Localising Governance: Strengthening the Role of Last Mile Institutions in Karnataka
Volume 1

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Preface

Public Affairs Centre (PAC) engages in action research focussing on Sustainable Development Goals (SDG) in the context of India. PAC is a not for profit Think Tank established in 1994 with a mandate to improve the quality of governance in India. The Centre is also a pioneer in deploying innovative Social Accountability Tools (SAT) to measure the quality and adequacy of public services. Over the years, its scope of work has expanded to include the whole gamut of research-advocacy-action to lead evidence-based research on governance across sectors, geographies and populations in India.

PAC was one of the first civil society-led institutional initiatives to mobilise demand for good governance in India. Dr. Samuel Paul (Founder Chairman) was instrumental in establishing PAC with a select group of friends. PAC is registered under Karnataka Societies Registration Act 1960 as a Society.

Designing and Editing by: PEC

Contents

Introduction

The 73rd and 74th constitutional amendments issued by the Government of India in 1992 placed the Gram Panchayat (GP) as an important pillar in the governance system. The 73rd amendment to the Indian constitution gives the power to local governments to discuss and legislatively intervene in many important decisions within the ambit of the gram panchayat, or village local government. Within the Gram Panchayat's purview come such issues as the selection of beneficiaries for public programmes, allocation and monitoring of village budgets and development and maintenance of public goods such as roads, drains, and common property resources. The Government of Karnataka has undertaken several initiatives to place the locus of control in the hands of the GPs. Subsequently, GPs are responsible for providing services to the citizens under its jurisdiction while also ensuring that there is effective utilisation of resources being allocated by various line departments. Assessing the functioning of the GPs, which are placed at the last rung of a decentralised government structure, provides a true representation of ground realities of rural India. To be able to achieve a complete citizen-centric bottom-up form of governance,it becomes crucial to facilitate fundamental changes in both institutional architecture and the standards and processes followed.

Apart from the GP office itself, there are six key institutions that cover the basic human development parameters at the last mile - the Primary Health Centre (PHC) and Sub Centre (Health), Primary and Secondary School (Education), Anganwadi Centre (Nutrition) and Fair Price Shop (Food Security). Secondary data and PAC's own work in previous projects point to gaps in the functioning of each of these institutions that must be addressed for efficient administration at the last mile. The role and significance of each of these institutions are provided below:

- Gram Panchayat - The 73rd amendment of the Constitution created a uniform three-tier system of rural governments at the district, block and village level and provides transfer of powers from the government at the state level to the rural bodies. Their primary responsibilities include preparing implementation plans for economic development and social justice.
- The Primary Health Centre (PHC) occupies a key position in the nation's health care system as it is the first point of contact to a certified doctor. The PHCs are the principal institutions providing integrated curative and preventive health services to a rural population. The PHC complex constitutes the core of the rural health care services programme
- A Sub-centre is the basic village-based unit and the first point of contact between the primary health care system and a community. A Sub-centre provides interface with the community at the grass-root level, providing primary health care services
- The goal of universalisation of education is achieved through the last mile service delivery unit- the Primary school promoting Science Education in the state, designing and implementing in-service teacher training courses in content, innovative methods like theatre in education, use of low cost and no cost teaching learning materials in schools, other strategic interventions like Mid-day Meals, uniforms, textbooks, school bags and scholarships

- Secondary school apart from the provisioning of quality elementary and secondary education, a secondary school focuses on commerce, physical, arts, craft and music education
- An Anganwadi Centre serves as the first outpost for health, nutrition and early childhood care and education services at the village level. It is the functional unit through which ICDS scheme caters to the developmental needs of children below six years of age, pregnant women and lactating mothers
- The Targeted Public Distribution System (TPDS) carried out through Fair Price Shops (FPS) at the village level, is strengthened by the National Food Security Act (NFSA), 2013, a major vehicle of India's food security policy, designed to help especially the poorest households. The Public Distribution System has been crucial to the well-being of tens of crores of families in India; however, there is scope for improvement in its functioning - recent estimates find that up to half the grains purchased from farmers at the start of the chain do not reach the beneficiaries at the end in some States (Drèze & Khera, 2015).

The Karnataka Administrative Reforms Commission II (ARC 2) invited the Public Affairs Centre (PAC), Bengaluru to extend research support to help the Commission make appropriate recommendations for the functioning of these six institutions crucial for last mile governance on the basis of the Terms of Reference set out by the ARC 2. Accordingly, PAC conducted a short-term study in a small sample of GPs in the state to study the current functioning, the gaps between actual and normative standards and suggested how the performance of the 6 institutions can be improved to foster efficiency and effectiveness at the last mile.

The broad areas of the study included:

- An activity analysis of the core sectors of governance to identify the need for and the rationale to restructure the departments, programmes, and processes to enhance outcome
- An evaluation of the delivery of key social services to identify the gaps and propose relevant process re-engineering to improve the adequacy and quality of service
- An assessment of the span of control in both the staff and line functions and consider shifts to self-directed cross functional teams for efficiency improvements, and rationalisation of staff strength
- An evaluation of the indicators used to measure employee productivity to introduce structural and parametric improvements in the measurement framework, and training and capacity-building.

Evaluation Title and Background Information

Evaluation Title

"Localising Governance: Strengthening the Role of Last Mile Institutions in Karnataka"

Background

Structural changes and adjustments are critical for an effective and efficient public administration machinery. A new governance paradigm is emerging which facilitates citizen-centric, effective, efficient and quality delivery of services at the last mile with emphasis on using digital platforms and data driven accountability and transparency.

The challenge of forging this new governance paradigm is two-fold. The first involves the optimisation of the government's institutional architecture to achieve the functioning that qualifies as 'minimum government but maximum governance', to best meet the governance challenges for the next 20 years. The second is to address the complex issue of civil service productivity, particularly in the human development sectors, where the responsibility of the state predominates. There is a need for an incentive structure that rewards good performances and helps improve employee productivity.

The Government of Karnataka has set up the Second Administrative Reforms Commission (ARC-II) to examine the administrative processes in the government and its agencies and provide recommendations for administrative reforms. The ARC is expected to do so in light of the significant changes that have occurred in the government's structure, functions, processes, programmes, citizen expectations, and technology. The ARC-II as part of its mandate covers a wide array of administrative reforms including in citizen service delivery, public grievance redress, training and capacity building, rationalisation of departments, performance management, strengthening evidence-based decision making, evaluation of schemes, and improving the field offices.

Review of Literature

Second Administrative Reforms Commission (GoI) – Sixth Report on Local Governance: OCT 2007

In this report on Local Governance, the ARC has examined in detail the issues relating to rural and urban local governance in India. The report examines the issues in three parts as follows

- The first part deals with the common issues of local governance that are relevant for both rural and urban areas as well as the rural – urban continuum
- The second part deals with rural governance
- The third part with urban governance

Terms of Reference

- Improving delivery mechanism of public utilities and civic services like water, power, health and sanitation, education, nutrition etc., with greater citizens' and stakeholders' involvement
- Empowerment of Local Self-Government Institutions for encouraging participative governance and networking
- To encourage capacity building and training interventions for better performance of local bodies

The commission suggested measures to the achieve a proactive, responsive, accountable, sustainable and effective administration for the Country at all levels of Government by considering the following:

- Organisational Structure of the Government of India
- Ethics in Governance
- Refurbishing of Personnel Administration
- Strengthening of Financial Management System
- Steps to ensure Effective Administration at the State Level
- Steps to ensure Effective District Administration
- Local Self-Government/Panchayat Raj Institutions
- Social Capital, Trust and Participative Public Service Delivery
- Citizen Centric Administration
- Promoting e – Governance
- Issues of Federal Policy
- Crisis Management
- Public Orders

The ARC mentions that the provisions of article 243 G and 243 W of the Constitution relating to the power, authority and responsibilities of the local governments have been interpreted by most states as being merely advisory in nature.

The Statement of Objects and Reasons of the Constitution (Seventy-third Amendment) Act, 1992 points out:

"Though the Panchayati Raj Institutions have been in existence for a long time, it has been observed that these institutions have not been able to acquire the status and dignity of viable and responsive people's bodies due to a number of reasons including absence of regular elections, prolonged supersessions, insufficient representation of weaker sections

like Scheduled Castes, Scheduled Tribes and women, inadequate devolution of powers and lack of financial resources".

The Statement of Objects and Reasons of the Constitution (Seventy-fourth Amendment) Act says:

"In many States, local bodies have become weak and ineffective on account of a variety of reasons, including the failure to hold regular elections, prolonged supersessions and inadequate devolution of powers and functions. As a result, urban local bodies are not able to perform effectively as vibrant democratic units of self-government".

