/Central specific applications and take follow up action as required and as per direction of Senior.
- Updating training details on Training Management Portal regularly.
- Any other task assigned by seniors from time to time.

Bibliography:

- I. Manual for Integrated District Planning by Planning Commission of India, 2009.
- II. Review of the Process and Content of District Plans: A Study across selected States – A Consolidated Report by KILA, 2020
- III. Framework for Implementation of Centrally Sponsored Scheme of Revamped Rashtriya Gram Swaraj Abhiyan (2022-23 to 2025-26).

ANNEXURE - VI

MP LADS: SECTOR WISE ALLOCATION OF FUNDS

Data as Retrieved from the Dashboard in September 2022

S.No	State	Charts
1	Andhra Pradesh	Sector wise % of cost of works DRINKING WATER FACILITY EDUCATION ELECTRICITY FACILITY HEALTH AND FAMILY WELFARE OTHER PUBLIC FACILITIES RAILWAYS, ROADS, PATHWAYS AND BRIDGES SANITATION AND PUBLIC HEALTH
2	Andaman and Nicobar Islands	No Data
3	Arunachal Pradesh	No Data
4	Assam	Sector wise % of cost of works DRINKING WATER FACILITY EDUCATION OTHER PUBLIC FACILITIES RAILWAYS, ROADS, PATHWAYS AND BRIDGES SANITATION AND PUBLIC HEALTH WORKS RELATING TO ANIMAL HUSBANDRY, DIARY AND FISHERIES

S.No	State	Charts
s5	Bihar	Sector wise % of sanctioned works DRINKING WATER FACILITY EDUCATION ELECTRICITY FACILITY OTHER PUBLIC FACILITIES RAILWAYS, ROADS, PATHWAYS AND BRIDGES SANITATION AND PUBLIC HEALTH 2% 2% 5% 7% 11% 73%
6	Chhattisgarh	Sector wise % of cost of works DRINKING WATER FACILITY EDUCATION ELECTRICITY FACILITY HEALTH AND FAMILY WELFARE IRRIGATION FACILITIES OTHER PUBLIC FACILITIES RAILWAYS, ROADS, PATHWAYS AND BRIDGES SANITATION AND PUBLIC HEALTH SPORTS 1% 1% 5% 5% 6% 2% 2% 1% 38% 39%
7	Dadra & Nagar Haveli and Daman & Diu	No Data
8	Goa	No Data
9	Gujarat	Sector wise % of cost of works DRINKING WATER FACILITY EDUCATION ELECTRICITY FACILITY HEALTH AND FAMILY WELFARE IRRIGATION FACILITIES OTHER PUBLIC FACILITIES RAILWAYS, ROADS, PATHWAYS AND BRIDGES SANITATION AND PUBLIC HEALTH 2% 1% 7% 9% 3% 5% 1% 46% 26%

S.No	State	Charts
10	Haryana	Sector wise % of cost of works - DRINKING WATER FACILITY - EDUCATION - ELECTRICITY FACILITY - HEALTH AND FAMILY WELFARE - IRRIGATION FACILITIES - OTHER PUBLIC FACILITIES - RAILWAYS, ROADS, PATHWAYS AND BRIDGES - SANITATION AND PUBLIC HEALTH - SPORTS - WORKS RELATING TO ANIMAL HUSBANDRY, DIARY AND FISHERIES
11	Himachal Pradesh	Sector wise % of cost of works - EDUCATION - ELECTRICITY FACILITY - HEALTH AND FAMILY WELFARE - OTHER PUBLIC FACILITIES - RAILWAYS, ROADS, PATHWAYS AND BRIDGES - SANITATION AND PUBLIC HEALTH
12	Jammu & Kashmir	Sector wise % cost of sanctioned works - DRINKING WATER FACILITY - EDUCATION - ELECTRICITY FACILITY - HEALTH AND FAMILY WELFARE - IRRIGATION FACILITIES - OTHER PUBLIC FACILITIES - RAILWAYS, ROADS, PATHWAYS AND BRIDGES - SANITATION AND PUBLIC HEALTH - WORKS RELATING TO URBAN DEVELOPMENT

