

Publication No.803
Evaluation Study No.133



Government of Haryana

An Evaluation Study
of
Decentralised Planning Scheme in
Haryana

Issued by:
ECONOMIC AND STATISTICAL ORGANISATION
PLANNING DEPARTMENT, HARYANA, CHANDIGARH
2005

PREFACE

Decentralized Planning scheme was launched in Haryana during the year 1985-86 with the aim to provide funds to the district for execution of those developmental works/schemes of local needs which are not being undertaken under Annual Plans of the State Government departments. The evaluation study of Decentralised Planning Scheme in Haryana was undertaken on the recommendation of Financial Commissioner & Principal Secretary to Govt. Haryana, Planning Department with a view to assess the impact of this scheme. The study was confined to four districts selected at random from the four administrative divisions of the State.

The study reveals that the utilization of funds by the executing agencies under the scheme was quite satisfactory. Out of total works sampled in the state under the study, the highest number of 34 percent works were regarding street/road. About 26% works related to Chaupal, Panchayat Ghar, Community Centre, Anganwari Centre and old age home. 95 percent sampled work were found completed at the time of survey. Out of 220 sampled works, the utilization certificates for 217 works (98.64%) were submitted by the executing agencies to Additional Deputy Commissioners-cum-Chief Planning & Development Officers till the date of survey. The scheme has remained very successful in satisfying the local needs of the people as about 98% sampled works were being used for the intended purpose at the time of survey.

The study has, however, brought into focus, some discouraging facts such as under utilization of funds under SC component, late execution of works, late submission of utilization certificates by the executing agencies, shortage of cement etc. Suggestions have been given for taking corrective steps to overcome/minimize these shortcomings. It is hoped that findings of the study alongwith the corrective measures suggested would prove useful for the policy makers and implementing agencies in the implementation of the programmed more scientifically and effectively.

I am thankful to the Decentralised Planning section of this department, ADC-cum-CPDO offices, Executive Engineer (Panchayati Raj) and Block development & Panchayat Officers of selected districts for their assistance and co-operation in supplying the required information.

The study has been conducted by Dr. Virender Singh, Research Officer alongwith Sh. Nisaf Singh Rathee, Assistant Research Officer, Sh. Lachman Dass, Statistical Assistant and Smt. Sheela Mehta, Jr. Scale Stenographer under the supervision of Sh. Samar Singh Bhoria, Deputy Economic & Statistical Advisor. The study was conducted under the overall guidance of Sh. O.P. Dhankhar, Joint Economic & Statistical Adviser and Sh. Shri Chand, Additional Economic & Statistical Adviser, Haryana.

Dated: 19.8.2005
Place: Chandigarh

R.C. SHARMA
Economic & Statistical Adviser
to Government, Haryana.

CONTENTS

Chapter		Page No.
I.	Introduction	1—8
II.	Implementation of the Scheme	9—21
III.	Findings of the Survey	22—53
IV.	Conclusion and Recommendations	54—57
V.	Summary of the Report	58—66

CHAPTER-1

INTRODUCTION

Decentralised Planning scheme was introduced under the concept of planning from below or grass root planning. It was felt that under the existing system of development planning, some of the minor development works got neglected due to paucity of funds. Hence, the need for providing funds for these small development works of local nature arose. Consequently, this scheme was launched in Haryana during the year 1985-86 with a view to provide untied funds for these works. This scheme was converted into MLAs Local Area Development scheme during 1994-95 and 1995-96. But it was again reverted to Decentralised Planning scheme during the year 1996-97. Under this scheme, funds are allocated to districts as untied funds in the form of grant-in-aid. The main objective of the scheme is to provide funds to the districts for execution of those development schemes/works of local needs which are not being undertaken under Annual Plans of the State Government departments. In some cases, development projects lie unfinished due to lack of funds available with the departments of State Government from their normal plan programmes/schemes. Funds under the scheme are provided to Additional Deputy Commissioners-cum-Chief Planning and Development Officers (ADC's-cum-CPDO's) of the districts and not to the concerned departments. Total amount allocated under the scheme for the State as a whole is distributed among the districts on the basis of selected parameters such as population & relative backwardness. The schemes/works identified and executed under this scheme are of local importance providing immediate and direct benefit to the people. Individual beneficiaries are not identified under the scheme but the works are undertaken for the community as a whole.

Evaluation Study

The evaluation study of Decentralised Planning scheme has been undertaken on the recommendation of Financial Commissioner and Principal Secretary to Government, Haryana, Planning Department in the meeting held on 29.1.2003. The study has been carried out with the following broad objectives.

1. To assess the impact of various development programmes/ schemes/ works in view of the gaps in development and priorities as per local felt needs.
2. To ascertain the bottlenecks/problems experienced in the process of implementation of the scheme.
3. To suggest remedial measures in the working of the scheme.

Methodology of the Study

The study is based on primary and secondary data both quantitative and qualitative, collected from the Planning Department at the State level, the offices of the ADC's-cum-CPDO's of the districts and other agencies engaged in the implementation/execution of the scheme and the knowledgeable person sampled for the scheme works surveyed under the study. The primary data was collected through field survey from the sampled knowledgeable person in well pretested schedules after having a physical verification of selected works. The relevant information regarding various aspects of the scheme was obtained from the selected agencies, i.e., ADC's-cum-CPDO's, Executive Engineers of Panchayati Raj department (XEN's, PR), Assistant Agricultural Engineer (AAE), Block Development & Panchayat Officers (BDPO's), Municipal Corporations/Councils/Committees (MC's) and Village Development Committees (VDC's) through questionnaires designed for this purpose.

Sampling Design

The following multi-stage sampling design was adopted for the selection of districts, blocks, MC's, schemes/works, knowledgeable person and the agencies engaged in the implementation/execution of the scheme for the field survey.

1. One district was selected from each of the four administrative divisions namely Ambala, Gurgaon, Hisar and Rohtak. Thus, four districts namely Ambala, Mahendragarh, Jind and Karnal were selected and covered under the sample study.
2. For the selection of blocks/MC's, block-wise/MC-wise number of works executed under the scheme during the study period of three years, i.e., 1999-00 to 2001-02 was collected from ADC-cum-CPDO of each selected district and blocks/MC's of each selected district were then arranged according to the number of works executed. Three blocks were selected from each selected district in such a manner that first selected block was having the maximum number of works executed whereas second and third selected blocks were having medium and minimum number of works, respectively executed during the study period of three years. From the list of MC's in each sampled district, one MC having the maximum number of works executed during three years was sampled for the study. In this way, a total number of 12 blocks and 4 MC's were selected for the survey from the four selected districts of the State. The purpose of selecting blocks and MC's in the ratio of 3 to 1 in each sampled district was to give a due representation to the rural and urban areas of the State.
3. Out of total number of works executed in each selected block/MC during the period 1999-00 to 2001-02, 15 works were selected in each selected block while 10 works were selected under each selected MC on random

basis. While selecting the works from each sampled block/MC, due representation was given to the works executed exclusively for the welfare of SC people. In this manner, a total number of 220 works (180 works from 12 selected blocks plus 40 works from four selected MC's) were selected and surveyed.

4. One knowledgeable individual for each of 220 sampled works was sampled to know the utility/quality of works executed under the scheme. In this way, a total number of 220 knowledgeable person were canvassed for the study.
5. In addition, the offices of 4 ADC's-cum-CPDO's, 2 XEN's, PR, 1 AAE, 12 BDPO's, 4 MC's and 12 VDC's engaged in the implementation of the scheme/execution of sampled works were also selected for seeking information on various aspects of the scheme.

Tools of the Study

For collecting relevant data, the following four types of schedules/questionnaires were used:-

1. **Schedule A:** The schedule was canvassed from ADC-cum-CPDO office of selected district for collecting wide range of information regarding implementation of the scheme.
2. **Schedule B:** It was filled in from sampled executing agency, i.e., XEN, PR/BDPO/MC/VDC in selected district for seeking the information regarding receipt/utilisation of funds, difficulties being faced by them in the implementation of the programme and remedial measures suggested by them.
3. **Schedule C:** This schedule was also canvassed from XEN, PR/BDPO/MC/VDC to collect the requisite information for each of the works/schemes selected for the study.

4. **Schedule D:** This schedule was filled in from the knowledgeable person sampled under the study for getting the information regarding the utility/quality and impact of the works executed.

Reference Period

The requisite primary and secondary data was obtained for the years 1999-00 to 2001-02. The field survey work was conducted during the months of February to May of the year 2004.

CHAPTER-II

IMPLEMENTATION OF THE SCHEME

The scheme of Decentralised Planning is being implemented by the State Planning Department. This department is responsible for preparing the guidelines, monitoring the progress of the scheme and issuing general instructions to all the concerned offices for proper and effective implementation of the scheme. At the district level, the scheme is implemented by the District Planning Unit headed by ADC-cum-CPDO. The ADC-cum-CPDO is the overall incharge of the scheme and is responsible for the coordination and overall supervision of works under the scheme at district level. He releases the funds received from the State Planning Department to the executing agencies, i.e. BDPO's, MC's, XEN's, Panchayati Raj, etc. which in turn are responsible for execution of works under the scheme. Sometimes, the funds are further released by BDPO's to VDC's which play the role of executing agencies for the scheme. The executing agencies utilise these funds for the execution of works as per the guidelines under the scheme issued from time to time by State Planning Department. No private organisation/agency is associated in the implementation/execution of works approved under the scheme.

Guidelines regarding Approval of Works under the Scheme

1. The District Local Area Development Board (DLADB) under the Chairmanship of the Minister-in-Charge of the Local Grievances Committee of each district is the final authority for approval of schemes/works included in the Annual Action Plan prepared by the District Planning Unit headed by ADC-cum-CPDO. The CPDO convenes the meetings of DLADB as soon as the allocations of funds are communicated

to them by the State Planning Department. The schemes/works are got approved for the entire amount allocated for the year and the unspent balance from previous years' allocations if any with the district. No funds are kept as reserve.