Recommendations -

- Members of Parliament and State Legislatures should not become members of local bodies
- There shall be a District Council in every district with representation from both urban and rural areas.
- Eleventh schedule of article 243 G states Gram Panchayat should perform 29 functions and implement the schemes as may entrusted to them
- There should be clear delineation of functions for each level of local government in the case of each subject matter law. This is not a one-time exercise and has to be done continuously while working out locally relevant socio-economic programmes, restructuring organisations and framing subject-matter laws
- In the case of new laws, it will be advisable to add a 'local government memorandum' (on the analogy of financial memorandum and memorandum of subordinate legislation) indicating whether any functions to be attended to by local governments are involved and if so, whether this has been provided for in the law
- Commission with a Case of Hubli-Dharwad Municipal Corporation explains the citizen centric accountability and social audit
- Provisions for social audit should be made a part of the operational guidelines of all schemes
- Operational guidelines of all developmental schemes and citizen centric programmes should provide for a social audit mechanism
- Panchayats should have the power to recruit personnel and to regulate their service conditions subject to such laws and standards as laid down by the State Government
- In all States, a detailed review of the staffing pattern and systems with a zero-tolerance based approach may be undertaken over the next one year in order to implement the policy of PRI ownership of staff
- The provisions in some State Acts regarding approval of the budget of a Panchayat by the higher tier or any other State authority should be abolished
- State Governments should not have the power to suspend or rescind any resolution passed by the PRIs or take action against the elected representatives on the ground of abuse of office, corruption etc. In all such cases, the powers to investigate and recommend action should lie with the local Ombudsman who will send his report through the Lokayukta to the Governor
- For election infringements and other election related complaints, the authority to investigate should be the State Election Commission who will send its recommendations to the Governor

- If, on any occasion, the State Government feels that there is need to take immediate action against the Panchayats or their elected representatives on any grounds, it should place the records before the Ombudsman for urgent investigation
- In all cases of disagreements with the recommendations made by the local Ombudsman/Lokayukta, the reasons will need to be placed in the public domain.

Karnataka Administrative Reforms Commission (H. Ramaswamy Report on ARC) January 2001

Karnataka Administrative Reforms commission (KARC) headed by Shri. Haranahalli Ramaswamy, undertook several steps to provide recommendations on administrative reforms to the Government of Karnataka to achieve efficient and effective governance.

KARC's main objectives were

- Secretariat Reforms
- Reforms in District Administration
- Good Governance
- Secretariat Reforms

KARC stated that Secretariat reforms can be achieved only by redefining the objectives and priorities of the departments. Following parameters were considered to achieve systemic changes in operational processes and attitudinal changes.

- File Processing
- Staff Rationalisation
- Reduction in File Pendency
- Reduction in Meetings
- Rationalisation of Secretariat Departments
- Delegation of Powers
- Revision of the Secretariat Manual and Office Procedures
- Human Resource Development
- Information Technology and Automation in the Secretariat
- Office Modernisation
- DPAR/Finance Department

The Commission also conducted informal surveys in the study with Secretaries of the 10 departments to elicit responses both at quantitative and qualitative level.

The main areas covered in the survey were as follows:

- Accountability and transparency in the administration
- Improving efficiency in administration
- Outsourcing of certain government functions
- Motivation and training levels of staffs
- Corruption
- Recommendations for reduction in government expenditure

Reforms in District Administration

The Commission conducted field visits to interact with the public to obtain their grievances. The following major problems of governance at the District, Taluk and Villages were found -

- Lack of courtesy in dealing with the public
- Inefficient machinery for addressing public grievances
- Non-availability of Officials
- Corruption

Good Governance

The Commission made a point on lack of good governance with respect to expenditure. Commission states that the government of Karnataka's Civil Services is not very large in comparison with other states, but still almost 75 percentage of the state revenue is spent towards the salaries and related items which is high level of expenditure and is unaffordable for the government. This severely restricts government expenditure on capital and development works.

The Commission mentions the components of governance reform would constitute reform in the following major areas

- Delegation of Powers between Ministers and Secretaries
- Civil Services Reforms
- An anti-Corruption Strategy
- An Effective Grievance Redressal Mechanism
- Amalgamation of Schemes
- E – Governance

2.3. Evaluation Report of The Panchayat Empowerment and Accountability Incentive Scheme (PEAIS) in the States of Chhattisgarh, Karnataka, Kerala, Punjab And Rajasthan

The above said study was conducted by the Centre for Rural Management, Kottayam, Kerala, to evaluate the scheme implemented by the Government of India for effective and efficient governance of the Panchayat Raj Institution.

The overall objective of the study was to evaluate the effectiveness and impact of Panchayat Empowerment and AccountabilityIncentive Scheme on selected administrative units across States in India, covering the following -

- Devolution by States
- Assessment of the Panchayat

Methodology of the study

A set of case studies were used as primary material, on the basis of which qualitative assessment of impact was made. Case studies were conducted using Key Informant Interviews, Document Review and Focused Group Discussions (FGDs).

Statistical Model

Four-point scale questionnaires were prepared on six major areas, that is, Panchayat Functioning, Management of Personnel and Capacity Building, Planning and Budget Formation, Income Generation, Performance of Panchayat and Accountability and Transparency using 15, 3, 8, 7,14 and 11 indicators respectively under each area.

Conclusion

The study concludes that the PEAIS as a centralized intervention has strengthened the process of devolution in India. The award has motivated the states for greater devolution.

Recommendation

The PEAIS has been proved as a successful initiative for strengthening devolution in the context of federal polity of the country; the scheme has to be scaled up, extended and continued with a considerable amount of financial support.

Theory of Change/ Output-Outcome Framework

The Theory of Change or Output-Outcome Framework builds a comprehensive roadmap indicating the action necessary to improve the delivery of last mile services effectively and efficiently with accountability and transparency by mapping Functions, Functionaries and Funds framework among Local Self–Government Institutions to bring significant reform in local governance.

The Output-Outcome Framework for the project is provided below.

Impact	Strengthen the role of last mile institutions in Karnataka							
Objective	Evidence-based recommendations for administrative reforms in government and its agencies to restructure existing institutions and make them more effective, efficient and accountable Effective utilisation of resources being allocated by various line departments at the last mile institutions in Karnataka.							
Outcome	Reformed framework for departments, programmes and processes to intensify the delivery of good governance	Gap analysis report through evaluation of the delivery of key social services and proposal of adequate measures accordingly		Establish span of control in both human resource and line functions for effective self-directed cross functional activities			Defined roles and responsibilities matrix to ensure parametric improvements in measurement of employee productivity, training and capacity building	
Outputs	An action research based analytical report with a gap analysis and a set of recommendations for administrative reforms to make each institution effective for development at the third tier of governance			An implementation roadmap indicating the action necessary and a responsibility matrix specifying the roles and responsibilities of various stakeholders in the reform process for effective delivery of key services				
Activities	Map 3 Fs by reviewing the respective institutional guidelines, roles and responsibilities as service providers	A week-long observation of selected last mile institutions	Mapping of the indicators for evaluation of delivery and gap analysis	Develop KII and CSCs guides to understand the demand and supply side perspectives.	Conduct field work to observe daily functioning and challenges	Conduct in depth KII with key stakeholders to assess span of control and CSC to identify common modes of improvement	Develop Analytical Report	Develop and present recommendations

Evaluation Criteria and Framework

Purpose

To be able to assess the following issues identified through literature review by developing adequate assessment criteria -

- Absence of service workers from service facilities that cause serious problems in health, education, and women and child development departments
- Constraints in successful delivery of various services due to incorrect deputation of human resources or non-availability of human resources
- Non-adherence to timely delivery of services affecting effectiveness
- Non-availability of services at different levels at required time
- Inappropriate financial allocation and expenditure (H Ramaswamy Report, 2001, Karnataka Administrative Reforms Commission).

Scope

To enhance policy coherence and enable coordinated action especially in the social/citizen-centric services at the last mile, the study

- assessed the functioning of decentralized government structures in providing various services
- rationalised the departments and programmes and schemes - vertically and horizontally
- assessed the current application of technology to move towards a digital, contact-less delivery of services, thus enabling optimization of available human, material, and financial resources
- assessed application of data science in the seven administrative units as identified for this study,

Objectives

The research objectives were two-fold -

- Examine whether the existing management structures, functions and processes in the six identified last mile institutions are adequate, efficient and effective through vertical and horizontal diagnosis using the 3F framework -Funds, Functionaries and Functions
- Identify the gaps in functioning of the last tier of governance through a gap analysis and suggest actionable recommendations through reform road maps for better functioning of the last mile service delivery institutions.

Evaluation Approach

PAC focused on a small sample and used a mixed methodology of both qualitative and quantitative tools to provide actionable recommendations. The study selected one GP in each of the four administrative divisions (Bengaluru, Mysore, Belagavi and Kalaburagi) in consultation with the ARC. This ensured that a representative sample is analysed to make recommendations. In each of the GPs selected, the following institutions were studied.