S.No	State	Charts																		
13	Jharkhand	Sector wise % of cost of works <table><thead><tr><th>Sector</th><th>% of Cost</th></tr></thead><tbody><tr><td>DRINKING WATER FACILITY</td><td>1%</td></tr><tr><td>EDUCATION</td><td>3%</td></tr><tr><td>HEALTH AND FAMILY WELFARE</td><td>2%</td></tr><tr><td>OTHER PUBLIC FACILITIES</td><td>32%</td></tr><tr><td>RAILWAYS, ROADS, PATHWAYS AND BRIDGES</td><td>45%</td></tr><tr><td>SANITATION AND PUBLIC HEALTH</td><td>7%</td></tr><tr><td>SPORTS</td><td>1%</td></tr><tr><td>WORKS RELATING TO AGRICULTURE</td><td>9%</td></tr></tbody></table>	Sector	% of Cost	DRINKING WATER FACILITY	1%	EDUCATION	3%	HEALTH AND FAMILY WELFARE	2%	OTHER PUBLIC FACILITIES	32%	RAILWAYS, ROADS, PATHWAYS AND BRIDGES	45%	SANITATION AND PUBLIC HEALTH	7%	SPORTS	1%	WORKS RELATING TO AGRICULTURE	9%
Sector	% of Cost																			
DRINKING WATER FACILITY	1%																			
EDUCATION	3%																			
HEALTH AND FAMILY WELFARE	2%																			
OTHER PUBLIC FACILITIES	32%																			
RAILWAYS, ROADS, PATHWAYS AND BRIDGES	45%																			
SANITATION AND PUBLIC HEALTH	7%																			
SPORTS	1%																			
WORKS RELATING TO AGRICULTURE	9%																			
14	Karnataka	Sector wise % of cost of works <table><thead><tr><th>Sector</th><th>% of Cost</th></tr></thead><tbody><tr><td>DRINKING WATER FACILITY</td><td>1%</td></tr><tr><td>EDUCATION</td><td>1%</td></tr><tr><td>ELECTRICITY FACILITY</td><td>8%</td></tr><tr><td>HEALTH AND FAMILY WELFARE</td><td>7%</td></tr><tr><td>OTHER PUBLIC FACILITIES</td><td>34%</td></tr><tr><td>RAILWAYS, ROADS, PATHWAYS AND BRIDGES</td><td>44%</td></tr><tr><td>SANITATION AND PUBLIC HEALTH</td><td>3%</td></tr><tr><td>SPORTS</td><td>2%</td></tr></tbody></table>	Sector	% of Cost	DRINKING WATER FACILITY	1%	EDUCATION	1%	ELECTRICITY FACILITY	8%	HEALTH AND FAMILY WELFARE	7%	OTHER PUBLIC FACILITIES	34%	RAILWAYS, ROADS, PATHWAYS AND BRIDGES	44%	SANITATION AND PUBLIC HEALTH	3%	SPORTS	2%
Sector	% of Cost																			
DRINKING WATER FACILITY	1%																			
EDUCATION	1%																			
ELECTRICITY FACILITY	8%																			
HEALTH AND FAMILY WELFARE	7%																			
OTHER PUBLIC FACILITIES	34%																			
RAILWAYS, ROADS, PATHWAYS AND BRIDGES	44%																			
SANITATION AND PUBLIC HEALTH	3%																			
SPORTS	2%																			
15	Kerala	Sector wise % of cost of works <table><thead><tr><th>Sector</th><th>% of Cost</th></tr></thead><tbody><tr><td>DRINKING WATER FACILITY</td><td>1%</td></tr><tr><td>EDUCATION</td><td>6%</td></tr><tr><td>ELECTRICITY FACILITY</td><td>15%</td></tr><tr><td>HEALTH AND FAMILY WELFARE</td><td>9%</td></tr><tr><td>OTHER PUBLIC FACILITIES</td><td>35%</td></tr><tr><td>RAILWAYS, ROADS, PATHWAYS AND BRIDGES</td><td>10%</td></tr><tr><td>SANITATION AND PUBLIC HEALTH</td><td>24%</td></tr></tbody></table>	Sector	% of Cost	DRINKING WATER FACILITY	1%	EDUCATION	6%	ELECTRICITY FACILITY	15%	HEALTH AND FAMILY WELFARE	9%	OTHER PUBLIC FACILITIES	35%	RAILWAYS, ROADS, PATHWAYS AND BRIDGES	10%	SANITATION AND PUBLIC HEALTH	24%		
Sector	% of Cost																			
DRINKING WATER FACILITY	1%																			
EDUCATION	6%																			
ELECTRICITY FACILITY	15%																			
HEALTH AND FAMILY WELFARE	9%																			
OTHER PUBLIC FACILITIES	35%																			
RAILWAYS, ROADS, PATHWAYS AND BRIDGES	10%																			
SANITATION AND PUBLIC HEALTH	24%																			