2. The schemes to be incorporated in the District Development Annual Action Plan are generally obtained in advance and examined in accordance with the guidelines in the executive committee meeting held under the Chairmanship of ADC-cum-CPDO prior to submitting them for approval of DLADB.
3. The development schemes/works are listed in order of priority depending upon their urgency and importance vis-à-vis the availability of funds so that such schemes could be taken up/completed in the same year.
4. The schemes/works can be either new or extension of ongoing works if necessary for quick flow of benefits to the people.
5. No individual scheme/work costing more than Rs. 2.00 lakh can be submitted for approval of DLADB.
6. Only those works under the scheme can be taken up which are under the control of State Government or its undertakings.
7. The works suggested by non-development departments/private institutions/non-Government agencies/Central Government departments are not permissible under the scheme.
8. The expenditure on purchase of water coolers, motor cycles, computer, furniture, etc. is not permissible under the scheme as these are of non-plan nature. The repair/maintenance of buildings/works which is non-plan expenditure is not allowed under the scheme. However, special repair of school/other buildings can be undertaken as per the guidelines issued from

time to time by the State Planning Department. The following schemes/works are not permissible for execution under the scheme:

- i) Office building
- ii) Shops/buildings for letting out on rent
- iii) Rest houses
- iv) Barriers, barracks and chowkies for police
- v) Vehicles parking stand in offices, etc.
- vi) Municipal committee offices
- vii) Houses under Indira Awas Yojana
- viii) Patwar ghars
- ix) Bar rooms for advocates
- x) Quarter for Government officials

This is only an illustrative list. Such other schemes/works of similar nature should also not be submitted to DLADB for approval.

Guidelines regarding Release/Utilisation of Funds

The broad guidelines of the scheme regarding release/utilisation of funds are as under:

1. CPDO's will be the Drawing and Disbursing Officers for drawl of funds allocated to districts and ensure its utilisation on the execution of development works approved by DLADB in their districts.
2. The untied funds allocated amongst districts on the basis of their population and relative backwardness will be in the form of grant-in-aid.
3. Funds should be released/spent only on schemes approved by DLADB. Ex-Post facto sanction should not be given for implementation of any scheme which is not approved by DLADB. In case Ex-Post facto sanction is required in exceptional cases, it should be obtained by referring it to the

State Planning Department with full details of the proposal and justification.

4. Twenty five percent of funds should be earmarked for development of urban areas in all the districts other than Yamuna Nagar, Ambala and Faridabad districts. In Yamuna Nagar and Ambala districts, 30 percent and in Faridabad district, 40 percent of funds should be spent in urban areas. However, the condition of ratio of utilisation of funds between rural and urban areas has been waived off since June, 2002.
5. At least 25 percent of allocated funds should be spent on the schemes/works benefiting schedule castes.
6. Normally, the funds allocated to the districts every year will be released on quarterly instalment basis to ensure that the funds released under first instalment are fully utilised before issuing subsequent installments. Depending upon the exigencies of the situation, the State Government may issue first and second instalment together or release the entire allocated funds in one go after obtaining utilisation certificate of the amount released in the previous year.
7. Funds released under Decentralised Planning scheme to a particular district should not be transferred to any other district under any circumstance.
8. The interest money should be deposited in Government treasury and should not be spent at all. The ADC-cum-CPDO will be held responsible in case this amount is utilised for any work.
9. ADC-cum-CPDO will furnish a utilisation certificate duly signed by him to the Planning Department within a period of 15 months from the release of funds stating that the amount sanctioned for particular work has been actually spent. In case utilisation certificates are not submitted within the stipulated period, no more funds will be released to the district concerned.

Monitoring the Progress of the Scheme

1. ADC-cum-CPDO will monitor the progress of the implementation of approved schemes/works on quarterly basis. He will also be responsible for apprising the DLADB on the performance status of particular works/schemes in case any problems/bottlenecks are being faced in their execution for facilitating their completion as per time schedule.
2. Quarterly/annual progress reports of the schemes/works prepared in the prescribed proforma should invariably be sent direct to Economic & Statistical Adviser by 10th of the following month without awaiting any communication in this regard.
3. ADC-cum-CPDO will maintain an asset register indicating the requisite details of works both in financial and physical terms.

Utilisation of Funds

The utilisation of funds under the scheme has been examined on the basis of available information relating to the amount released to the executing agencies and expenditure incurred by them during the period of three years, i.e, 1999-00 to 2001-02. An attempt has also been made to study whether the guidelines of the scheme have been followed regarding the release and utilisation of funds under SC component as well as for rural and urban areas of the State.

Table 2.1
Year-wise funds released and expenditure incurred under the scheme in
the State

(Rs. in lakhs)

Sr. No.	Year	Funds released	Expenditure incurred	Percentage
1.	1999-00	1122.56	1070.10	95.33
2.	2000-01	1118.38	964.19	86.21
3.	2001-02	984.07	954.40	96.98
Total		3225.01	2988.69	92.67

Table 2.1 reveals that an amount of Rs. 2988.69 lakh was utilised against the total amount of Rs. 3225.01 lakh released to the executing agencies for the execution of scheme works in the State during the entire period of three years, i.e., 1999-00 to 2001-02 resulting in 92.67 percent utilisation. The utilisation of funds was observed to be highest, i.e. 96.98 percent during the year 2001-02 and lowest, i.e., 86.21 percent during the year 2000-01.

The analysis regarding the release and utilisation of funds in selected districts further reveals that the utilisation of funds in Ambala, Karnal and Mahendragarh districts varied from about 94 to 100 percent during the years 1999-00 to 2001-02 (Table 2.2). The utilisation of funds in Jind district was only about 64 percent during the year 2000-01 but it was much higher, i.e. about 282 percent during the year 2001-02. It was due the fact that the funds released during the year 2000-01 were utilised during the year 2001-02. Thus, the above figures clearly indicate that the utilisation of funds by the executing agencies under the scheme was quite satisfactory.

Table 2.2

Year-wise funds released and expenditure incurred under the scheme in sampled districts

(Rs. in lakhs)

Sr. District No.	1999-00		2000-01		2001-02	
	Released	Utilised	Released	Utilised	Released	Utilised
1. Ambala	50.93	50.93 (100.00)	41.59	41.59 (100.00)	47.00	45.00 (95.74)
2. Jind	79.13	71.28 (90.08)	67.16	42.96 (63.97)	12.37	34.90 (282.13)
3. Karnal	53.99	53.99 (100.00)	50.13	50.13 (100.00)	53.85	53.85 (100.00)
4. M.garh	51.00	47.73 (93.59)	49.41	49.00 (99.17)	50.00	49.82 (99.64)
Total	235.05	223.93 (95.27)	208.29	183.68 (88.18)	163.22	183.57 (112.47)

Figures in brackets are percentages to the amount released.

Table 2.3
Year-wise funds released and expenditure incurred under SC component of
the scheme in the State

(Rs. in lakhs)

Sr. No.	Year	Funds released			Expenditure incurred		
		SC component	Other component	Total	SC component	Other component	Total
1.	1999-00	294.05 (26.19)	828.51 (73.81)	1122.56 (100.00)	280.72 (26.23)	789.38 (73.77)	1070.10 (100.00)
2.	2000-01	284.78 (25.46)	833.60 (74.54)	1118.38 (100.00)	242.08 (25.11)	722.11 (74.89)	964.19 (100.00)
3.	2001-02	243.68 (24.76)	740.39 (75.24)	984.07 (100.00)	232.61 (24.37)	721.79 (75.63)	954.40 (100.00)
Grand Total		822.51 (25.50)	2402.50 (74.50)	3225.01 (100.00)	755.41 (25.28)	2233.28 (74.72)	2988.69 (100.00)

Figures in brackets are percentages to respective total amount of the year.

Table 2.3 further reveals that against the total funds of Rs. 3225.01 lakh released to the executing agencies in the State during the three years i.e 1999-00 to 2001-02, an amount of Rs. 822.51 lakh (25.50%) was released under SC component. Further, about 26 percent of the funds released during the year 1999-00 were meant for SC component whereas about 25 percent of the funds released during 2000-01 and 2001-02 were to be spent under SC component. More or less the same trend was observed regarding the utilisation of funds under SC component. Out of total expenditure of Rs. 2988.69 lakh incurred during the three years, an amount of Rs. 755.41 lakh (25.28%) was spent on the execution of works benefiting SC people. The corresponding figures for the years 1999-00 to 2001-02 varied from 24 to 26 percent.

Table 2.4

Year-wise release and utilisation of funds for SC component in sampled districts

(Rs. in lakhs)

Sr. District No.	1999-00		2000-01		2001-02	
	Released	Utilised	Released	Utilised	Released	Utilised
1. Ambala						
Overall	50.93	50.93	41.59	41.59	47.00	45.00
SC comp.	13.14 (25.80)	13.14 (25.80)	10.64 (25.58)	10.64 (25.58)	10.89 (23.17)	10.89 (24.20)
2. Jind						
Overall	79.13	71.28	67.16	42.96	12.37	34.90
SC comp.	21.39 (27.03)	18.21 (25.54)	15.12 (22.51)	10.81 (25.16)	2.91 (23.52)	8.37 (23.98)
3. Karnal						
Overall	53.99	53.99	50.13	50.13	53.85	53.85
SC comp.	14.18 (26.26)	14.18 (26.26)	10.30 (20.55)	10.30 (20.55)	13.51 (25.09)	13.51 (25.09)
4. M.garh						
Overall	51.00	47.73	49.41	49.00	50.00	49.82
SC comp.	13.58 (26.63)	13.31 (27.89)	8.79 (17.79)	8.52 (17.39)	12.76 (25.52)	12.76 (25.61)
Overall	235.05	223.93	208.29	183.68	163.22	183.57
SC comp.	62.29 (26.50)	58.84 (26.28)	44.85 (21.53)	40.27 (21.92)	40.07 (24.55)	45.53 (24.80)

Figures in brackets are percentages to the respective overall amounts.

Table 2.4 also reveals that out of total funds released and spent in four sampled districts of Mahendragarh, Karnal, Ambala and Jind during the three years, funds released and spent for SC component ranging from about 21 to 28 percent were broadly as per the guidelines of the scheme, i.e., 25 percent

except in Mahendragarh district during the year 2000-01 where the funds were released and spent to the tune of 17.79 and 17.39 percent, respectively.

Thus, it is clear that the release and utilisation of funds for SC component under the scheme in the State were broadly as per the guidelines of the scheme except Mahendragarh district. In this regard, clearcut instructions may be issued to the ADC-cum-CPDO of defaulting district to maintain the minimum share of 25 percent of the funds for SC component at the time of release and utilisation of funds.