- GP Office
- 2 Primary Schools (1 in the GP Headquarters and 1 in another village of the GP)
- 1 Secondary School
- 2 AWCs (1 in the GP Headquarters and 1 in another village of the GP)
- 2 FPS (1 in the GP Headquarters and 1 in another village of the GP)
- 1 PHC and 1 Sub-Centre

To understand the performance of these institutions and their role as the last tier of governance most proximate to citizens, the following 3-pronged approach was adopted -

Week-Long Observation

- A detailed week-long observation of the identified last mile institutions to understand their day to day functioning and the infrastructure availability - physical, human and financial
- The team spent the week understanding not just the roles and responsibilities of the officers but also the challenges faced and the inefficiencies caused thereof
- The observations were based on the normative structures, processes and templatesmandated by the Government and used measurable indicators to assess performance in a scientific and rigorous manner

Key Informant Interviews (KIIs)

- KIIs were conducted with stakeholders at the government level who are associated with the units identified for study
- The KIIs provided an understanding from the supply side on the gaps within the institutions and the barriers or enablers to efficient service delivery. The stakeholders selected for the KIIs included immediate supervisors for the unit, the unit managers, other related or elected representatives, Monitoring Committee members etc
- The KIIs along with the observation exercise helped assess span of control and the performance of both the office and the officers to provide a streamlined and scientific mechanism to improve the productivity of the civil service.

Community Score Card

- Finally, to assess the role of the GP office from the demand-side perspective if they are citizen-friendly, a minimal version of the Community Score Card (CSC) approach (without the rigorous follow up due to time constraints) was adopted to identify mutually agreed modes of improving the administrative machinery of each of the identified institutions.

Evaluation Framework

Evaluation criteria	Key Evaluation Question[##]	Specific sub questions[##] for each Key Question	Indicators / success standards/ KPI	Data sources	Data collection methods / Analytical tools[#]	Analytical Method / Analysis method
	(1)	(2)	(3)	(4)	(5)	(6)
	Relevance:					
Programme objectives & Actual requirements	Need to strengthen the role of last mile institutions in Karnataka	Are the Gram Panchayats and other human development institutions effectively performing the functions under the 73rd Amendment to the Constitution		Semi - Structured Interviews, Observatory approach	Open Ended Surveys, Direct observation	Qualitative content analysis, Community Score Card
		Do each PRI possess the required technical and administrative capabilities to effectively render the services to the citizens		Semi – Structured interviews, observatory approach	FGDs, KIIs	Qualitative content analysis, Community Score Cards

Evaluation criteria	Key Evaluation Question##	Specific sub questions## for each Key Question	Indicators / success standards/ KPI	Data sources	Data collection methods / Analytical tools#	Analytical Method / Analysis method
	(1)	(2)	(3)	(4)	(5)	(6)
	Need to undertake an activity analysis of the core human development institutions at the last mile of governance	Does the Gram Panchayat implement all central and state sponsored schemes effectively		Literature Review, Semi-structured interviews, observator yapproach	KIIs	Qualitative content analysis
Effectiveness						
Inputs & Process of implementation	Activity mapping of the functions, funds and functionaries to the GPs and other human development institutions	Identify the rationale to implement administrative reforms	• Availability of equipment • Supply of goods • Accessibility to school and literature programmes • Education allowances and equipment	Literature review, Desk Research	Data from secondary sources	Desk Research, Secondary Data Analysis
		Understand the functions of key personnel at the last mile of Governance		Literature Review, Desk Research, Semi Structured Interviews	Observatory approach, Desk Research	Qualitative content analysis

Evaluation criteria	Key Evaluation Question##	Specific sub questions## for each Key Question	Indicators / success standards/ KPI	Data sources	Data collection methods / Analytical tools#	Analytical Method / Analysis method
	(1)	(2)	(3)	(4)	(5)	(6)
	Evaluate the delivery of key services offered at the last mile	Whether the institution was able to provide services fairly to the people	• Provision of schooling facilities • Enrolment and retention in schools	Semi Structured Interviews	FGDs, KIIs	Qualitative Analysis, Citizen Score Scards
	Identify the need to restructure the existing system to enhance the quality of delivery of key services	If the institution provided the service to the people was it done, effectively and equitably to cater to the needs of the people	• Accessibility to PHC • Accessibility to sub centres • Provision for improving drinking water sources • Quality of food grains at FPS • Functioning of the PDS • Accessibility of electricity, roads, bridges, irrigation, agricultural equipment etc.	Desk Research, Semi Structured Interviews	FGDs, KIIs	Qualitative analysis, Citizen Score Cards
	Efficiency					

Evaluation criteria	Key Evaluation Question##	Specific sub questions## for each Key Question	Indicators / success standards/ KPI	Data sources	Data collection methods / Analytical tools#	Analytical Method / Analysis method
	(1)	(2)	(3)	(4)	(5)	(6)
Cost benefit analysis	Are the last mile institutions ensuring efficient and safe delivery of services to the people	Were the GPIs able to devise strategies to systematically allocate funds to offer key services to the people	• Funds allocate from the state government • Percentage of local bodies whose accounts are audited • Own revenue of GP as a percentage of expenditure • Untied funds as a percentage of total plan and non-plan grants • Funds allocate and utilized under various schemes by the Centre and State Government	Semi structured interviews	FGD, KIIs	Analysis from secondary data sources
Fund utilization and capacity building	Were the GPIs able to efficiently allocate funds to all the mandated functions and provide sufficient training/capacity building activities to its officials	Did the GPIs efficiently collect taxes and utilized the funds devolved from the State Government		Semi structured interview	FGD, KIIs	Analysis from secondary data sources
Output produced	Were the GPIs able to efficiently able to plan and formulate their budget activitiesfor carrying out their functions	Did the funds generated by the PRI and the funds devolved from the State Government sufficient		Semi structured interviews	FGD, KIIs	Analysis from secondary data sources

Evaluation criteria	Key Evaluation Question##	Specific sub questions## for each Key Question	Indicators / success standards/ KPI	Data sources	Data collection methods / Analytical tools#	Analytical Method / Analysis method
	(1)	(2)	(3)	(4)	(5)	(6)
Impact						
Outcomes-immediate	An inception report based upon the preliminary desk research	Review of the respective institutional guidelines, roles and responsibilities as service providers at the last mile	Understand the funds, functions and functionaries of the selected PRIs	Desk research, Literature Review	Desk Research	Desk Research, Secondary Data Analysis
Outcomes- Short term	Conduct a scoping visit to one selected GP to observe daily functioning and challenges	Mapping of indicators for evaluation, delivery and gap analysis	Prepare a roadmap for further field related activities	Observatory approach	Ethnographic approach	Qualitative content analysis
Outcomes- Medium term	Gap analysis report through evaluation of delivery of key services offered at the PRIs	Identify modes of improvement in the existing practices	Provide ARC II with a gap analysis report based on the findings from the field	Mixed Method of Qualitative and Quantitative tools	Observatory approach, FGD, KII, Citizen score cards	Qualitative analysis, Primary and Secondary Data Analysis

Evaluation criteria	Key Evaluation Question##	Specific sub questions## for each Key Question	Indicators / success standards/ KPI	Data sources	Data collection methods / Analytical tools#	Analytical Method / Analysis method
	(1)	(2)	(3)	(4)	(5)	(6)
Outcomes – Roadmap	Provide an implementation roadmap for the stakeholders in the reform process	Present our findings and recommendations to the ARC II	Develop an analytical report and present the findings to ARC II	Findings from the field, Primary and Secondary Data	--	--
	Sustainability					
Sustainability of the project in the long run	The implementation roadmap should provide the ARC II, evidence-based recommendations to restructure the existing institutions and make them more effective, efficient and accountable thereby utilizing its resources efficiently	---	---	---	---	--

Data Analysis Techniques

Sampling of Institutions

The Public Affairs Centre (PAC) identified 6 key institutions which cover the basic human development parameters at the last mile – the Sub Centre (Health), the Primary Health Centre (Health), Primary and Secondary School (Education), Anganwadi Centre (Nutrition) and Fair Price Shop (Food Security).

PAC-CODR w.r.t to the Work Order received from the Karnataka Evaluation Authority (KEA) agreed upon performing a mixed approach of qualitative and quantitative tools to provide actionable recommendations for the Administrative Reforms Commission (ARC) over the course of the study. The study selected one Gram Panchayat (GP) in each of the four administrative divisions of Karnataka namely – Bengaluru, Mysore, Belagavi and Kalaburagi by using the steps outlined below.

The team chose one GP across the 4 administrative divisions of Karnataka from the scores obtained by GPs from the Gandhi Grama Puraskara data of 2019-2020. Firstly, the GPs were grouped according to the administrative division to which each one of them belong.

Districts under each administrative division of Karnataka

Belagavi Administrative Division	Bengaluru Administrative Division	Kalaburagi Administrative Division	Mysuru Administrative Division
Bagalkot	Shivamogga	Ballari	Chamarajanagar
Belagavi	Bengaluru Rural	Bidar	Chikkamagaluru
Vijayapura	Ramanagara	Kalaburagi	Dakshina Kannada
Dharwad	Chikkaballapura	Koppal	Hassan
Gadag	Chitradurga	Raichur	Kodagu
Haveri	Davangere	Yadgir	Mandya
Uttara Kannada	Kolar		Mysuru
	Bengaluru Urban		Udupi
	Tumakuru		

From each administrative division, the GPs were sorted based on the scores obtained. A percentile-based ranking was adopted to choose the average performing GPs. The percentile obtained by the GP in the list is the ratio of the number of GPs who have obtained scores less than their scores, i.e 50th percentile corresponds to the middle of the table. Those GPs, with exact scores of the 50th percentile was carved out. The same has been mentioned in Annexure D.