S.No	State	Charts																						
16	Ladakh	No Data																						
17	Lakshadweep	No Data																						
18	Madhya Pradesh	Sector wise % of cost of works <table><thead><tr><th>Sector</th><th>%</th></tr></thead><tbody><tr><td>DRINKING WATER FACILITY</td><td>19%</td></tr><tr><td>EDUCATION</td><td>6%</td></tr><tr><td>ELECTRICITY FACILITY</td><td>2%</td></tr><tr><td>HEALTH AND FAMILY WELFARE</td><td>2%</td></tr><tr><td>IRRIGATION FACILITIES</td><td>1%</td></tr><tr><td>OTHER PUBLIC FACILITIES</td><td>32%</td></tr><tr><td>RAILWAYS, ROADS, PATHWAYS AND BRIDGES</td><td>31%</td></tr><tr><td>SANITATION AND PUBLIC HEALTH</td><td>3%</td></tr><tr><td>SPORTS</td><td>2%</td></tr><tr><td>WORKS RELATING TO ANIMAL HUSBANDRY, DIARY AND FISHERIES</td><td>2%</td></tr></tbody></table>	Sector	%	DRINKING WATER FACILITY	19%	EDUCATION	6%	ELECTRICITY FACILITY	2%	HEALTH AND FAMILY WELFARE	2%	IRRIGATION FACILITIES	1%	OTHER PUBLIC FACILITIES	32%	RAILWAYS, ROADS, PATHWAYS AND BRIDGES	31%	SANITATION AND PUBLIC HEALTH	3%	SPORTS	2%	WORKS RELATING TO ANIMAL HUSBANDRY, DIARY AND FISHERIES	2%
Sector	%																							
DRINKING WATER FACILITY	19%																							
EDUCATION	6%																							
ELECTRICITY FACILITY	2%																							
HEALTH AND FAMILY WELFARE	2%																							
IRRIGATION FACILITIES	1%																							
OTHER PUBLIC FACILITIES	32%																							
RAILWAYS, ROADS, PATHWAYS AND BRIDGES	31%																							
SANITATION AND PUBLIC HEALTH	3%																							
SPORTS	2%																							
WORKS RELATING TO ANIMAL HUSBANDRY, DIARY AND FISHERIES	2%																							
19	Maharashtra	Sector wise % of cost of works <table><thead><tr><th>Sector</th><th>%</th></tr></thead><tbody><tr><td>DRINKING WATER FACILITY</td><td>2%</td></tr><tr><td>EDUCATION</td><td>2%</td></tr><tr><td>ELECTRICITY FACILITY</td><td>2%</td></tr><tr><td>HEALTH AND FAMILY WELFARE</td><td>1%</td></tr><tr><td>IRRIGATION FACILITIES</td><td>1%</td></tr><tr><td>NON-CONVENTIONAL ENERGY SOURCES</td><td>1%</td></tr><tr><td>OTHER PUBLIC FACILITIES</td><td>31%</td></tr><tr><td>RAILWAYS, ROADS, PATHWAYS AND BRIDGES</td><td>45%</td></tr><tr><td>SANITATION AND PUBLIC HEALTH</td><td>4%</td></tr><tr><td>SPORTS</td><td>11%</td></tr></tbody></table>	Sector	%	DRINKING WATER FACILITY	2%	EDUCATION	2%	ELECTRICITY FACILITY	2%	HEALTH AND FAMILY WELFARE	1%	IRRIGATION FACILITIES	1%	NON-CONVENTIONAL ENERGY SOURCES	1%	OTHER PUBLIC FACILITIES	31%	RAILWAYS, ROADS, PATHWAYS AND BRIDGES	45%	SANITATION AND PUBLIC HEALTH	4%	SPORTS	11%
Sector	%																							
DRINKING WATER FACILITY	2%																							
EDUCATION	2%																							
ELECTRICITY FACILITY	2%																							
HEALTH AND FAMILY WELFARE	1%																							
IRRIGATION FACILITIES	1%																							
NON-CONVENTIONAL ENERGY SOURCES	1%																							
OTHER PUBLIC FACILITIES	31%																							
RAILWAYS, ROADS, PATHWAYS AND BRIDGES	45%																							
SANITATION AND PUBLIC HEALTH	4%																							
SPORTS	11%																							
20	Manipur	No Data																						