Table 2.5
Year-wise funds released and expenditure incurred in rural and urban areas
of the State

(Rs. in lakhs)

Sr. No.	Year	Funds released			Expenditure incurred		
		Rural	Urban	Total	Rural	Urban	Total
1.	1999-00	823.91 (73.40)	298.65 (26.60)	1122.56 (100.00)	786.47 (73.50)	283.63 (26.50)	1070.10 (100.00)
2.	2000-01	833.81 (74.56)	284.57 (25.44)	1118.38 (100.00)	711.92 (73.84)	252.27 (26.16)	964.19 (100.00)
3.	2001-02	760.69 (77.30)	223.38 (22.70)	984.07 (100.00)	744.81 (78.04)	209.59 (21.96)	954.40 (100.00)
Grand Total		2418.41 (74.99)	806.60 (25.01)	3225.01 (100.00)	2243.20 (75.06)	745.49 (24.94)	2988.69 (100.00)

Figures in brackets are percentages to respective total amount of the year.

The figures in Table 2.5 show that against the amount of Rs. 1122.56 lakh released in the State during the year 1999-00 to the executing agencies, the amount of Rs. 823.91 lakh (73.40%) was released for the execution of

scheme works in rural areas whereas the sum of Rs. 298.65 lakh (26.60%) was released for urban areas. Similarly, about 75 and 77 percent of the total funds were released for rural areas whereas about 25 and 23 percent of the funds were released for urban areas during the years 2000-01 and 2001-02, respectively. More or less the same pattern was observed regarding the expenditure incurred under the scheme in rural and urban areas of the State as a whole. Out of total expenditure incurred during the years 1999-2000 to 2001-02 in the State as a whole, about 74 to 78 percent of the amount was spent on the execution of scheme works in rural areas and the remaining amount of about 22 to 26 percent was spent in urban areas. Thus, it is clear that the release and utilisation of funds for rural and urban areas of the state as a whole were in accordance with the guidelines of the scheme which state that 25 percent of the scheme funds were to be spent in urban areas of all districts of the state other than Yamuna Nager & Ambala (30%) and Faridabad (40 %) districts.

The analysis of release and utilisation of funds in rural and urban areas of sampled districts in Table 2.6 indicates that against the total funds released and spent in Karnal district, funds released and spent for rural areas were about 75 percent while the funds released and spent for urban areas were about 25 percent during the three years. In Ambala district, about 66 to 70 percent of the total funds were released and spent for rural areas whereas about 30 to 34 percent for urban areas during the three years. Thus, the release and utilisation of funds under the scheme in these two districts during the three years were in accordance with the guidelines of the scheme. But the condition of minimum requirement of funds to be released and spent for urban areas as per the guidelines of the scheme could not be maintained in Mahendragarh district during the year 2001-02 and Jind district during the years 2000-01 and 2001-02. Jind district specifically could not maintain the ratio and merely 3.49 and 1.43

Table 2.6

Year-wise release and utilisation of funds in rural and urban areas of sampled districts

(Rs. in lakhs)

Sr. District No.	Area	1999-00		2000-01		2001-02	
		Released	Utilised	Released	Utilised	Released	Utilised
1. Ambala	Total	50.93	50.93	41.59	41.59	47.00	45.00
	Rural	33.63	33.63	29.22	29.22	31.33	30.00
	Urban	17.30	17.30	12.37	12.37	15.67	15.00
		(66.03)	(66.03)	(70.26)	(70.26)	(66.66)	(66.67)
		(33.97)	(33.97)	(29.74)	(29.74)	(33.34)	(33.33)
2. Jind	Total	79.13	71.28	67.16	42.96	12.37	34.90
	Rural	58.39	51.71	65.66	41.46	11.87	34.40
	Urban	20.74	19.57	1.50	1.50	0.50	0.50
		(73.79)	(72.54)	(97.77)	(96.51)	(95.96)	(98.57)
		(26.21)	(27.46)	(2.23)	(3.49)	(4.04)	(1.43)
3. Karnal	Total	53.99	53.99	50.13	50.13	53.85	53.85
	Rural	40.50	40.50	37.35	37.35	40.49	40.49
	Urban	13.49	13.49	12.78	12.78	13.36	13.36
		(75.01)	(75.01)	(74.51)	(74.51)	(75.19)	(75.19)
		(24.99)	(24.99)	(25.49)	(25.49)	(24.81)	(24.81)
4. M.garh	Total	51.00	47.73	49.41	49.00	50.00	49.82
	Rural	38.90	35.77	37.80	37.57	43.99	43.81
	Urban	12.10	11.96	11.61	11.43	6.01	6.01
		(76.27)	(74.94)	(76.50)	(76.67)	(87.98)	(87.94)
		(23.73)	(25.06)	(23.50)	(23.33)	(12.02)	(12.06)
	Total	235.05	223.93	208.29	183.68	163.22	183.57
	Rural	171.42	161.61	170.03	145.60	127.68	148.70
	Urban	63.63	62.32	38.26	38.08	35.54	34.87
		(72.93)	(72.17)	(81.63)	(79.27)	(78.23)	(81.00)
		(27.07)	(27.83)	(18.37)	(20.73)	(21.77)	(19.00)

Figures in brackets are percentages to the respective total amount.

percent of the total funds have been spent in urban areas during the years 2000-01 and 2001-02, respectively. So ADC's-cum-CPDO's of these two

districts may be instructed to maintain the minimum requirement of 25 percent of the funds to be spent in urban areas.

Execution of Works

Table 2.7 shows that the total number of 5045 works were executed in the State under the scheme during the entire period of three years i.e., 1999-00 to 2001-02. The number of works executed in the State during 1999-00, 2000-01 and 2001-02 were 1817, 1666 and 1562, respectively. The works/schemes executed in rural areas ranged from about 76 to 82 percent whereas the works executed in urban areas varied from about 18 to 24 percent of the total works executed in the State under the scheme during the three years. Further, about 28 to 30 percent of the total works executed in the State during the three years were meant for the benefit of SC people.

Table 2.7

Year-wise number of works/schemes executed in rural/urban areas for SC/other component in the State

							(Number)
Sr. No.	Year	Total	Rural	Urban	SC component	Other component	
1.	1999-00	1817 (100.00)	1414 (77.82)	403 (22.18)	535 (29.44)	1282 (70.56)	
2.	2000-01	1666 (100.00)	1268 (76.11)	398 (23.89)	497 (29.83)	1169 (70.17)	
3.	2001-02	1562 (100.00)	1275 (81.63)	287 (18.37)	441 (28.23)	1121 (71.77)	
Grand Total		5045 (100.00)	3957 (78.43)	1088 (21.57)	1473 (29.20)	3572 (70.80)	

Figures in brackets are percentages to the respective totals.

CHAPTER-III

FINDINGS OF THE SURVEY

The primary information regarding various aspects of the implementation of Decentralised Planning scheme was collected through field survey from 220 selected knowledgeable person of four sampled districts having the knowledge about the works executed under the scheme during the years 1999-00 to 2001-02. In addition, the offices of implementing/executing agencies were also visited to ascertain their views about the scheme in order to find out shortcomings/discrepancies therein as well as to collect supplementary information from them for making an indepth study of the programme.

Before discussing the results of field survey, it is essential to study the general features of sampled knowledgeable person as well as the agencies involved in the execution of works sampled under the study.

3.1 General Features of Sampled Knowledgeable person

The general features of sampled knowledgeable person have been described in the following paragraphs.

a) Distribution of sampled knowledgeable person according to their qualification and caste

The data given in Table 3.1 reveal that out of 220 sampled knowledgeable person in the State, a large number of 177 knowledgeable person (80.45%) were literate and only a small number of 43 knowledgeable person (19.55%) were illiterate. Thus, the inclusion of a large number of literate person in the sample would help in getting unbiased views regarding many aspects of the scheme.

Table 3.1
Distribution of sampled knowledgeable person according to their education.
(Number)

Sr. No.	District	Illiterate	Primary	Middle	Matric	Graduate	Post Graduate	Total
1.	Ambala	12	6	6	20	10	1	55
2.	Jind	17	11	10	14	3	-	55
3.	Karnal	9	13	10	16	7	-	55
4.	M.garh	5	6	11	24	8	1	55
Grand Total		43	36	37	74	28	2	220
		(19.55)	(16.36)	(16.82)	(33.64)	(12.73)	(0.90)	(100.00)

Figures in brackets are percentages to the total 220 knowledgeable person.

Table 3.2
Distribution of sampled knowledgeable person according to their caste
(Number)

Sr.No.	District	SC			OBC			General			Total		
		I	L	T	I	L	T	I	L	T	I	L	T
1.	Ambala	6	6	12	4	3	7	2	34	36	12	43	55
2.	Jind	8	6	14	-	2	2	9	30	39	17	38	55
3.	Karnal	6	12	18	2	10	12	1	24	25	9	46	55
4.	M.garh	4	12	16	1	9	10	-	29	29	5	50	55
Grand Total		24	36	60	7	24	31	12	117	129	43	177	220
				(27.27)			(14.09)			(58.64)			(100.00)

Figures in brackets are percentages to the total 220 knowledgeable person.
I, L & T denote illiterate, literate & total, respectively.

Table 3.2 shows that out of 220 knowledgeable person contacted, 129 person (58.64%) belonged to general category and 60 individuals (27.27%) belonged to SC category. Thus, the better representation of SC category in the sample would present the unbiased picture regarding the benefits of this scheme to this category.

(b) Distribution of sampled knowledgeable person according to their awareness about the scheme

The data displayed in Table 3.3 indicate that out of 220 sampled knowledgeable person in the State, only 33 knowledgeable person (15%) were aware about the scheme whereas comparatively a large number of 187 knowledgeable person (85%) were not aware at all about the scheme.

Table 3.3
Distribution of sampled knowledgeable person according to their awareness about the scheme

Sr. No.	District	(Number)								
		Aware			Not aware			Total		
		Illiterate	Literate	Total	Illiterate	Literate	Total	Illiterate	Literate	Total
1.	Ambala	-	7	7 (12.73)	12	36	48 (87.27)	12	43	55 (100.00)
2.	Jind	1	3	4 (7.27)	16	35	51 (92.73)	17	38	55 (100.00)
3.	Karnal	-	4	4 (7.27)	9	42	51 (92.73)	9	46	55 (100.00)
4.	M.garh	-	18	18 (32.73)	5	32	37 (67.27)	5	50	55 (100.00)
Grand Total		1	32	33 (15.00)	42	145	187 (85.00)	43	177	220 (100.00)

Figures in brackets are percentages to respective total of the districts.