23 GPs from the Belagavi Administrative Division, 30 GPs from the Bengaluru Administrative Division, 16 GPs from the Kalaburagi Administrative Division and 34 GPs from the Mysuru Administrative Division secured an exact 50th percentile score. From these GPs one wase selected randomly to carry out field activities if it satisfies the followingconditions:

- The GP should contain a Primary School in the nearby village of the GP and one far away from the GP headquarters.
- The GP should contain a Secondary School
- The GP should contain an Anganwadi Centre in the nearby village of the GP and one far away from the GP headquarters.
- The GP should contain an FPS in the nearby village of the GP and one FPS away from the GP headquarters
- The GP should contain a Primary Health Centre
- The GP should contain a Sub Centre.

Details of Gram panchayat

S,No.	District	Taluk	Gram Panchayat (GP)
1.	KALABURAGI	JEVARGI	KOLKUR
2.	CHIKMAGALUR	KOPPA	HIREGADDE
3.	BELAGAVI	KHANAPUR	HIREMUNAVALLI

Socio-economic background of the selected Gram Panchayats

1. Kalaburagi district is part of the Kalaburagi Division of Karnataka and is located in Northern Karnataka. The district has been identified as one of the backward districts of Kalyana Karnataka due to its poor performance in various human development indicators-based indices developed by the Government of Karnataka. The district comprises 7 talukas of which Jevargi located with taluka scores of 0.4078 (Worst performing) in the HDI and 0.1037 (Worst performing) in the MPI. Kolkur Gram Panchayat covers 3 villages with 1128 households covering a population of 8099.
2. Chikamagalur district is part of Mysore division of Karnataka and is located in Malnad region. The district has been identified as good performer in various human development indicators. The district comprises of 7 talukas of which Koppa with taluka scores of 0.6584 (Best Performing) in the HDI and 0.0020 (Best performing) in the MPI. Hiregadde Gram Panchayat covers 2 villages with 750 households catering to 3415 population.
3. Belagavi district is part of Belagavi Division of Karnataka. The district has been identified as one of the average to good performer in various human development indicators-based indices developed by the Government of Karnataka. The District comprises of 10 talukas of which Khanapur with taluka score of 0.5547 in the HDI and 0.0105 (Bad Performing) in the MPI (Good Performing). Hiremunvalli covers 3 villages with 1281 households catering to 6365 population.

Data Analysis Framework

Evaluation Matrix for Evaluation of Institutions

Gram Panchayat Evaluation Matrix			
Evaluation Parameters	**Efficiency in**	**Effectiveness through**	**Economy in**
Function	1. Planning 2. Execution / Implementation of - 3. Development Work 4. Training and Capacity Building 5. Powers and Authorities 6. Public Infrastructure 7. Education 8. Health 9. Administration 10. Women and Child Development 11. Politics 12. Public Distribution System 13. Committees 14. Election	1. Programmes and Scheme implementation 2. Evaluation of activities and programmes 3. Monitoring activities and programmes 4. Maintenance 5. Awareness and Knowledge Provision 6. Grievance Redressal 7. Service Delivery 8. Interdepartmental Coordination 9. Conduct of Meetings (As per Act and Guidelines) 10. Identification of Development site and Area	1. Revenue Generation 2. Service Delivered
Functionaries	1. Performing Roles and Responsibilities 2. Responsiveness 3. Participation 4. Literacy rate of Body 5. Number of Staff 6. Awareness and Knowledge 7. Committee Formation	1. Accountability 2. Service Delivery 3. Public Participation 4. Grievance Redressal 5. Committee members Participation	

Funds	1. Tax Collection 2. Receipt of Budget and Funds 3. Administrative Expenses 4. Transparency	1. Allocation of Budget 2. Utilization of Funds towards development plans 3. Utilization of Funds towards other Expenses 4. Vendor Selection	1. Revenue Generation 2. Development of Institution

Primary Healthcare Centre-Evaluation Matrix			
Evaluation Parameters	**Efficiency in**	**Effectiveness through**	**Economy in**
Function	1. Planning 2. Execution 3. Implementation 4. Training and Capacity Building 5. Powers and Authorities 6. Infrastructure 7. Administration 8. Politics 9. Committees (Arogya Rakshana Samithi) management	1. Programmes and Schemes 2. Evaluation of activities and programs 3. Monitoring activities and programmes 4. Maintenance of infrastructure 5. Awareness and Knowledge 6. Grievance Redressal 7. Service Delivery 8. Interdepartmental Coordination 9. Conduct of Meetings (As per Act and Guidelines)	1. Service Delivered (value for money)
Functionaries	1. Roles and Responsibilities 2. Responsiveness 3. Participation 4. Literacy rate of Body 5. Number of Staff as per guidelines 6. Awareness and Knowledge 7. Committee Formation	1. Accountability 2. Service Delivery 3. Public Participation 4. Grievance Redressal 5. Committee members Participation 6. Number of staff currently working	

Funds (as applicable)	1. Receipt of Budget and Funds 2. Administrative Expenses	1. Allocation of funds 2. Utilization of Funds towards development plans 3. Utilization of Funds towards other Expenses	1. Service Delivery 2. Infrastructure Development

Primary / Secondary School -Evaluation Matrix			
Evaluation Parameters	Efficiency in	Effectiveness through	Economy in
Function	1. Planning 2. Execution 3. Implementation 4. Teaching and Training 5. Development Work in school 6. Training and Capacity Building 7. Powers and Authorities 8. Infrastructure 9. Administration 10. Politics 11. Committees (SDMC)	1. Programmes and Schemes 2. Evaluation of activities and programmes 3. Monitoring activities and programs 4. Maintenance of infrastructure 5. Awareness and Knowledge 6. Grievance Redressal 7. Service Delivery 8. Influence 9. Interdepartmental Coordination 10. Conduct of Meetings (As per Act and Guidelines)	1. Service Delivered 2. Drop Out reduction 3. Enrolment
Functionaries	1. Roles and Responsibilities 2. Responsiveness 3. Participation 4. Literacy rate of Body 5. Number of Staff as per guidelines 6. Awareness and Knowledge 7. Committee Formation	1. Accountability 2. Service Delivery 3. Public Participation 4. Grievance Redressal 5. Committee members Participation 6. Number of staff currently working	1. Dropouts

Funds	1. Receipt of Budget and Funds 2. Administrative Expenses	1. Allocation of funds 2. Utilization of Funds towards development plans 3. Utilization of Funds towards other Expenses	1. Service Delivery 2. Infrastructure Development

Anganwadi Centre (AWC)-Evaluation Matrix			
Evaluation Parameters	**Efficiency in**	**Effectiveness through**	**Economy in**
Functions	1. Planning 2. Execution 3. Implementation 4. Development Work in AWC 5. Training and Capacity Building 6. Powers and Authorities 7. Infrastructure Administration 8. Politics 9. Committees	1. Programmes and Schemes 2. Evaluation of activities and programmes 3. Monitoring of activities and programmes 4. Maintenance of infrastructure 5. Awareness and Knowledge 6. Grievance Redressal 7. Service Delivery 8. Influence 9. Interdepartmental coordination Conduct of Meetings (as per acts and guidelines)	1. Service Delivered 2. Immunization 3. Mortality 4. Malnutrition
Functionaries	1. Roles and Responsibilities 2. Responsiveness 3. Participation 4. Literacy rate of Body 5. Number of Staffs as per guidelines 6. Awareness and Knowledge 7. Committee Formation	1. Accountability 2. Service Delivery 3. Public Participation 4. Grievance Redressal 5. Committee members Participation 6. Number of staff currently working	1. Meals/Ration provision

Funds	1. Receipt of Budget and Funds 2. Administrative Expenses	1. Allocation of funds 2. Utilization of Funds towards development plans 3. Utilization of Funds towards other Expenses	1. Service Delivery 2. Infrastructure Development

Fair Price Shop - Evaluation Matrix			
Evaluation Parameters	**Efficiency**	**Effectiveness**	**Economy**
Function	1. Planning 2. Execution 3. Implementation 4. Development Work 5. Training and Capacity Building 6. Powers and Authorities 7. Infrastructure 8. Administration 9. Politics 10. Committees	1. Programs and Schemes 2. Evaluation of activities and programs 3. Monitoring activities and programs 4. Maintenance of infrastructure 5. Awareness and Knowledge 6. Grievance Redressal 7. Service Delivery 8. Influence 9. Interdepartmental Coordination 10. Conduct of Meetings (As per Act and Guidelines)	1. Ration Provided to beneficiaries
Functionaries	1. Roles and Responsibilities 2. Responsiveness 3. Participation 4. Literacy rate of Body 5. Number of Staffs as per guidelines 6. Awareness and Knowledge 7. Committee Formation	1. Accountability 2. Service Delivery 3. Public Participation 4. Grievance Redressal 5. Committee members Participation 6. Number of staffs currently working	1. Ration received from depot

Funds	1. Receipt of Budget and Funds 2. Administrative Expenses	1. Allocation of funds 2. Utilization of Funds towards development plans 3. Utilization of Funds towards other Expenses	1. Service Delivery 2. Infrastructure Development

Results

Observation and Discussion

GRAM PANCHAYAT (GP) OFFICE

Some general findings are as follows –

1. Development plans are prepared by conducting Gram Sabha. Under the chairpersonship of the president of the GP, the Gram Sabha is conducted and the development activities are decided suo moto mainly by the President mostly not supported by requirements based on field inspections. Development plans or action plans are made based on the budget received by the GP.