S.No	State	Charts																		
21	Meghalaya	Sector wise % of cost of works ■ DRINKING WATER FACILITY ■ EDUCATION ■ HEALTH AND FAMILY WELFARE ■ IRRIGATION FACILITIES ■ OTHER PUBLIC FACILITIES ■ RAILWAYS, ROADS, PATHWAYS AND BRIDGES ■ SANITATION AND PUBLIC HEALTH ■ SPORTS <table><thead><tr><th>Sector</th><th>%</th></tr></thead><tbody><tr><td>DRINKING WATER FACILITY</td><td>5%</td></tr><tr><td>EDUCATION</td><td>11%</td></tr><tr><td>HEALTH AND FAMILY WELFARE</td><td>1%</td></tr><tr><td>IRRIGATION FACILITIES</td><td>1%</td></tr><tr><td>OTHER PUBLIC FACILITIES</td><td>19%</td></tr><tr><td>RAILWAYS, ROADS, PATHWAYS AND BRIDGES</td><td>53%</td></tr><tr><td>SANITATION AND PUBLIC HEALTH</td><td>6%</td></tr><tr><td>SPORTS</td><td>4%</td></tr></tbody></table>	Sector	%	DRINKING WATER FACILITY	5%	EDUCATION	11%	HEALTH AND FAMILY WELFARE	1%	IRRIGATION FACILITIES	1%	OTHER PUBLIC FACILITIES	19%	RAILWAYS, ROADS, PATHWAYS AND BRIDGES	53%	SANITATION AND PUBLIC HEALTH	6%	SPORTS	4%
Sector	%																			
DRINKING WATER FACILITY	5%																			
EDUCATION	11%																			
HEALTH AND FAMILY WELFARE	1%																			
IRRIGATION FACILITIES	1%																			
OTHER PUBLIC FACILITIES	19%																			
RAILWAYS, ROADS, PATHWAYS AND BRIDGES	53%																			
SANITATION AND PUBLIC HEALTH	6%																			
SPORTS	4%																			
22	Mizoram	Sector wise % of cost of works ■ EDUCATION ■ HEALTH AND FAMILY WELFARE ■ OTHER PUBLIC FACILITIES ■ RAILWAYS, ROADS, PATHWAYS AND BRIDGES ■ SANITATION AND PUBLIC HEALTH ■ SPORTS ■ WORKS RELATING TO AGRICULTURE <table><thead><tr><th>Sector</th><th>%</th></tr></thead><tbody><tr><td>EDUCATION</td><td>6%</td></tr><tr><td>HEALTH AND FAMILY WELFARE</td><td>2%</td></tr><tr><td>OTHER PUBLIC FACILITIES</td><td>58%</td></tr><tr><td>RAILWAYS, ROADS, PATHWAYS AND BRIDGES</td><td>24%</td></tr><tr><td>SANITATION AND PUBLIC HEALTH</td><td>7%</td></tr><tr><td>SPORTS</td><td>1%</td></tr><tr><td>WORKS RELATING TO AGRICULTURE</td><td>2%</td></tr></tbody></table>	Sector	%	EDUCATION	6%	HEALTH AND FAMILY WELFARE	2%	OTHER PUBLIC FACILITIES	58%	RAILWAYS, ROADS, PATHWAYS AND BRIDGES	24%	SANITATION AND PUBLIC HEALTH	7%	SPORTS	1%	WORKS RELATING TO AGRICULTURE	2%		
Sector	%																			
EDUCATION	6%																			
HEALTH AND FAMILY WELFARE	2%																			
OTHER PUBLIC FACILITIES	58%																			
RAILWAYS, ROADS, PATHWAYS AND BRIDGES	24%																			
SANITATION AND PUBLIC HEALTH	7%																			
SPORTS	1%																			
WORKS RELATING TO AGRICULTURE	2%																			
23	Nagaland	Sector wise % of cost of works ■ DRINKING WATER FACILITY ■ EDUCATION ■ OTHER PUBLIC FACILITIES ■ RAILWAYS, ROADS, PATHWAYS AND BRIDGES ■ SANITATION AND PUBLIC HEALTH ■ WORKS RELATING TO ANIMAL HUSBANDRY, DIARY AND FISHERIES <table><thead><tr><th>Sector</th><th>%</th></tr></thead><tbody><tr><td>DRINKING WATER FACILITY</td><td>7%</td></tr><tr><td>EDUCATION</td><td>8%</td></tr><tr><td>OTHER PUBLIC FACILITIES</td><td>46%</td></tr><tr><td>RAILWAYS, ROADS, PATHWAYS AND BRIDGES</td><td>23%</td></tr><tr><td>SANITATION AND PUBLIC HEALTH</td><td>8%</td></tr><tr><td>WORKS RELATING TO ANIMAL HUSBANDRY, DIARY AND FISHERIES</td><td>8%</td></tr></tbody></table>	Sector	%	DRINKING WATER FACILITY	7%	EDUCATION	8%	OTHER PUBLIC FACILITIES	46%	RAILWAYS, ROADS, PATHWAYS AND BRIDGES	23%	SANITATION AND PUBLIC HEALTH	8%	WORKS RELATING TO ANIMAL HUSBANDRY, DIARY AND FISHERIES	8%				
Sector	%																			
DRINKING WATER FACILITY	7%																			
EDUCATION	8%																			
OTHER PUBLIC FACILITIES	46%																			
RAILWAYS, ROADS, PATHWAYS AND BRIDGES	23%																			
SANITATION AND PUBLIC HEALTH	8%																			
WORKS RELATING TO ANIMAL HUSBANDRY, DIARY AND FISHERIES	8%																			