3.2 Agencies Involved in the Execution of Sampled Works

The survey of the study revealed that out of total 180 works sampled from rural areas of the State, 150 works (83.33%) were executed by BDPO offices whereas 30 works (16.67%) were executed by other functionaries namely XEN's, Panchayati Raj, VDC's and AAE (Table 3.4). But in case of 40 works sampled from urban areas of the State, majority of the works (92.5%) were executed by Municipal Councils (MC's) and only a few works (7.5%) were executed by other agency namely XEN, Panchayati Raj. In Karnal district, all the schemes/works of rural areas were executed by BDPO offices whereas all works of urban areas were executed by MC office. However, in Mahendragarh and Jind districts, 35 works (77.78%) and 31 works (68.89%), respectively were executed by BDPO offices whereas 10 works (22.22%) and 14 works (31.11%), respectively were executed by other agencies in rural areas. All the schemes/works of these two districts in urban areas were executed by MC offices. Thus, BDPO, XEN, Panchayati Raj, VDC and AAE were the developmental functionaries responsible for execution of works in rural areas whereas in urban areas, the scheme was executed by Municipal Council and XEN, Panchayati Raj.

Table 3.4
Executing agency-wise number of sampled works in selected districts
(Number)

Sr. No.	District	<u>Rural Areas</u>			<u>Urban Areas</u>			Total
		BDPO	Others	Sub-total	MC	Others	Sub-total	
1.	Ambala	39 (86.67)	6 (13.33)	45	7 (70.00)	3 (30.00)	10	55
2.	Jind	31 (68.89)	14 (31.11)	45	10 (100.00)	-	10	55
3.	Karnal	45 (100.00)	-	45	10 (100.00)	-	10	55
4.	M.garh	35 (77.78)	10 (22.22)	45	10 (100.00)	-	10	55
Grand Total		150 (83.33)	30 (16.67)	180	37 (92.50)	3 (7.50)	40	220

Figures in brackets are percentages to respective sub-totals of the districts.

3.3 Position/Nature of Sampled Works at the Time of Execution

The data displayed in Table 3.5 indicate that out of total 220 sampled works in the State, the highest number of 158 works (71.82%) were fresh/new construction whereas only 49 works (22.27%) related to completion of incomplete works. The number of works requiring repair/renovation was only 13 constituting about 6 percent of the total sampled works. However, the district-wise comparison shows that in Mahendragarh district, the highest number of about 91 percent works were fresh/new ones. But in Jind district, the lowest number of about 53 percent works were fresh/new ones because comparatively a good number of 26 works (47.27%) relate to completion of incomplete works and repair/renovation of old works. Thus, funds provided under the scheme during the years 1999-00 to 2001-02 were mainly for creation of new assets instead of repair/renovation of old assets.

Table 3.5
Nature of sampled works at the time of execution

		(Number)			
Sr. No.	District	Fresh works	Incomplete works	Works requiring repair/renovation	Total
1.	Ambala	49 (89.09)	3 (5.46)	3 (5.45)	55 (100.00)
2.	Jind	29 (52.73)	20 (36.36)	6 (10.91)	55 (100.00)
3.	Karnal	30 (54.55)	21 (38.18)	4 (7.27)	55 (100.00)
4.	M.garh	50 (90.91)	5 (9.09)	-	55 (100.00)
Grand Total		158 (71.82)	49 (22.27)	13 (5.91)	220 (100.00)

Figures in brackets are percentages to respective totals of the districts.

3.4 Composition/type of Sampled Works

The main objective of the scheme was to create/complete the assets as per local needs/requirements of the people. In this paragraph, an attempt has been made to examine whether the works executed under the scheme were as per local felt needs. This examination has been made on the basis of relevant information pertaining to the type of works executed under the scheme as well as the views/suggestions of sampled knowledgeable person. The categorisation of works sampled in four selected districts has been shown in Table 3.6 whereas the categorisation of total works executed in the four districts during the three year period i.e., 1999-00 to 2001-02 has been indicated in Table 3.7. The district-wise number of sampled knowledgeable person as per their views regarding the new works required in their localities in future have been given in Table 3.8.

Table 3.6 shows that out of a total number of 220 works sampled in the State, the highest number of 75 works (34.09%) relate to pavement/construction of street/road. The second highest number of 57 works (25.91%) relate to construction/repair of chopal, panchayat ghar, community centre, anganwari centre and old age home. The number of works regarding construction of school room/library was 39 (17.73%). The corresponding figures for the works regarding construction/installation of hand pump, tubewell, water tank etc. for drinking purpose and construction of nallah/drain, cow ghat, culvert, etc. were 23 and 15 constituting about 10 and 7 percent, respectively. Other works covered under the study in the State were construction of Shochalaya, installation of electric poles, construction of retaining wall, boundary wall of dumping ground, shamshan ghat, PHC building and beautification of chor gumbaj. The district-wise comparison in this regard shows that in Mahendragarh district where there is shortage of

water, 40 percent of the sampled works relate to construction/installation of hand pump, tubewell, water tank, pipeline etc.

Table 3.6
Categorisation of works sampled in four districts

(Number)

Sr. No.	Category	Ambala	Jind	Karnal	M.garh	Total
1.	Pavement/const. of street/road/ phirni	26 (47.27)	15 (27.27)	14 (25.45)	20 (36.36)	75 (34.09)
2.	Const. of school room/library	8 (14.55)	10 (18.18)	20 (36.36)	1 (1.82)	39 (17.73)
3.	Const./repair of chopal,panchayat ghar,community centre, anganwari centre & old age home.	5 (9.09)	27 (49.09)	18 (32.73)	7 (12.73)	57 (25.91)
4.	Const. of nallah,drain, cow ghat, culvert,etc.	9 (16.36)	1 (1.82)	3 (5.46)	2 (3.64)	15 (6.82)
5.	Const./install. of handpump,tubewell, water tank,pipe line, etc.	-	1 (1.82)	-	22 (40.00)	23 (10.45)
6.	Const. of Shochalaya	4 (7.27)	-	-	-	4 (1.82)
7.	Others (electric poles, retaining wall of johar/ wall of dumping ground, beautification of chor gumbaj, shamshan ghat & PHC building)	3 (5.46)	1 (1.82)	-	3 (5.46)	7 (3.18)
Grand Total		55 (100.00)	55 (100.00)	55 (100.00)	55 (100.00)	220 (100.00)

Figures in brackets are percentages to respective totals of the districts.

whereas, about 51 percent of the works were regarding street/road, school room, chopal, panchayat ghar, community centre, anganwari centre and old age home. But in Ambala, Karnal and Jind districts, the works regarding street/road, school room/library, chopal, panchayat ghar, community centre, anganwari centre and old age home varied between 71 to 95 percent of total sampled works. All the above works except beautification of chor gumbaj appear to be need based and hence can be considered as per the guidelines of the scheme. The work pertaining to beautification of chor gumbaj is of non-developmental nature and hence not permissible under the scheme as per the guidelines. Further, the works of old age home constructed under the scheme were based on local felt needs because these works were announced under Sarkar Apke Dwar Programme (SADP). But the concerned Decentralised Planning section of this department opined that these works of old age home were not as per the scheme guidelines. It is also important to mention here that the sampled knowledgeable person opined that these sampled works of four districts were sanctioned for their localities on the basis of their requests made to the concerned authorities.

Table 3.7 further shows that a total number of 942 works were executed under the scheme in all four sampled districts during the three year period i.e., 1999-00 to 2001-02. Out of these 942 works, the highest number of 341 works (36.20%) pertain to pavement/construction of street/road. The second largest number of 217 works (23.04%) relate to construction/repair of chopal, panchayat ghar, community centre, anganwari centre and old age home. About 17 percent of the total works constructed in four sampled districts were regarding construction of school room/library. Other works constructed in

Table 3.7

Categorisation of total works executed in four sampled districts during the entire period of three years, i.e., 1999-00 to 2001-02

(Number)

Sr. No	Category	Ambala	Jind	Karnal	M.garh	Total
1.	Pavement/const. of street/road/phirni	158 (49.69)	84 (34.15)	62 (26.38)	37 (25.87)	341 (36.20)
2.	Const. of school room/library	47 (14.78)	43 (17.48)	66 (28.09)	6 (4.20)	162 (17.20)
3.	Const./repair of chopal,panchayat ghar,community centre, anganwari centre & old age home.	46 (14.47)	89 (36.18)	73 (31.06)	9 (6.29)	217 (23.04)
4.	Const. of nallah, drain, cow ghat, culvert,etc.	21 (6.60)	6 (2.44)	21 (8.94)	11 (7.69)	59 (6.26)
5.	Const./install. of handpump,tubewell, water tank,pipe line, etc.	-	8 (3.25)	-	72 (50.35)	80 (8.49)
6.	Const. of Shochalaya	27 (8.49)	-	-	-	27 (2.87)
7.	Others (electric poles, retaining wall of johar/ wall of dumping ground, beautification of chor gumbaj, shamshan ghat, PHC building, etc.)	19 (5.97)	16 (6.50)	13 (5.53)	8 (5.60)	56 (5.94)
Grand Total		318 (100.00)	246 (100.00)	235 (100.00)	143 (100.00)	942 (100.00)

Figures in brackets are percentages to respective totals of the districts.

these districts during the three year period were construction of nallah/drain, cow ghat & culvert, construction/installation of hand pump, tubewell, water tank & pipeline for drinking purpose, construction of Shochalaya, electric poles, retaining wall of Johar, wall of dumping ground, Shamsan Ghat, PHC building and beautification of chor gumbaj. The district-wise comparison in this regard shows that in Mahendragarh district, about 50 percent of the total works related to construction/installation of hand pump, tubewell, water tank, pipeline etc. whereas remaining 50 percent of the works were regarding street/road, school room, chopal, panchayat ghar, community centre, anganwari centre, old age home, drain, etc. But in Ambala, Karnal and Jind districts, about 79 to 88 percent of total works pertained to street/road, school room/library, chopal, panchayat ghar, community centre, anganwari centre and old age home.

Thus, the nature of above works sanctioned within the limit of Rs. 2 lakh on the recommendation of local people tend to indicate that most of the works sanctioned under the scheme were purely based on local felt needs of the people.