2. Other Institutions (PHC, Schools, AWC and FPS) prepare their development plans and implement it on their own in coordination with their respective department. It was observed that there is coordination between GP and other line department in development and implementation.

3. Approximately 93% of the staff members informed that GP coordinates with the line departments for different activities. 87% of the staff members at the GP informed that the line department coordinates with GP for activities mainly related to maintenance and repair.

Efficiency of Gram Panchayat (Performance of Functionaries, Functions and Funds)

To assess the efficiency of gram panchayat by its functionaries, their functions and administration of funds, many parameters were evaluated qualitatively and quantitively.

The observations wrt Functionaries are as follows -

1. Approximately 85% of the staff members expressed their awareness of training and capacity building activities conducted mostly at the Taluk or District level or virtually, where PDOs are trained as and when programmes and schemes are to be executed and implemented.

2. Members of GPs were trained on the functions of the GP and roles and responsibilities at the time of Body formation; however, in many of the cases most of the members haven't attended the complete training conducted by the Department.

3. Roles and Responsibility charters were not available at the GP Office and contractual staff members were not provided with any kind of training on functions and functionaries of a GP.

4. Training matrix was not available at GP office and there was no reporting of training evaluation / feedback conducted post the training (assessment of Individuals)

5. 67% of the staff members and members from GP who attended the training programmes said that training was helpful; 93% informed that further trainings are required to perform better in delivering of services and to understand the functioning of Gram Panchayat.

Understanding and performing mandated roles and responsibilities (Functions) at the GP office by staff and members is critical. In one of the cases, it was noticed that President of

GP was female and her husband was performing roles and responsibilities in her place in the GP, he did not let the PAC team interview her (President) as part of the study.

Main observations are as follows -

1. <u>Awareness of roles and responsibilities by the staff and members at GPs was found to be 59%</u>; 45% of the personnel working in GP office know about the RDPR department which provides guidelines to the GP, of which 81% said that they have received the guidelines.

2. Most of the work is carried out by the Panchayat Development Officer (PDO) and the GP Secretary. As vacant positions were observed in the study GPs, <u>most of the responsibilities of staff whose positions were vacant are also being carried out by the PDO or by the GP Secretary</u>.

3. <u>PDOs who were in currently in-charge in all the GPs where the study was conducted, were all on deputation</u>.

4. The team also found that <u>complete access and power are not given to the PDOs</u> for many of the schemes and programmes delivered by Gram Panchayat. Some examples -

Example 1: A new Order has been released recently on Marriage Registration - Marriage registration should be done by the PDO but the access to complete the requirements are not provided.

Example 2: Birth Certificate application is filled at the Gram Panchayat Office but the Certificate is collected at GramaOne which is in a different place.

5. There is <u>duplication in work carried out by the PDO and the Village Accountant (VA)</u>. Roles and responsibilities of Village Accountant is not specified in any document and it is observed that many activities are performed by both the PDO and by the VA, leading to confusion in terms of real division of labour between the PDO and the VA.

Example 1: Activities related to issuance of Birth and Death Certificates are done by both the PDO and the VA.

6. Results from the KIIs carried out among the staff in the three GP offices indicate that more than <u>two-third of staff were aware of a grievance redressal mechanism</u>. However, when asked to share the procedure with the team, it was found that <u>there was no documented procedure to attend to the grievance</u>. But it was shared that for grievance related to development and maintenance, a committee is formed and grievance is attended through the committee. It was also observed that there was no specified time to address and close the grievance or complaint. Through the Community Score Card (CSC) exercises, it was found that the grievance redressal method by GPs were rated poor (3.8 out of 10) by the community.

7. Every Gram Panchayat collects tax under their jurisdiction and receives funds from the 15th Finance Commission. 81% of staff informed that the <u>funds received by the GP are as per the planned budget</u>, whereas only <u>11% of them informed that the funds received are sufficient</u>. 48% of staff were satisfied by the time taken for dispersing the funds from Taluk Panchayat to Gram Panchayat. 52% of staff informed that they can divert funds from the allocated budget head to other required development plans.

8. Books of accounts of the GP are audited in a timely manner by auditors on fund utilization against funds received. There are no audits or evaluations conducted on hte implementation process of development plans, programmes and schemes.

Effectiveness of Gram Panchayat (Functions, Functionaries and Funds)

Effectivene Gram Panchayat service delivery can be achieved by performing the functions of GP at its best. To perform functions of GP, functionaries should be aware of all the functions of GP. The previous section has already covered the level of awareness of the functions and responsibilities of functionaries.

To execute and implement programmes and schemes effectively in the GP, functionaries of GP should be trained well on their activities and responsibilities. As per the guidelines, every Gram Panchayat should constitute the following Committees -

- Production Committee for performing functions relating to agricultural production, animal husbandry and rural industries and poverty alleviation programmes
- Social Justice Committee for performing functions relating to the following aspects
  - Promotion of educational, economic, social, cultural and other interests of the Scheduled Castes and Scheduled Tribes and Backward Classes
  - Protection of such castes and classes from social injustice and any form of exploitation
  - Welfare of Women and Children;
- Amenities Committee to perform functions in respect of education, public health, public works and other functions of the Gram Panchayat.
- Any other committees can be appointed to perform specific functions at the GP.

1. At the time of study, it was found that there were no appropriate Committees formed under one GP and in two cases, the Committees were found to be inactive with the members of the committees unaware about the responsibilities of the committees. The team also found that the documentation of committee meetings were done without conduct of meetings.

2. Results from the KIIs show that 93% of staff affirmed that the meetings are conducted as per the specified guidelines. However, during field visits it was observed that the meetings are conducted without full quorum, and in some cases the GP President and PDO would decide on behalf of the Committee.

3. All staff members responded that the proceedings or record of meetings are documented and maintained at the GP office, out of which only 11% of them responded that the documents/ records are uploaded and saved in digital form. 82% of staff members informed that public participation is good at the meetings conducted by GP.

Economy (Functions, Functionaries and Funds)

Economy of the Gram Panchayat was assessed by its revenue generation and service delivery capacities. The study found that revenue generation by the GPs was poor due to no commercial buildings or revenue generating sources. Due to low revenue, salaries for contract staff members are not paid on time, sometimes delayed for more than 3 months.

Representing findings on the 3E/EF Framework

The Study team applied the following indicators to assess the Efficiency, Effectiveness and Economy with Functions, Functionaries and Funds of Gram Panchayat. Three by three matrices were created using 3 E's and 3F's and respective indicators were mapped.

15 KII were conducted across the three selected Gram Panchayats to understand involvement of Gram Panchayats in development planning, service delivery and awareness of functions and responsibilities using the indicators outlined below. The subsequent graph shows the extent of adherence. The detailed framework is attached as Annexure 1 and KII Questionnaires are attached as Annexure 2.

PILLAR	THEME	INDICATORS
Efficiency	Functions	1. Percentage of GP staff who responded that the panchayat members are involved in the Annual Plan preparation of development projects implemented in the area 2. Percentage of staff who responded that the panchayat members are involved in the budgeting of the development projects implemented in the area 3. Percentage of staff who responded that the panchayat members have attended any training programme at block/state level for effective functioning of PRIs 4. Percentage of staff who responded that the panchayat members' training programmes were helpful to carry out panchayat duties more efficiently 5. Percentage of staff who responded that further trainings are required for effective functioning of panchayat, record maintenance and understanding the future areas of planning and development of the panchayat 6. Percentage of staff who responded that there is a grievance redressal mechanism 7. Percentage of staff who responded that the GP coordinates with the line department 8. Percentage of staff who responded that the line departments coordinate with the GP
	Functionaries	1. Percentage of GP staff who were aware of their functions and responsibilities in the GP

		2. Percentage of GP staff who responded that the members are aware of the guidelines provided by the PRI
		3. Percentage of GP staff who responded that they had received the guidelines issued by the State Government or concerned Ministry
		4. Percentage of GP staff and members specified the correct name of Department
		5. Percentage of Staff and members listed functions as per the Guidelines (Assessment – answered 7 to 10 functions correctly considered as Aware, 4 to 6 considered as Partially aware and 3 and below 3 considered as Not Aware)
		6. Percentage of literate members
		7. Percentage of Computer literate members
		8. Percentage of Vacancies
		9. Percentage of Deputed Staff
		10. Percentage of Contract Staff
	Funds	1. Percentage of staff who responded that the panchayat collects tax
		2. Percentage of staff who responded that the GP received funds as per the budget prepared / approved
		3. Percentage of staff who responded that the grant funds received for development projects are sufficient
		4. Percentage of staff who responded that they were satisfied with the time taken by the funding department to disburse project funds
		5. Percentage of staff who responded that they were able to divert the fund for a development work which they felt is more important for the panchayat than the project for which the fund is received
		6. Percentage of staff who responded that there is a regular audit of implemented programmes and schemes at the GP
		7. Percentage of staff who responded that there is regular audit of accounts of the GP