S.No	State	Charts
24	Odisha	Sector wise % of cost of works DRINKING WATER FACILITY EDUCATION ELECTRICITY FACILITY HEALTH AND FAMILY WELFARE IRRIGATION FACILITIES OTHER PUBLIC FACILITIES RAILWAYS, ROADS, PATHWAYS AND BRIDGES SANITATION AND PUBLIC HEALTH SPORTS
25	Puducherry	No Data
26	Punjab	Sector wise % of cost of works DRINKING WATER FACILITY EDUCATION ELECTRICITY FACILITY HEALTH AND FAMILY WELFARE NON-CONVENTIONAL ENERGY SOURCES OTHER PUBLIC FACILITIES RAILWAYS, ROADS, PATHWAYS AND BRIDGES SANITATION AND PUBLIC HEALTH SPORTS
27	Rajasthan	Sector Wise % of Cost of Works DRINKING WATER FACILITY EDUCATION ELECTRICITY FACILITY HEALTH AND FAMILY WELFARE IRRIGATION FACILITIES NON-CONVENTIONAL ENERGY SOURCES OTHER PUBLIC FACILITIES RAILWAYS, ROADS, PATHWAYS AND BRIDGES SANITATION AND PUBLIC HEALTH

S.No	State	Charts
28	Sikkim	Sector Wise % of Cost of Works - DRINKING WATER FACILITY - EDUCATION - ELECTRICITY FACILITY - HEALTH AND FAMILY WELFARE - IRRIGATION FACILITIES - OTHER PUBLIC FACILITIES - RAILWAYS, ROADS, PATHWAYS AND BRIDGES - SANITATION AND PUBLIC HEALTH - SPORTS
29	Tamil Nadu	Sector Wise % of Cost of Works - DRINKING WATER FACILITY - EDUCATION - ELECTRICITY FACILITY - HEALTH AND FAMILY WELFARE - IRRIGATION FACILITIES - NON-CONVENTIONAL ENERGY SOURCES - OTHER PUBLIC FACILITIES - RAILWAYS, ROADS, PATHWAYS AND BRIDGES
30	Telangana	Sector Wise % of Cost of Works - DRINKING WATER FACILITY - EDUCATION - ELECTRICITY FACILITY - HEALTH AND FAMILY WELFARE - OTHER PUBLIC FACILITIES - RAILWAYS, ROADS, PATHWAYS AND BRIDGES - SANITATION AND PUBLIC HEALTH - SPORTS - WORKS RELATING TO AGRICULTURE
31	Tripura	No Data