Table 3.8

District-wise number of sampled knowledgeable person according to the nature of new works suggested by them for construction in their localities

(Number)

Sr. No.	Category	Ambala	Jind	Karnal	M.garh
1.	Pavement/const. of street/road/phirni	16 (29.09)	20 (36.36)	18 (32.73)	30 (54.55)
2.	Const. of school room/library	6 (10.91)	5 (9.09)	9 (16.36)	1 (1.82)
3.	Const./repair of chopal, panchayat ghar, community centre, anganwari centre & old age home.	8 (14.55)	9 (16.36)	13 (23.64)	-
4.	Const. of nallah, drain & cow ghat.	9 (16.36)	2 (3.64)	8 (14.55)	1 (1.82)
5.	Const./install. of handpump, tubewell, water tank, pipe line, etc.	3 (5.45)	1 (1.82)	-	16 (29.09)
6.	Const. of Shochalaya	2 (3.64)	1 (1.82)	-	-
7.	Others (street light, retaining wall of johar, boundary wall, shamshan ghat & PHC building)	1 (1.82)	1 (1.82)	3 (5.45)	1 (1.82)

Figures in brackets are percentages to 55 sampled knowledgeable person of the district.

It is clear from Table 3.8 that the construction of street/road was most desired/needed work in future as per the views of sampled knowledgeable person in all four sampled districts. In Ambala, Jind and Karnal districts, about

29 to 36 percent of the sampled knowledgeable person were in favour of construction of street/road in their localities whereas in Mahendragarh district, about 55 percent of the sampled knowledgeable person suggested this work for their localities. The table further shows that in Ambala, Jind and Karnal districts, construction/repair of chopal, panchayat ghar, community centre, anganwari centre & old age home, construction of school room, construction of nallah/drain, etc. were the next important categories of works suggested by the sampled knowledgeable person for construction in their localities in future. But in Mahendragarh district where there is shortage of water, construction/installation of hand pump, tubewell, water tank, pipeline etc. for the purpose of drinking water was the second important work desired by the sampled knowledgeable person. Thus, the nature of works suggested by the sampled knowledgeable person for construction in future was more or less the same as that of works already constructed in four sampled districts under the scheme.

3.5 Amount Sanctioned and Expenditure Incurred

In this paragraph, an effort has been made to study the sampled works according to their sanctioned cost and amount spent.

Table 3.9
Distribution of sampled works according to the amount sanctioned in
selected districts

(No. of works)

Sr. No.	District	Categorisation as per the sanctioned amount (Rupees)					Total
		Upto 25,000	25,001-50,000	50,001-75000	75001-1,00,000	Above 1,00,000	
1.	Ambala	18	16	8	7	6	55
2.	Jind	14	15	6	7	13	55
3.	Karnal	9	23	5	5	13	55
4.	M.garh	11	15	5	7	17	55
Grand Total		52 (23.64)	69 (31.36)	24 (10.91)	26 (11.82)	49 (22.27)	220 (100.00)

Figures in brackets are percentages to the total 220 works.

The data displayed in Table 3.9 indicate that out of total 220 works sampled in the State, the sanctioned cost of 121 works (55%) was upto Rs. 50,000/-. The sanctioned cost of 50 works (22.73%) varied between Rs. 50,001/- to 1,00,000/-. Only in case of 49 works (22.27%), the sanctioned cost was more than Rs. 1,00,000/-. The district-wise comparison of sampled works according to the sanctioned cost also shows that in most of the sampled districts, sanctioned cost of more than half of the sampled works was upto Rs. 50,000/-. More or less the same trend was observed in the distribution of sampled works according to the amount spent. Table 3.10 depicts that the amount spent in case of 122 works (55.46%) was upto Rs. 50,000/- whereas the amount spent in case of the remaining 98 works (44.54%) was more than Rs. 50,000/-. Thus, it is clear that allocation of funds/amount spent is skewed

towards the works of lower amount. This perhaps is not in conformity with the objective of creating durable assets. Allocation of inadequate funds often fail to ensure durability and usefulness of such assets.

Table 3.10
Distribution of sampled works according to the amount spent in selected districts

(No. of works)

Sr. No.	District	Categorisation as per the amount spent (Rupees)					Total
		Upto 25,000	25,001-50,000	50,001-75000	75001-1,00,000	Above 1,00,000	
1.	Ambala	18	17	7	7	6	55
2.	Jind	14	15	6	8	12	55
3.	Karnal	9	23	6	4	13	55
4.	M.garh	11	15	5	8	16	55
Grand Total		52 (23.64)	70 (31.82)	24 (10.91)	27 (12.27)	47 (21.36)	220 (100.00)

Figures in brackets are percentages to the total 220 works.

3.6 Status of Sampled Works

In this paragraph, an effort has been made to study whether the works sanctioned under the scheme were completed or not. The information regarding the position/status of works sampled from the four selected districts has been examined in Table 3.11.

Table 3.11
District-wise status regarding completion of sampled works on date of survey
(No. of works)

Sr. No.	District	Completed	Incomplete/ in progress	Total
1.	Ambala	54 (98.18)	1 (1.82)	55 (100.00)
2.	Jind	52 (94.55)	3 (5.45)	55 (100.00)
3.	Karnal	50 (90.91)	5 (9.09)	55 (100.00)
4.	M.garh	53 (96.36)	2 (3.64)	55 (100.00)
Grand Total		209 (95.00)	11 (5.00)	220 (100.00)

Figures in brackets are percentages to respective totals of the districts.

Table 3.11 indicates that out of 220 works sampled in the State, 209 works (95%) were found completed and the remaining 11 works (5%) were found incomplete on the date of survey. The highest number of 5 incomplete works were observed in Karnal district whereas in Mahendragarh and Jind districts, 2 works and 3 works, respectively were found incomplete. In Ambala district, only 1 work was found incomplete at the time of survey. The main reason reported by the executing agencies for the works being incomplete was that the funds sanctioned for these works were significantly lower than their cost estimates. However, one work in Jind district could not be completed due to termination of sarpanch.

3.7 Time Taken in Completion of Works

Unless and until the works sanctioned under the scheme are started and completed in time, the target of satisfying locally felt needs with efficient utilisation of funds cannot be achieved. In the following paragraphs, an effort has been made to examine whether the works sanctioned under the scheme were started and completed in time.

Table 3.12

Categorisation of sampled works according to the time gap between release of amount and start of work

Sr. No.	District	(No. of works)				Total
		Within month	1-2 months (31-60 days)	2-3 months (61-90 days)	Above 3 months	
1.	Ambala	19 (34.55)	9 (16.36)	10 (18.18)	17 (30.91)	55 (100.00)
2.	Jind	17 (30.91)	18 (32.73)	10 (18.18)	10 (18.18)	55 (100.00)
3.	Karnal	11 (20.00)	11 (20.00)	11 (20.00)	22 (40.00)	55 (100.00)
4.	M.garh	24 (43.64)	11 (20.00)	10 (18.18)	10 (18.18)	55 (100.00)
Grand Total		71 (32.27)	49 (22.27)	41 (18.64)	59 (26.82)	220 (100.00)

Figures in brackets are percentages to respective totals of the districts.

It is obvious from Table 3.12 that out of 220 sampled works in the State, 71 works (32.27%) were started by the executing agencies within one month from the date of release of funds to them. Ninety works (40.91%) were started

within the period of 1-3 months. The time taken by executing agencies to start 59 works (26.82%) was above 3 months after release of funds. The district-wise comparison in this regard shows that in Mahendragarh district, about 44 percent of the sampled works were started within 1 month from release of funds whereas about 18 percent works were started after lapse of 3 months. But in Karnal district, 20 percent of sampled works were started within 1 month whereas 40 percent of works were started after 3 months from the date of release of funds.

Table 3.13

Categorisation of sampled works according to the time gap between start and completion of works

(No. of works)

Sr. No.	District	Within month	1-2 months (31-60 days)	2-3 months (61-90 days)	Above 3 months	Total
1.	Ambala	42 (77.78)	5 (9.26)	-	7 (12.96)	54 (100.00)
2.	Jind	17 (32.69)	9 (17.31)	2 (3.85)	24 (46.15)	52 (100.00)
3.	Karnal	17 (34.00)	11 (22.00)	4 (8.00)	18 (36.00)	50 (100.00)
4.	M.garh	24 (45.28)	7 (13.21)	7 (13.21)	15 (28.30)	53 (100.00)
Grand Total		100 (47.85)	32 (15.31)	13 (6.22)	64 (30.62)	209 (100.00)

Figures in brackets are percentages to respective total of the districts.

Table 3.13 further shows that out of 209 works completed by the executing agencies upto the date of survey in the State, 100 works (47.85%)

were completed within 1 month from the date of start of work whereas the time taken by 64 works (30.62%) was more than 3 months. Out of 54 works completed in Ambala district, about 78 percent of the works were completed within 1 month whereas about 13 percent of the works were completed in more than 3 months after start of works. In Jind district, about 33 percent of sampled works were completed within 1 month and about 46 percent of works were completed in more than 3 months.

Table 3.14

Categorisation of sampled works according to the time gap between release of funds and completion of works

Sr. No.	District	(No. of works)				Total
		Within 2 months (61-120 days)	2-4 months (121-150 days)	4-6 months	Above 6 months	
1.	Ambala	20 (37.04)	15 (27.78)	5 (9.26)	14 (25.92)	54 (100.00)
2.	Jind	10 (19.23)	14 (26.93)	4 (7.69)	24 (46.15)	52 (100.00)
3.	Karnal	5 (10.00)	13 (26.00)	12 (24.00)	20 (40.00)	50 (100.00)
4.	M.garh	13 (24.53)	21 (39.62)	7 (13.21)	12 (22.64)	53 (100.00)
Grand Total		48 (22.97)	63 (30.14)	28 (13.40)	70 (33.49)	209 (100.00)

Figures in brackets are percentages to respective totals of the districts.

Further, the time gap between release of funds and completion of 48 sampled works (22.97%) in the State was less than 2 months (Table 3.14). The

corresponding figures having the gap of 2-6 months was 91 (43.54%). The time gap for 70 works (33.49%) was more than 6 months. The district-wise analysis in this regard shows that in Ambala and Mahendragarh districts, the time gap between release of funds and completion of about 23 to 26 percent of sampled works was more than 6 months whereas in Karnal and Jind districts, the same time gap of more than 6 months was observed in about 40 to 46 percent of sampled works. It is interesting to observe in the study that all the sampled works executed by VDC's were completed in more than 6 months after release of funds.

From the above figures it appears that the time taken by the executing agencies in execution of works under the scheme is somewhat higher in view of the nature and size of the works. It is also important to mention here that there are divergent views of the executing agencies regarding the schedule of time fixed for completion of works as per the guidelines of the scheme. But the fact is that no time schedule of work completion has been defined in the scheme guidelines. This generally results in the completion of works delayed leading to escalation of cost. It is, therefore, suggested that time schedule for the completion of works should be clearly defined and strictly adhered to.