Effectiveness	Functions	1. Percentage of staff who responded that the Gram Sabha meetings are conducted as per the guidelines
		2. Percentage of staff who responded that the records of panchayat meetings are maintained
		3. Percentage of staff who responded that the records of meetings are maintained (Manually / Computerised)
	Functionaries	1. Percentage of services delivered to the citizens of the GP out of 32 services
		2. Percentage of staff who responded that the public participation in meetings and programmes conducted by the GP is good
	Funds	1. Percentage of budget amount utilised
		2. Percentage of budget amount utilised for development projects
Economy	Functions	Service Delivered by GP out of 32 Services
	Functionaries	Percentage of Vacancies
	Funds	Revenue collected (Number of Sources)

Fig 1: Percentage staff reporting on each indicator of Functionaries, Functions and Funds

Gram Panchayat Efficency with Functions, Functionaries and Funds

Gram Panchayat Effectiveness with Functions, Functionaries and Funds

Gram Panchayat Economy with Functions, Functionaries and Funds
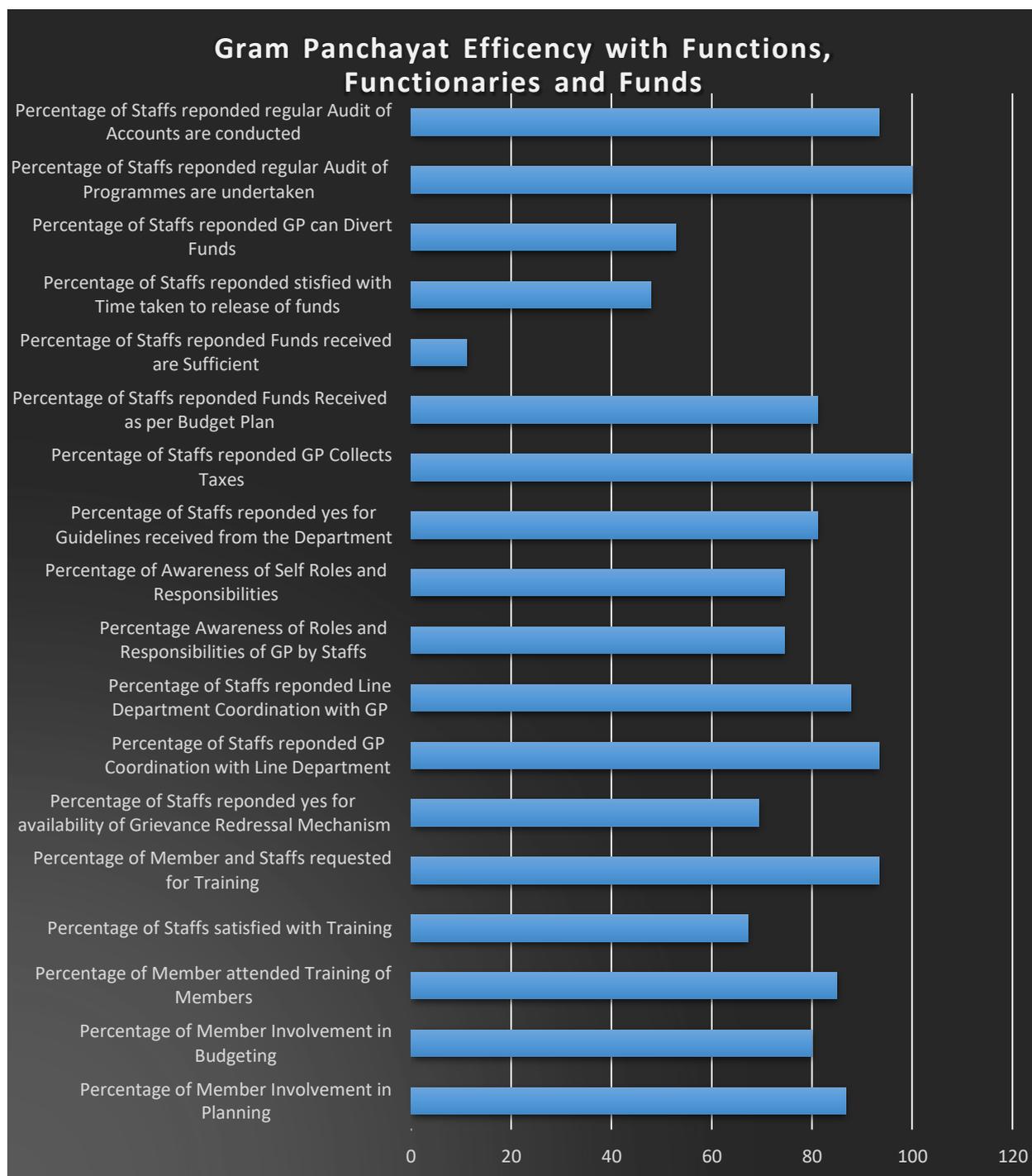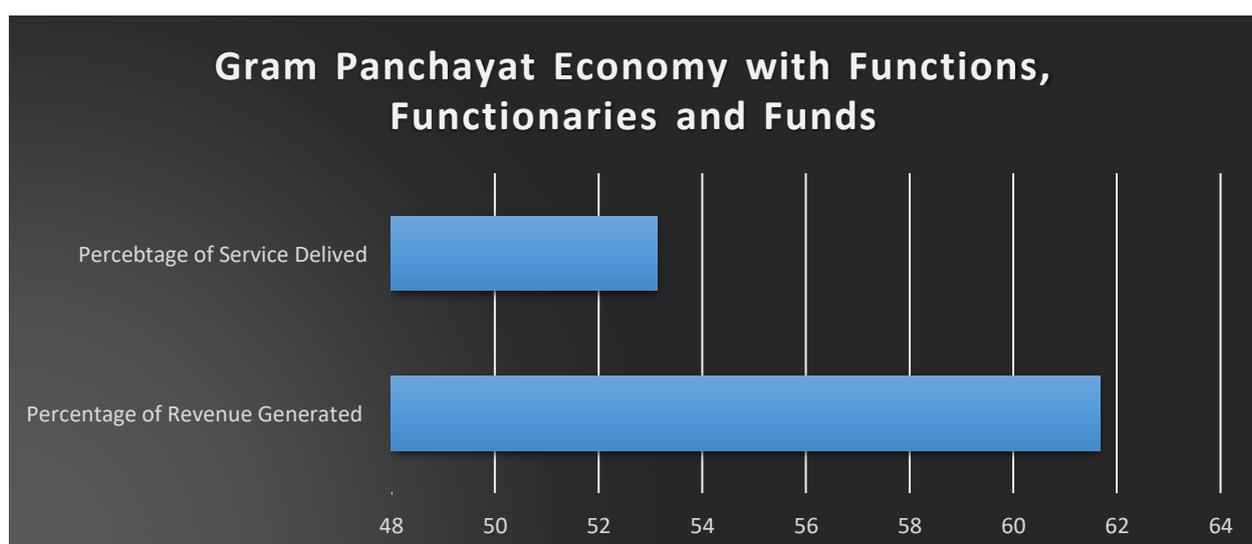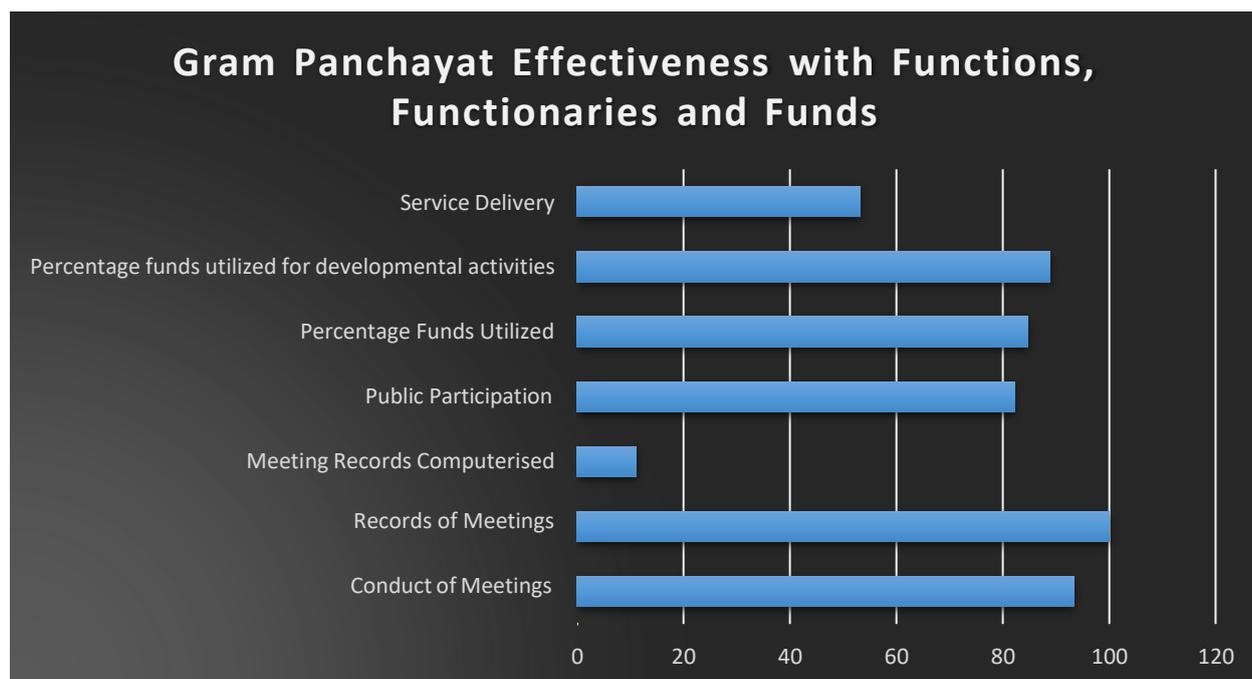
Assessment of the GP Office by Communities of Users