S.No	State	Charts																		
32	Uttar Pradesh	Sector Wise % of Cost of Works ■ DRINKING WATER FACILITY ■ EDUCATION ■ ELECTRICITY FACILITY ■ HEALTH AND FAMILY WELFARE ■ NON-CONVENTIONAL ENERGY SOURCES ■ OTHER PUBLIC FACILITIES ■ RAILWAYS, ROADS, PATHWAYS AND BRIDGES ■ SANITATION AND PUBLIC HEALTH <table><thead><tr><th>Sector</th><th>Percentage</th></tr></thead><tbody><tr><td>DRINKING WATER FACILITY</td><td>2%</td></tr><tr><td>EDUCATION</td><td>4%</td></tr><tr><td>ELECTRICITY FACILITY</td><td>1%</td></tr><tr><td>HEALTH AND FAMILY WELFARE</td><td>2%</td></tr><tr><td>NON-CONVENTIONAL ENERGY SOURCES</td><td>1%</td></tr><tr><td>OTHER PUBLIC FACILITIES</td><td>12%</td></tr><tr><td>RAILWAYS, ROADS, PATHWAYS AND BRIDGES</td><td>76%</td></tr><tr><td>SANITATION AND PUBLIC HEALTH</td><td>2%</td></tr></tbody></table>	Sector	Percentage	DRINKING WATER FACILITY	2%	EDUCATION	4%	ELECTRICITY FACILITY	1%	HEALTH AND FAMILY WELFARE	2%	NON-CONVENTIONAL ENERGY SOURCES	1%	OTHER PUBLIC FACILITIES	12%	RAILWAYS, ROADS, PATHWAYS AND BRIDGES	76%	SANITATION AND PUBLIC HEALTH	2%
Sector	Percentage																			
DRINKING WATER FACILITY	2%																			
EDUCATION	4%																			
ELECTRICITY FACILITY	1%																			
HEALTH AND FAMILY WELFARE	2%																			
NON-CONVENTIONAL ENERGY SOURCES	1%																			
OTHER PUBLIC FACILITIES	12%																			
RAILWAYS, ROADS, PATHWAYS AND BRIDGES	76%																			
SANITATION AND PUBLIC HEALTH	2%																			
33	Uttarakhand	Sector Wise % of Cost of Works ■ DRINKING WATER FACILITY ■ EDUCATION ■ OTHER PUBLIC FACILITIES ■ RAILWAYS, ROADS, PATHWAYS AND BRIDGES ■ SANITATION AND PUBLIC HEALTH ■ WORKS RELATING TO ANIMAL HUSBANDRY, DIARY AND FISHERIES <table><thead><tr><th>Sector</th><th>Percentage</th></tr></thead><tbody><tr><td>DRINKING WATER FACILITY</td><td>1%</td></tr><tr><td>EDUCATION</td><td>6%</td></tr><tr><td>OTHER PUBLIC FACILITIES</td><td>30%</td></tr><tr><td>RAILWAYS, ROADS, PATHWAYS AND BRIDGES</td><td>39%</td></tr><tr><td>SANITATION AND PUBLIC HEALTH</td><td>20%</td></tr><tr><td>WORKS RELATING TO ANIMAL HUSBANDRY, DIARY AND FISHERIES</td><td>4%</td></tr></tbody></table>	Sector	Percentage	DRINKING WATER FACILITY	1%	EDUCATION	6%	OTHER PUBLIC FACILITIES	30%	RAILWAYS, ROADS, PATHWAYS AND BRIDGES	39%	SANITATION AND PUBLIC HEALTH	20%	WORKS RELATING TO ANIMAL HUSBANDRY, DIARY AND FISHERIES	4%				