3.8 Quality of Assets Created

Due to lack of technical knowhow, the survey team did not evaluate the quality of assets created under the scheme by themselves. The assessment of the quality of assets created under the scheme has been judged from the views of sampled knowledgeable person which are listed in Table 3.15.

Table 3.15

Distribution of sampled knowledgeable person according to their satisfaction regarding the quality of works/material used on sampled works

(Number)

Sr. No.	District	Knowledgeable person whose works completed	<u>Satisfied</u>			<u>Not satisfied</u>		
			I	L	T	I	L	T
1.	Ambala	54	11	42	53 (98.15)	1	-	1 (1.85)
2.	Jind	52	13	37	50 (96.15)	2	-	2 (3.85)
3.	Karnal	50	9	40	49 (98.00)	-	1	1 (2.00)
4.	M.garh	53	4	47	51 (96.23)	-	2	2 (3.77)
Grand Total		209	37	166	203 (97.13)	3	3	6 (2.87)

Figures in brackets are percentages to respective totals of the districts. I, L & T denote illiterate, literate & total, respectively.

Table 3.15 shows that out of 209 sampled knowledgeable person whose works were found completed at the time of survey, a very large number of 203 knowledgeable person (97.13%) opined that they were satisfied with the quality of works completed/material used in the construction of the assets. However, 6 knowledgeable person (2.87%) responded otherwise, they were of the view that the ratio of material such as cement, bajri, etc. was not maintained as per the specification for creation of assets. In Ambala and Karnal districts only one knowledgeable person was not satisfied with quality of assets created/material used on work whereas in each of Mahendergarh and Jind districts, the number of such person was two.

3.9 Usefulness of Assets Created

The main objective of the scheme is to provide funds to meet local needs of the people by creating assets. To assess the impact of the scheme, all 209 sampled works which were complete on date of survey were physically verified by the survey team to examine whether the assets were being used for the intended purpose for which these were created. Further, the knowledgeable person of these works were also asked whether the assets have proved useful for satisfying their felt needs. The analysis regarding the use of these works for intended purpose has been shown in Table 3.16 and the views of knowledgeable person regarding the utility of these works for them have been examined in Table 3.17.

Table 3.16
Number of sampled works being used for intended purpose on date of survey

Sr.No.	District	Completed	Used for intended purpose	Not used for intended purpose
1.	Ambala	54	53	1
2.	Jind	52	51	1
3.	Karnal	50	49	1
4.	M.garh	53	52	1
Total		209 (100.00)	205 (98.09)	4 (1.91)

Figures in brackets are percentages to the total 209 works.

Table 3.17

Distribution of sampled knowledgeable person as per their views regarding the utility of works completed under the scheme

(Number)

Sr.No.	District	No. of knowledgeable person	Really useful	Not useful
1.	Ambala	54	53	1
2.	Jind	52	51	1
3.	Karnal	50	49	1
4.	M.garh	53	52	1
Total		209 (100.00)	205 (98.09)	4 (1.91)

Figures in brackets are percentages to the total 209 knowledgeable person.

It is obvious from Table 3.16 that out of 209 sampled works which were complete at the time of survey, a very large number of 205 works (98.09%) were being used for the intended purpose. Only a very small number of 4 assets (1.91%) were not being used for the intended purpose. The figures shown in Table 3.17 indicate that out of 209 sampled knowledgeable person, 205 knowledgeable person opined that the scheme works constructed in their localities proved very useful for the people. However, the knowledgeable person of 4 works were of the view that there was no utility of these works constructed under the scheme.

The above discussion thus concludes that the scheme has remained very successful in satisfying the local needs of the people.

3.10 Maintenance of Assets

Maintenance/upkeep of assets created is another important aspect of the scheme. It is very important that the durable assets created under the scheme should be maintained properly. The quality of maintenance of 209 sampled works found completed at the time of survey has been analysed in Table 3.18.

Table 3.18

Distribution of sampled works as per the quality of maintenance in selected districts

(No. of works)

Sr.No.	District	Completed	Maintained properly	Not maintained
1.	Ambala	54	51	3
2.	Jind	52	50	2
3.	Karnal	50	46	4
4.	M.garh	53	50	3
Total		209 (100.00)	197 (94.26)	12 (5.74)

Figures in brackets are percentages to the total 209 works completed.

Table 3.18 shows that out of 209 works, 197 works (94.26%) were found in good condition. The condition of only 12 works (5.74%) was observed to be very poor at the time of survey. But the good condition of this large number of works can not be considered as an indicator of better maintenance because the works were recently constructed. It is also important to mention here that no proper authority has been made responsible for maintenance of works constructed under the scheme. Also there is no provision of funds for maintenance under the scheme.

3.11 Submission of Utilisation Certificates

The ADC-cum-CPDO office ensures the utilisation of funds by seeking the utilisation certificates (UCs) of the amount spent from the executing agencies. As already discussed in the previous chapter that ADC-cum-CPDO has to furnish a utilisation certificate duly signed by him to the Planning Department within a period of 15 months from the release of funds. An attempt has been made to analyse whether the executing agencies were following the guidelines of the scheme regarding the timely submission of UCs to ADC-cum-CPDO office. The position regarding the submission of UCs for the sampled works of four districts has been shown in Table 3.19. The distribution of UCs as per the time lag between release of funds to the executing agencies and the submission of UCs by executing agencies to ADC-cum-CPDO offices in four districts has been given in Table 3.20.

Table 3.19

District-wise position regarding submission of UCs in respect of works sampled under the study

(Number)

Sr. No.	District	Works sampled	Works for which UCs submitted	Percentage
1.	Ambala	55	54	98.18
2.	Jind	55	54	98.18
3.	Karnal	55	55	100.00
4.	M.garh	55	54	98.18
Total		220	217	98.64

As shown in Table 3.19 that out of 220 sampled works in four districts of the State, the UCs for 217 works (98.64%) were submitted by the executing agencies to the ADC-cum-CPDO offices till the date of survey. The UCs for the amount of remaining 3 works were not submitted by the executing agencies upto the time of survey. Late release of funds was the main reason assigned by the executing agency for non-submission of UC for one work in Ambala district. However, the reason for non-submission of UCs in Mahendragarh and Jind districts was that these works were still in progress. Table 3.20 further shows that out of 217 UCs submitted by the executing agencies, 127 UCs (58.53%) were submitted within 15 months from the date of release of funds. The time taken by executing agencies for submission of 90 UCs (41.47%) was more than 15 months and this performance can not be considered satisfactory

in view of the guidelines prescribed under the scheme regarding the submission of UCs. The performance of VDC's in this regard was even more poor as the UC's of all sampled works executed by the VDC's were submitted in more than 15 months after release of funds.

Table 3.20

Distribution of UCs as per the time lag between release of funds and submission of UCs

(No. of UCs)

Sr. No.	District	UCs submitted	<u>Time lag between release of amount & submission of UCs</u>	
			Within 15 months	Above 15 months
1.	Ambala	54 (100.00)	20 (37.04)	34 (62.96)
2.	Jind	54 (100.00)	41 (75.93)	13 (24.07)
3.	Karnal	55 (100.00)	27 (49.09)	28 (50.91)
4.	M.garh	54 (100.00)	39 (72.22)	15 (27.78)
Total		217 (100.00)	127 (58.53)	90 (41.47)

Figures in brackets are percentages to the total number of UCs submitted in the district.

The foregoing discussion leads to the conclusion that the performance of executing agencies in submission of UCs was satisfactory but the time taken by these agencies in submission of UCs was lengthy.

3.12 Opinion of Implementing/Executing Agencies

The views of implementing agencies, i.e ADC's-cum-CPDO's and other executing agencies were also ascertained regarding general functioning of the programme as well as constraints/bottlenecks felt by them in the smooth implementation/execution of the programme. At the same time, the valuable suggestions of these agencies were also sought for making the programme more effective.

A. Views/suggestions of ADC's-cum-CPDO's

The views expressed by all ADC's-cum-CPDO's of four selected districts have been given as under:

1. All the four ADC's-cum-CPDO's were of the view that the rough cost estimates were got prepared for all the works executed under the scheme.
2. All the four ADC's-cum-CPDO's viewed that the upper cost limit of Rs. 2.00 lakh for a work fixed under the scheme was being followed.
3. ADC's-cum-CPDO's of all sampled districts opined that the works executed under the scheme were being physically verified by the officers/officials of their offices at the time of execution as well as after completion but they also admitted that the work regarding the physical verification of the assets created under the scheme was being affected adversely due to shortage of vehicles in their offices. But the fact is that three offices of Jind, Karnal and Mahendragarh districts could not provide any such record to the survey team.
4. The ADC-cum-CPDO of Jind district told that there was a time limit of six months fixed for the executing agency to complete the work sanctioned under the scheme. The ADC-cum-CPDO of Ambala district viewed that there was a time limit of 15 months fixed for the completion of scheme work. But the ADC-cum-CPDO of Karnal district viewed that there was no

such time prescribed under the guidelines of the scheme. However, the ADC-cum-CPDO of Mahendragarh district remained silent on this aspect.

5. The ADC-cum-CPDO of Ambala district suggested to provide the telephone connection in their office immediately because there was no such facility in their office.
6. There was shortage of staff in the offices of ADC's-cum-CPDO's in Karnal, Mahendragarh and Jind districts due to which the work regarding the implementation of the scheme in these districts was being affected adversely. These offices demanded the additional staff in order to implement the scheme effectively.
7. The ADC-cum-CPDO of Ambala district further suggested that there should be a provision of contingency upto the extent of 0.5 percent of the total sanctioned funds under the scheme. He also advocated to appoint an Accounts Officer at the headquarter level to guide the field officers/officials on matters of keeping accounts regarding the scheme.

B. Views/suggestions of executing agencies

The views/suggestions expressed by the executing agencies, i.e, XEN's, PR, AAE, BDPO's, MC's etc. have been given in the following paragraphs :

1. All the sampled works were the approved works, i.e., works approved by DLADB's.
2. The cash book, ledger and other relevant records had been maintained for all the sampled works by the executing agencies.
3. No contractor/middleman was involved by the executing agencies in the implementation/execution of sampled works except 2 works executed by Karnal MC where the contractor/middleman was involved at the time of execution.