Service delivery by the GP was assessed by communities of users adapting the Community Score Card (CSC) social accountability tool to the project, where CSC included following themes -

1. Conduct of Gram Sabhas
2. Provision of drinking water services
3. Provision of village infrastructure
4. Implementation of Programmes and Schemes
5. Levying of Taxation

A detailed analysis on the community scoring exercise carried out among the Communities of Users in the selected GPs on the above themes is as follows -

1. Conduct of Gram Sabhas

Sub-themes include - Information about Gram Sabha meetings, Participation of women and marginalized sections, Quorum and Participation, Discussion on development plans, Environment of meeting, Grievance Redressal.

It is seen that overall, the scores are on the lower side with the highest score being less than 6 out of 10 which goes to prior information on Gram Sabha, followed by the environment of the meeting which does witness arguments, especially due to lack of sharing of development plans more transparently. Themes such as participation of vulnerable groups, maintenance of quorum and grievance redress have been given scores of less than 5 as it is felt that the atmosphere is not conducive for universal participation leading to grievances not being addressed as well. Emerging factors influencing meetings are lack of knowledge and awareness by women and marginalized section, lack of transparency in providing information to public on Development plans and funds utilization, dominance of President and political influence causing fear in public to speak and demand the rights.

Score (Out of 10)	Information about Gram Sabha meetings	Participation of women and marginalised sections	Quorum and Participation	Discussion on development plans	Environment of meeting	Grievance Redressal
	5.6	3.9	3.9	4.4	5.1	3.7

2. Provision of drinking water services

The main aspects discussed and scored included - adequacy of taps in terms of number, adequacy of Hand Pumps, adequacy of drinking water RO units, adequacy of water supply, quality of drinking water, functionality of hand pumps, functionality of drinking water RO units, time taken in reporting, and repair time.

Communities of users were found to be generally satisfied with the quality of water, adequacy of taps and water supply in the GPs with scores of more than 6.5. Public sources therefore, such as handpumps were not adequately available. However, a matter of concern were the RO plants which were non-functional and repair time was taking longer than expected. Regarding repair, no one had been assigned the responsibility of O&M of the RO plan at the GP and when approached with a complaint, the GP says that there is no budget to repair the RO plants and it is not under control of GP. Team tried to retrieve information on LPCD but details weren't available on public domain.

Score (out of 10)	Adequacy of Taps	Adequacy of Hand Pumps	Adequacy of Drinking water RO units	Adequacy of water supply	Quality of drinking water	Functionality of hand pumps	Functionality of Drinking water RO units	Delays in reporting	Repair time
	6.7	2.3	4.1	7.8	8.0	1.0	1.4	4.5	3.7

3. Provision of village infrastructure

Village infrastructure in the GP was measured by indicators like adequacy of roads, adequacy of street lights, maintenance of roads, maintenance of street lights, adequate supply of electricity, new development plans and execution of new development plans.

Gram Panchayat office was facilitated with digital infrastructure (computers and Software) but it was observed that computers at GP office weren't connected to proper internet facilities

High scores on the adequacy of electricity supply by the communities of users indicated that basic infrastructure such as water (as shown in the previous point) and electricity are not service delivery issues in villages any more. Adequacy of streetlights and their maintenance were not found to be issues either. However, roads as an infrastructure amenity needs attention since scores were average for both their adequacy and maintenance the reason for the latter being the time taken to repair roads. A matter of higher concern is abysmal scores given to the development of new plans and their execution, the reason being that they were neither developed nor uploaded. In one of the GPs, the poor scores were also attributed to the same photos being uploaded on the activities many times, indicating malpractice in development activities.

Score (out of 10)	Adequacy of roads	Maintenance of roads	Adequacy of street lights	Maintenance of street lights	Adequate supply of electricity	New development plans	New development plans execution
	5.5	4.4	7.4	6.3	7.3	3.4	3.5

4. Implementation of Programmes and Schemes

Information on programmes and schemes, their execution and implementation were evaluated in the CSC using indicators such as - providing information about Programmes and Schemes, selection of beneficiaries, support from the project staff, behaviour of project staff, support received from Gram Panchayat, behaviour of Gram Panchayat staff when approached.

Analysis of the scores reveals that communities in the GPs were neither well informed about programmes and schemes nor were they very satisfied with the process of selection and the with implementing staff of the line departments. The main reason for the latter being having to make multiple visits to the department office to avail benefits where the behaviour of the staff was not good. The GPs also do not score very high, since the selection process was biased with GP members playing an influential role.

Score (out of 10)	Information about Programmes and Schemes	Selection of beneficiaries	Support from Programme staff	Behaviour of Programme staff	Support from Gram Panchayat	Behaviour of Gram Panchayat staff
	4.4	4.6	4.3	5.1	5.8	6.1

5. Levying of taxation

Taxation and its information were assessed through CSC with indicators like information about taxes, information about rates of taxes, regularity in collection of taxes, transparency in tax collection and transparency in revenue utilization.

All the above-mentioned indicators were given average scores with communities stating reasons like tax collectors provide information about tax only at the time of tax collection when tax collectors visit the individual house or commercial places to collect tax and information on rates are not provided earlier to the beneficiaries. As the rates of taxes are unknown, the transparency is scored average. Few community members only have access to information on the utilization of revenue.

Score (out of 10)	Information about taxes	Information about rates of taxes	Regularity in collection of taxes	Transparency in tax collection	Transparency in revenue utilisation
	5.2	4.7	5.7	4.8	4.9

PRIMARY HEALTH CENTRE

The PAC Study team found that the planning, execution and implementation of programmes and schemes were being performed well. The selected PHCs were implementing programmes and schemes efficiently due to active participation of staff and Arogya Raksha Samiti (ARS) committee members.

Effectiveness of functions, functionaries and funds at PHC was assessed by looking at parameters like implementation of programmes and schemes, evaluation of programmes and schemes post implementation, awareness and knowledge about responsibilities, accountability, grievance redressal mechanism at PHC, services delivered, infrastructure and maintenance, conduct of regular meetings laid down by guidelines. Effectiveness of service delivery was also assessed through CSC exercises.

Funds are required to execute functions of the institution (PHC), which were assessed by looking at parameters like allocation and utilization of budget towards development plans and other expenditures. Economy of the PHC was evaluated by service delivered and infrastructure development.

Efficiency of PHC (Functions, Functionaries and Funds)

1. 96% of staff responded that ARS committee members are involved in the annual plan preparation.

2. When it comes to training and capacity building it was found that 70% of staff attended the training programmes specific to the programmes and schemes.

3. However, there was no training conducted with regard to PHC-related guidelines and their implementation and hospital administration. Through the KIIs it was observed that many of the staff at PHC had no clue about the institutional guidelines except those about specific schemes implemented. Most of the staff were on contract recruited under NHM.

4. This is reflected in the responses where 95% staff reported being aware of their self-roles and responsibilities and also familiar with the guidelines or procedure provided by the department on programmes and schemes, but not of the functions of a PHC as per standard guidelines.

5. It was also observed that there were vacant positions at the PHC.

6. When monitoring and audits at PHC were assessed, 92% staff responded that regular audit for programmes implemented are performed and 86% of staff responded that there is regular financial audit conducted at PHC. At the time of interviews and observation team did not receive any audit reports from the GP office.

Effectiveness of PHC (Functions, Functionaries and Funds)

1. 95% of the staff responded that meeting proceedings and other records are documented manually and not computerized.

2. Documentation and maintenance of records at pharmacy was done in both manual and digital format, the difficulty faced by staff was to enter same data in both

manual and digital format as there were too many data points and more than 2 softwares used at PHC.

3. The Medical Officer was accountable for all the activities performed at the PHC. It was observed that the lab technician at PHC was unaware of the activities with regard to calibration and maintenance of equipment.

4. There were no standard operating procedures at the PHC pertaining to laboratory equipment operation and maintenance.

5. With regard to grievance redressal, 73% of staff responded that there is a grievance redress mechanism, but when interviewed in detail it was found that there was no specific documented procedure to address the grievance and only the Medical Officer was responsible for addressing the grievance.