Sector	Percentage																			
DRINKING WATER FACILITY	1%																			
EDUCATION	6%																			
OTHER PUBLIC FACILITIES	30%																			
RAILWAYS, ROADS, PATHWAYS AND BRIDGES	39%																			
SANITATION AND PUBLIC HEALTH	20%																			
WORKS RELATING TO ANIMAL HUSBANDRY, DIARY AND FISHERIES	4%																			
34	West Bengal	Sector Wise % of Cost of Works ■ DRINKING WATER FACILITY ■ EDUCATION ■ ELECTRICITY FACILITY ■ HEALTH AND FAMILY WELFARE ■ OTHER PUBLIC FACILITIES ■ RAILWAYS, ROADS, PATHWAYS AND BRIDGES ■ SANITATION AND PUBLIC HEALTH ■ SPORTS <table><thead><tr><th>Sector</th><th>Percentage</th></tr></thead><tbody><tr><td>DRINKING WATER FACILITY</td><td>4%</td></tr><tr><td>EDUCATION</td><td>10%</td></tr><tr><td>ELECTRICITY FACILITY</td><td>11%</td></tr><tr><td>HEALTH AND FAMILY WELFARE</td><td>12%</td></tr><tr><td>OTHER PUBLIC FACILITIES</td><td>16%</td></tr><tr><td>RAILWAYS, ROADS, PATHWAYS AND BRIDGES</td><td>33%</td></tr><tr><td>SANITATION AND PUBLIC HEALTH</td><td>1%</td></tr><tr><td>SPORTS</td><td>2%</td></tr></tbody></table>	Sector	Percentage	DRINKING WATER FACILITY	4%	EDUCATION	10%	ELECTRICITY FACILITY	11%	HEALTH AND FAMILY WELFARE	12%	OTHER PUBLIC FACILITIES	16%	RAILWAYS, ROADS, PATHWAYS AND BRIDGES	33%	SANITATION AND PUBLIC HEALTH	1%	SPORTS	2%
Sector	Percentage																			
DRINKING WATER FACILITY	4%																			
EDUCATION	10%																			
ELECTRICITY FACILITY	11%																			
HEALTH AND FAMILY WELFARE	12%																			
OTHER PUBLIC FACILITIES	16%																			
RAILWAYS, ROADS, PATHWAYS AND BRIDGES	33%																			
SANITATION AND PUBLIC HEALTH	1%																			
SPORTS	2%																			

PHOTOGRAPHS



CGG Team Piloting Research tools in Sangareddy District, **Telangana**



Piloting of Research tools at Bidar, **Karnataka**



CGG Team's Interaction with,
Hon'ble MP, Araku, **Andhra Pradesh**



CGG Team's Interaction with
Hon'ble MP, Bilaspur, **Chhattisgarh**

	
CGG Team's Interaction with Hon'ble MP, Alappuzha, Kerala	CGG Research Associate's Interaction with Hon'ble MP Mr. Jasbir Singh Gill, Punjab
	