4. The sampled works were constructed on the recommendation of local people and were being utilised for the intended purpose for which these were created as per the views of concerned executing agencies.
5. The present procedure of assessing the labour component under the scheme was not justified as per the views of some executing agencies. The labour wage provided to the labourer was being assessed on the basis of labour rate provided in Haryana Schedule of Rates, 1988 plus sanctioned zonal premium calculated by Zonal Committee from time to time minus 21.5 percent deduction on account of contractor's profit and overhead charges. This means that the actual wage to be provided to the labourer was significantly lower than the labour rates prevalent in the market. They suggested that the zonal premium must be revised after every six months by the Zonal Committee in view of the higher inflation in these days. Some of the executing agencies also suggested to exempt the deduction of 21.5 percent to be made on account of contractor's profit and overhead charges from labour component.
6. Some of the BDPO's expressed the view that shortage of staff such as JE, clerk, peon/chowkidar, etc. was the most important problem in their offices. One MC also opined that shortage of officers was the serious problem in their office for the effective execution of works under the scheme.
7. There is immediate need of vehicle in some of the offices of executing agencies for the effective monitoring and supervision of works being executed under the scheme.
8. Some executing agencies viewed that shortage of cement was also a serious problem faced by them from time to time. According to their views, this shortage was due to the fact that the authorised manufacturers/suppliers

were not interested to supply cement more than the quantity agreed with Director, Supplies and Disposal, Haryana because of sudden increase in the price of cement. They also suggested that Director, Supplies and Disposal, Haryana should call them to listen and solve their problems sympathetically if their problems are justified.

9. Some BDPO's were of the view that shortage of bricks was another problem faced by them during the months of January and February of the year. There was general shortage of labour during the harvesting months of agricultural crops. Consequently, the execution of works under the scheme slows down during these months.
10. Some BDPO's suggested that there should be a provision of funds for earth filling, if required, of the sites of works sanctioned under the scheme. However, some amount may be contributed by the concerned beneficiaries for the purpose.
11. Some BDPO's viewed that the funds under the scheme were not released in time. The funds should be released in the beginning of financial year. However, some of the BDPO's felt that they do not feel any problem if the amount was released late.
12. Some executing agencies viewed that the funds sanctioned and released under the scheme were not sufficient in view of the cost estimates of the works. Consequently, the works either remain incomplete or their quality is affected adversely due to insufficient funds.
13. The VDC's generally do not follow the guidelines of the scheme regarding the purchase rates of labour and material as per the views of BDPO office. As a consequence, the amount spent on the execution of a particular quantum of work under the scheme is generally higher than the technical assessment made by the concerned JE for the same quantum of work. As a

result, the BDPO has to send the UC submitted by the VDC alongwith the technical assessment made by JE to the ADC-cum-CPDO office. In such cases, the BDPO has to issue the notice of recovery to the concerned VDC's. This problem can be solved if the concerned JE visits the site of work at the initial point of execution and helps the sarpanch in the completion of scheme work as per the technical assessment made by him.

14. The technical guidelines indicating dimensions of work to be created, proportion of cement, bajri and reti in masala, nature of roof, etc., are not received to the VDC's in time and as a result, the work is delayed unnecessarily.
15. The BDPO office further opined that the works executed by VDC's are generally not completed in time. The clash among the VDC members is one of the reasons for late execution of works at VDC level.
16. There should be a post of section officer in ADC office so that the internal auditing of development programmes may be possible.

CHAPTER-IV

CONCLUSION AND RECOMMENDATIONS

It has been observed that BDPO's, XEN's, Panchayati Raj, VDC's, AAE and MC's were the main developmental agencies responsible for execution of works under the scheme. The utilisation of funds by the executing agencies under the scheme was satisfactory. However, the minimum share of release and utilization of funds for SC component in rural and urban areas of some sampled districts was not in accordance with the guidelines of the scheme. The funds provided under the scheme were mainly utilised for creation of new assets. However, some amount was also spent for completion of incomplete works and repair/renovation of old assets. The main works covered under the scheme were construction of road/street, school room, drain, cow ghat & culvert, construction/repair of chopal, panchayat ghar, community centre, anganwari centre & old age home, construction of tubewell/water tank, installation of hand pump/pipeline, etc. These works executed under the scheme have proved very useful for satisfying local felt needs/requirements of the people inspite of the fact that a few works constructed under the scheme were not as per the guidelines. Most of the works were being used for the purpose for which these were created.

The study also reveals that the performance of executing agencies regarding the completion of works assigned to them was satisfactory. However, the time taken by these agencies in execution of works under the scheme was somewhat higher in view of the nature and size of works. No guidelines have been prescribed under the scheme regarding the time taken by these agencies for completion of works. Further, the quality of material used/works completed under the scheme was found satisfactory. The performance of executing

agencies in respect of submission of UCs was satisfactory but the time taken by these agencies in submission of UCs was longer than provided under the guidelines of the scheme.

The results of the study have also shown some discouraging facts regarding implementation of the programme. The allocation of funds/amount spent was skewed towards the works of lower amount. Allocation of inadequate funds often fail to ensure durability and usefulness of assets. There is no provision of funds for maintenance of assets created under the scheme. The performance of VDC's regarding the utilization of funds and timely completion of works was not satisfactory. The monitoring of the assets created under the scheme by ADC-cum-CPDO offices does not seem to be satisfactory as no record in this regard was available with most of these offices. The significant gap between the purchase rate approved by district administration and the rate prevalent in open labour market and the shortage of building materials, i.e., cement, bricks, etc. at the rate approved by district administration were other problems faced by executing agencies in the execution of scheme works.

Therefore, an overall appraisal of the study shows that the works executed under the scheme have proved very useful for satisfying the local felt needs/requirements of the people inspite of some constraints as explained earlier.

Finally, on the basis of observations, discussions and findings of the study, the following steps are suggested to be taken on priority basis. These will go a long way in improving the overall implementation and impact of the programme.

1. The works to be taken up under the scheme should be strictly as per the guidelines. It should be ensured that the guidelines of the scheme be

strictly adhered to by the VDC's engaged in the execution of works under the scheme. The JE of the office of concerned BDPO should be a member of the VDC.

2. The guidelines of the scheme must be revised in order to execute the works sanctioned under the scheme in a time bound manner. The time schedule for the completion of works should be clearly defined in the guidelines and the same should be strictly followed by the executing agencies so that the funds released under the scheme do not remain unspent resulting in increase of cost.
3. The funds sanctioned and released for individual works under the scheme should be adequate and according to the cost estimates of the works in order to ensure the durability and quality of assets.
4. Efforts should be made to ensure the timely submission of UCs by the implementing/executing agencies. In case of any delay, strict action should be taken against the defaulting officers/officials.
5. The Planning Department being nodal agency of the scheme should hold a meeting of ADC's-cum-CPDO's atleast once in a year in order to get the feed back about the bottlenecks/problems faced by ADC's-cum-CPDO's so that the guidelines may be revised in order to make the scheme more effective and result-oriented.
6. The appropriate steps should be taken by the Government to make available the building material, i.e., cement, bricks, etc. timely and adequately to the executing agencies at the purchase rates approved by the district administration.
7. The labour rates must be revised by the Government after every six months in order to bridge the significant gap between wage rate approved by Government and wage rate prevalent in open labour market.

8. The guidelines regarding the physical monitoring through field inspection including the number of works to be visited at the level of ADC-cum-CPDO office must be clearly defined and strictly adhered to. The relevant records regarding the physical monitoring made by the office should also be maintained.
9. To ascertain whether the work has been completed as per the satisfaction of local people, executing agencies should be directed to get the certificate of satisfaction from concerned Gram Panchayat and submit the same to the ADC-cum-CPDO office alongwith UC required to be furnished under the scheme.
10. The durability of new assets created under the scheme may be ensured with requisite funds for proper maintenance.
11. The record of the scheme was not maintained in a systematic manner by the ADC-cum-CPDO offices of Jind, Karnal and Mahendragarh districts and some executing agencies. The appropriate steps should be taken in this regard.
12. The amount spent and works executed under the scheme in a village/town/city should be displayed at the site of the work through notice board for the awareness of local people.
13. There should be a post of JE in ADC-cum-CPDO office so that he may examine the estimates of works prepared by executing agencies and check the work quality at the time of execution and monitoring.
14. Strict instructions must be issued to ADC's-cum-CPDO's of Jind and Mahendragarh districts to maintain the minimum share of funds to be spent for SC component as well as in urban areas as per the guidelines of the scheme.

CHAPTER-V

SUMMARY OF THE REPORT

Decentralised Planning scheme was launched in Haryana during the year 1985-86. This scheme was converted into MLAs Local Area Development scheme during 1994-95 and 1995-96. But it was again reverted to Decentralised Planning scheme during the year 1996-97. Under this scheme, funds are allocated to districts as untied funds in the form of grant-in-aid for execution of those developmental works which are not being undertaken or lying unfinished due to lack of funds available with the departments of State Government from their normal plan programmes/schemes. The schemes/works executed under this scheme are of local importance providing immediate and direct benefit to the people. The scheme is being implemented by the State Planning Department. The ADC-cum-CPDO is the overall incharge of the scheme and is responsible for the co-ordination and overall supervision of works under the scheme at district level. He releases the funds received from the State Planning Department to the executing agencies. The District Local Area Development Board (DLADB) is the final authority for approval of schemes/works included in the Annual Action Plan prepared by the District Planning Unit headed by ADC-cum-CPDO. No individual work costing more than Rs.2.00 lakh can be submitted for approval of DLADB. Atleast 25 percent of allocated funds should be spent on the works benefiting schedule castes and urban areas.

The evaluation study of Decentralised Planning scheme has been undertaken on the recommendation of Financial Commissioner and Principal Secretary to Government, Haryana, Planning Department in the meeting held on 29.1.2003. The broad objectives of the study were to assess the impact of various development programmes/schemes/works in view of the gaps in

development and priorities as per local felt needs, to ascertain the bottlenecks/problems experienced in the process of implementation of the scheme and to suggest remedial measures in the working of the scheme.

The study is based on primary as well as secondary data collected from the Planning Department at the State level, the offices of ADC's-cum-CPDO's of selected districts and other sampled agencies engaged in implementation/execution of the scheme and knowledgeable individuals having the knowledge about the sampled works executed under the scheme. A total number of 220 works of four districts were selected for the survey. A knowledgeable person was selected from the area where the sampled work was executed. Thus, a total number of 220 knowledgeable person of the areas selected for 220 sampled works were canvassed for study after having a physical verification of the sites of these 220 works. In addition, the offices of 4 ADC's-cum CPDO's, 2 XEN's, PR, 1 AAE, 12 BDPO's, 4 MC's, and 12 VDC's engaged in the implementation/ execution of sampled works were also approached for seeking information on various aspects of the scheme. The requisite primary and secondary information was collected for the years 1999-00 to 2001-02.

The main findings of the study have been summarised below:-

1. An amount of Rs. 2988.69 lakh was utilised against the total amount of Rs. 3225.01 lakh released to the executing agencies for the execution of scheme works in the State during the entire period of three years, i.e. 1999-00 to 2001-02 resulting in 92.67 percent utilisation. Thus, utilisation of funds by the executing agencies under the scheme was quite satisfactory.
2. The release and utilisation of funds for SC component under the scheme at the State level were broadly as per the guidelines of the scheme which clearly stipulate that atleast 25 percent of the allocated funds should be

spent on the schemes/works benefiting schedule castes. However, in Mahendragarh district, only about 17 percent of the total funds were spent for SC component under the scheme during the year 2000-01. In this regard, clear-cut instructions may be issued to the concerned ADC-cum-CPDO to maintain the minimum share of 25 percent of the funds for SC component at the time of release and utilisation of funds.

3. The release and utilisation of funds for rural and urban areas of the State as a whole was in accordance with the guidelines of the scheme. However, the analysis in sampled districts indicates that two sampled districts namely Mahendragarh and Jind could not maintain the minimum requirement of funds to be spent in urban areas. So ADC's-cum-CPDO's of these districts may be instructed to maintain the minimum requirement of 25 percent of the funds to be spent in urban areas.
4. The number of works executed under the scheme in the State during 1999-00, 2000-01 and 2001-02 was 1817, 1666 and 1562, respectively.
5. Out of total 220 works sampled in the State, 150 works (68%) were executed by BDPO offices whereas remaining 70 works (32%) were executed by other functionaries namely XEN's, PR, VDC's, AAE and MC's.
6. About 72 percent of sampled works were fresh/new construction whereas about 22 percent of sampled works related to completion of incomplete works. The number of works requiring repair/renovation was only about 6 percent.
7. Out of total number of 220 works sampled in the State, the highest number of 75 works (34.09%) were regarding street/road. The second highest number of 57 works (25.91%) relate to construction/repair of chopal, panchayat ghar, community centre, anganwari centre and old age home.

Other works covered under the study in the State were construction of school room/library, construction/installation of hand pump, tubewell, water tank, etc. for drinking purpose, construction of nallah/drain, cow ghat, culvert, Shochalaya, etc. It is also important to mention here that the sampled knowledgeable person opined that these sampled works of four districts were sanctioned for their localities on the basis of their request made to the concerned authorities. Thus, the nature of above works sanctioned within the limit of Rs. 2 lakh on the recommendation of local people tend to indicate that the works sanctioned under the scheme except beautification of chor gumbaj were purely based on local felt needs of the people. However, the Decentralised Planning Section of this department viewed that the works of old age home were not as per the scheme guidelines.

8. The nature of works suggested by the sampled knowledgeable person for their localities to be taken up in future was more or less the same as that of works already constructed in four sampled districts under the scheme.
9. The sanctioned cost and amount spent in case of about 55 percent of sampled works were upto Rs.50,000/-and the sanctioned cost and amount spent in case of the remaining 45 percent sampled works were more than Rs. 50,000/-. Thus, the allocation of funds/amount spent was skewed towards the works of lower amount. This was not in conformity with the objective of creating durable assets because allocation of inadequate funds often fail to ensure durability and usefulness of assets.
10. The performance of executing agencies regarding the completion of works assigned to them was satisfactory. This fact may be confirmed from the figures that out of 220 works sampled in the State, 209 works (95%) were found completed.

11. The time gap between release of funds and completion of 48 sampled works (22.97%) was less than 2 months. The corresponding figures having the gap of 2-6 months was 91 (43.54%). The time gap for 70 works (33.49%) was more than 6 months. From the figures, it appears that the time taken by the executing agencies in execution of works under the scheme is somewhat higher in view of the nature and size of works. It is interesting to observe that all the sampled works executed by the VDC's were completed in more than 6 months after release of funds. It is therefore suggested that time schedule for the completion of works should be clearly defined in the guidelines of the scheme and strictly adhered to.
12. The quality of works completed/material used in the construction of the assets was found satisfactory as most of the sampled knowledgeable person were satisfied with the quality of works completed/material used in construction of the assets in their localities.
13. Out of 209 sampled works which were found completed at the time of survey, a very large number of 205 works (98.09%) were being used for the intended purpose. Thus, the scheme has remained very successful in satisfying the local needs of the people.
14. The study revealed that no proper authority has been made responsible for maintenance of works constructed under the scheme. Also there is no provision of funds for maintenance under the scheme.
15. Out of 220 sampled works, the UCs for 217 works were submitted by the executing agencies to ADC-cum-CPDO offices till the date of survey. Out of these 217 UCs submitted, 127 UCs (58.53%) were submitted within 15 months from the date of release of funds. The time taken by executing agencies for submission of 90 UCs (41.47%) was more than 15 months and this performance can not be considered satisfactory in view of the

guidelines prescribed under the scheme regarding the submission of UCs. The performance of VDC's in this regard was even more poor.

The views expressed by ADC's-cum-CPDO's of four selected districts have been given as under:

1. ADC's-cum-CPDO's of all four sampled districts opined that the works executed under the scheme were being physically verified by the officers/officials of their offices at the time of execution as well as after completion but they also admitted that the work regarding the physical verification of the assets created under the scheme was being affected adversely due to shortage of vehicles in their offices but the fact is that three offices of Jind, Karnal and Mahendragarh districts could not provide any such record to the survey team.
2. The ADC-cum-CPDO of Jind district told that there was a time limit of six months fixed for the executing agency to complete the work sanctioned under the scheme. The ADC-cum-CPDO of Ambala district viewed that this limit was of 15 months. But the ADC-cum-CPDO of Karnal district viewed that there was no such time prescribed under the guidelines of the scheme. However, the ADC-cum-CPDO of Mahendragarh district remained silent on this aspect.
3. All ADC's-cum-CPDO's were of the opinion that there was shortage of vehicles required for the effective monitoring and supervision of works under the scheme. They all suggested to provide the vehicle to their offices.
4. The ADC-cum-CPDO of Ambala district suggested to provide the telephone connection in their office immediately.
5. There was shortage of staff in the ADC-cum-CPDO offices in Karnal, Mahendragarh and Jind districts due to which the work of the scheme was being affected adversely.

6. One ADC-cum-CPDO advocated to appoint an Accounts Officer at the headquarter level to guide the field officers/officials on matters of keeping accounts regarding the scheme.

The views divulged by the executing agencies, i.e, XEN's, PR, BDPO's, MC's etc. about the scheme have been given as below:

1. The present procedure of assessing the labour component under the scheme was not justified as per the views of some executing agencies. The labour wage provided to the labourer was being assessed on the basis of labour rate provided in Haryana Schedule of Rates, 1988 plus sanctioned zonal premium calculated by Zonal Committee from time to time minus 21.5 percent deduction on account of contractor's profit and overhead charges. This means that the actual wage to be provided to the labourer was significantly lower than the labour rates prevalent in the market. The shortage of labour was another problem faced by some executing agencies during the harvesting months of agricultural crops.
2. The sampled works were constructed on the recommendation of local people and were being utilised for the intended purpose for which these were created as per the views of concerned executing agencies.
3. Some of the executing agencies viewed that shortage of staff was the most important problem in their offices.
4. There is immediate need of vehicle in some of the offices of executing agencies for the effective monitoring and supervision of works.
5. Some agencies viewed that shortage of cement was also a serious problem faced by them from time to time and this shortage was due to the fact that the authorised suppliers were not interested to supply cement more than the quantity agreed with Director, Supplies and Disposal, Haryana because

of sudden increase in the price of cement. Shortage of bricks was another problem faced during the months of January and February of the year.

6. Some BDPO's viewed that the funds should be released in the beginning of financial year.
7. Some executing agencies viewed that the funds sanctioned and released under the scheme were not sufficient in view of the cost estimates of the works.
8. The VDC's generally do not follow the guidelines of the scheme regarding the purchase rates of labour and material.
9. The technical guidelines indicating dimensions of work to be created, proportion of cement, bajri and reti in masala, etc. are not received to the VDC's in time and as a result, the work is delayed.
10. Generally, the works executed by VDC's are not completed in time.
11. There should be a post of Section Officer in ADC-cum, CPDO office so that the internal auditing of development programmes may be possible.

An overall appraisal of the study is that the works executed under the scheme have proved very useful for satisfying local felt needs/requirements of the people. The study has also shown some discouraging facts about the scheme. Finally, the following steps are suggested to be taken on priority basis for improving the overall implementation and impact of the programme.

1. The works to be taken up under the scheme should be strictly as per the guidelines. It should be ensured that the guidelines of the scheme be strictly adhered to by the VDC's. The JE of the office of the concerned BDPO should be a member of VDC.
2. The guidelines of the scheme must be revised in order to execute the works sanctioned under the scheme in a time bound manner.
3. The funds provided under the scheme should be as per cost estimates.

4. Efforts should be made to ensure the timely submission of UCs by the implementing/executing agencies.
5. The Planning Department should hold a meeting of ADC's-cum-CPDO's atleast once in a year in order to get the feed back about the problems faced by them in the implementation of the scheme.
6. Appropriate steps should be taken to make available the building material timely and adequately to the executing agencies at the rates approved by the district administration.
7. The labour rates must be revised by the Government after every six months.
8. The guidelines regarding the physical monitoring through field inspection at the level of ADC-cum-CPDO office must be clearly defined and strictly adhered to. Strict instructions must be issued to the defaulting districts of Jind, Karnal and Mahendragarh to maintain the records properly in future.
9. The executing agencies should be directed to get the certificate of satisfaction from concerned Gram Panchayat regarding the work.
10. Some funds should be provided for the maintenance of assets created under the scheme.
11. The amount spent and works executed under the scheme should be displayed at the site of work through notice board.
12. There should be a post of JE in ADC-cum- CPDO office.
13. Strict instructions must be issued to ADC's-cum-CPDO's of Jind and Mahendragarh districts to maintain the minimum share of funds to be spent for SC component as well as in urban areas as per the scheme guidelines.