CGG Research Associate's Interaction with Hon'ble MP, Tumkur, Karnataka	CGG Team's Interaction with Hon'ble MP, Adilabad, Telangana
	
CGG Research Associate's Interaction with Hon'ble MP, Mahendragarh, Haryana.	CGG Team's Interaction with Hon'ble MP, Jorhat, Assam

	
CGG Research Associate's Interaction with Hon'ble MLA, Yavatmal, Maharashtra	CGG Research Associate's Interaction with Hon'ble MLA, Baleswar, Odisha
	
CGG Research Associate's Interaction with Hon'ble MLA, Erode, Tamil Nadu	CGG Research Associate's Interaction with Hon'ble MLA Proddutur, Kadapa, Andhra Pradesh
	
CGG Research Associate's Interaction with Hon'ble MLA of Samastipur, Bihar	CGG Research Associate's Interaction with Hon'ble MLA, Fathepur, Uttar Pradesh



CGG team's visit to a GP in **Madhya Pradesh**



CGG Team's Interaction with key stakeholders in **Rajasthan**



CGG Team's Interaction with Deputy Collector Thrissur, **Kerala**



CGG Research Associate's Interaction with District Collector, Shillong, **Meghalaya**

	
CGG Research Associate's Interaction with Deputy Collector, Maharashtra	CGG Team's Interaction with Addl. Collector, Coimbatore, Tamil Nadu
	
CGG Team's Interaction with ZP Chairperson, Malappuram, Kerala	CGG Research Associate's Interaction with ZP Chairperson, Jorhat, Assam
	
CGG Team's Interaction with ZP Chairperson, Coimbatore, Tamil Nadu	CGG Team's Interaction with District level officials, Thrissur, Kerala

	
CGG Research Associate's Interaction with ZP CEO, Uttar Pradesh	CGG Research Associate's Interaction with ZP CEO Karimnagar, Telangana
	
CGG Team's Interaction with ZP CEO, Johrat, Assam	CGG Research Associate's interaction with Chief Development Officer, Tehri Garhwal, Uttarakhand
	
CGG Research Associate's Interaction with BDO Goa.	CGG Team's Interaction with BDO, Raigad, Maharashtra



CGG Research Associate's Interaction with BDO, Malappuram, **Kerala**



CGG Research Associate's Interaction with BDO of Supaul, **Bihar**



CGG Research Associate's Interaction with BDO Madhurai **Tamil Nadu**



CGG Research Associate's Interaction with BDO, **Maharashtra**



CGG Research Associate's Interaction with BDO, Buxar, **Bihar**



CGG Research Associate's Interaction with stakeholders in Karimnagar, **Telangana**

	
CGG Team's Interaction with Sarpanch, Rajsamand, Rajasthan	CGG Team's Interaction with Sarpanch in Thrissur, Kerala
	
CGG Research Associate's Interaction with Sarpanch, Srinagar, Jammu and Kashmir	CGG Research Associate's Interaction with Secretary, Sangaon GP, Fatehpur, Uttar Pradesh
	

Glance of Interaction with GP Level Stakeholders



Glance of Interaction with Stakeholders at various levels





CGG team at **Madhya Pradesh**
Chhindwara district
The GP is headed by ST Women



CGG team Interaction with stakeholders in
Madhya Pradesh



CGG team field visits in **Kerala**



Kerala: Secretariat Malappuram



CGG team field visits in **Rajasthan**



Centre for Good Governance

(Dr. MCR HRD Institute Campus),
Road No. 25, Jubilee Hills, Hyderabad - 500 033
Telangana, India.

contact info

Phone: +91 40 23686000, 168, 182

Email: deviprasad.j@cgg.gov.in &
padmaja.k@cgg.gov.in