Fig 2: Percentage staff reporting on PHC Functions, Functionaries and Funds

Primary Health Centre Efficiency with Functions, Functionaries and Funds
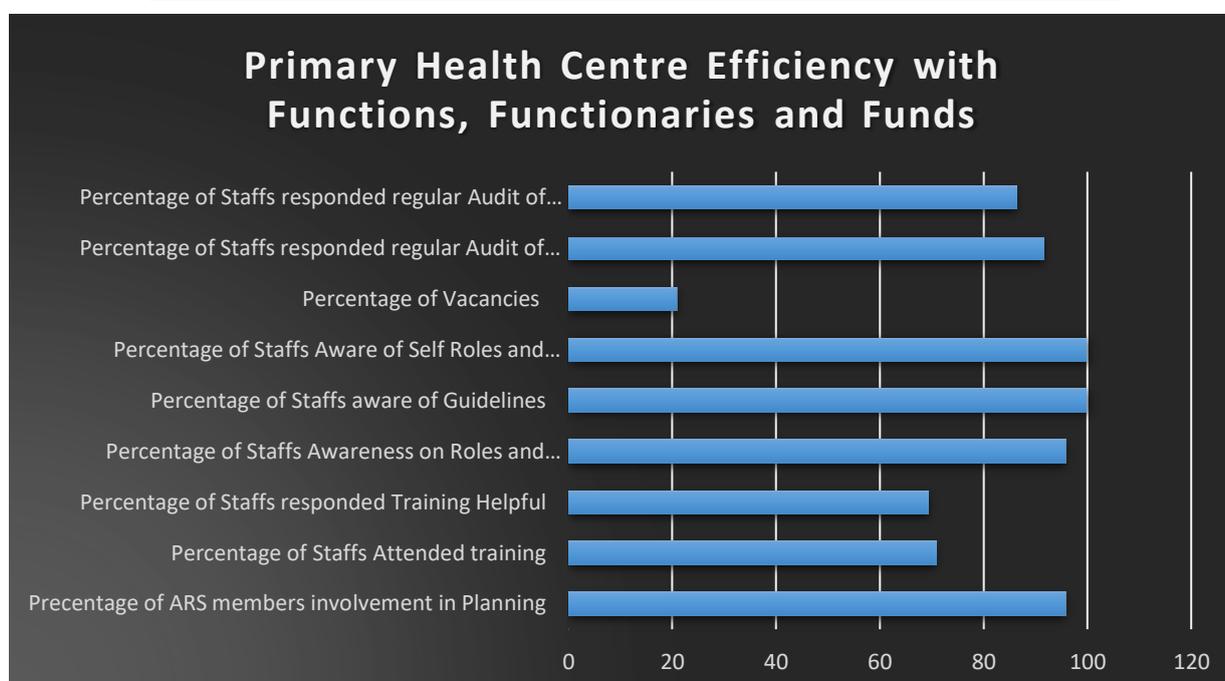
Primary Health Centre Effectivness and Economy with Functions, Functionaries and Funds
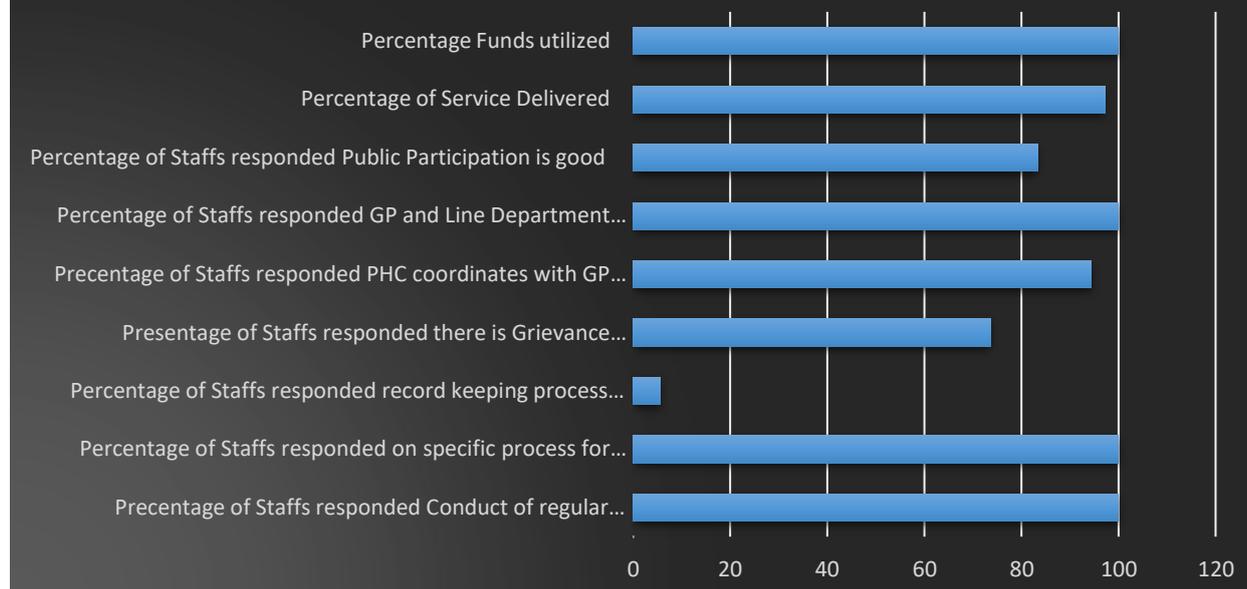
Assessment of the PHC by Communities of Users

When service delivery of PHC was evaluated through the CSC, it was found that availability of doctors and allied staff was rated poor compounded by the availability of medicines which was rated 2 out of 10 stating that most of the time required medicines weren't available at the institution. Frequency of immunization and frequency of visit by the ASHA worker to the field were rated poor and average respectively. Behaviour and responsiveness of staff and grievance redress were rated average by the community.

	PHC – Community scoring of Health Service delivery							
Score (out of 10)	Availability of doctors	Availability of allied staff	Availability of medicines	Frequency of immunisation	Frequency of Asha worker visit	Availability of doctors or nurse at emergency	Behaviour of staff in health institution	Grievance redressal
	2.7	3.4	2.1	3.9	6.2	3.1	5.1	4.3

3. **PRIMARY AND SECONDARY SCHOOL**

Efficiency of the schools' function, functionaries and funds were evaluated by assessing aspects that included planning, execution and implementation of programmes and schemes, training and capacity building, development activities, infrastructure, administration, formation of Committees and its functioning, awareness and knowledge on roles and responsibilities, responsiveness and receipt of budget and utilization. Effectiveness of the schools' functions, functionaries and funds were assessed by evaluating aspects like conduct of meetings, record maintenance, coordination between line department the schools, grievance redress mechanism, public participation and service delivery.

Economy of school was evaluated by services delivered, new enrolment, dropouts and infrastructure development.

Efficiency of Primary and Secondary School (Functions, Functionaries and Funds)

1. Development plans for schools are prepared annually in the presence of SDMC and Panchayat members as mentioned by 73% staff.

2. SDMC members are involved in budgeting the development activities and implementation of programmes and schemes at school, as affirmed by 86% staff. It was also observed that the development activities are influenced by SDMC members and Panchayat members, sometimes not taking into consideration the concerns raised by the Head Master.

3. 86% staff responded that the grant received for development activities is insufficient, and 47% of staff responded that the funds received not as per the budget requested.

4. In critical situations by conducting SDMC meeting the funds are diverted from one budget header to another to perform immediate required development activities and 47% of them confirmed that they have option to divert funds from one development budget head to the other.

5. In terms of training and capacity building, 73% staff confirmed attending of training programmes. It was observed that training programmes for SDMC members happens only at the time of committee formation which are sparsely attended. Staff are selected by the respective Head Master of the school for specific training conducted by the department, one from each school for one training and capacity building programme. 75% staff responded that the training and capacity building conducted by department was helpful.

6. 86% of staff were aware of the functions of the school, and their own roles and responsibilities. 94% of them were familiar with the guidelines provided by the department on programmes and schemes.

7. Computer literacy of staff was limited to only 45%. The literacy rate of SDMC members was 79%.

8. There was no process of independent monitoring or evaluation for implemented programmes and schemes at schools. 94 % of the staff responded that there is regular audit conducted for programmes and schemes and there was regular financial audit conducted for budget spent on development activities and 95% of staffs confirmed.

9. Major problems at schools observed included lack of safe drinking water facility, lack of good infrastructure with regard to toilets, vacant positions and in most of the cases <u>there were no compound walls for the schools</u> which is one of the safety concerns.

<u>Effectiveness</u> of Primary and Secondary School (Function, Functionaries and Funds)

1. <u>Regular meetings were conducted as per guidelines</u> and records of meetings were maintained at school. However, all the documentation process were found to be manual that was confirmed by 98% of the staff.

2. <u>86% of the staff affirmed that the schools coordinate with the GP and other line departments</u> for programme implementation. However, it was observed that response from the line department post the initial coordination is delayed and many a times response are quicker if there are any benefits out of coordination.

3. With regard to grievance redressal mechanism at school, <u>58% staff mentioned that there is a mechanism to address grievances but there was no documented standard operating procedure</u> for the same. 88% staff acknowledged public participation in any programme or meeting conducted by school.

4. With regard to attendance of children, it was observed that <u>due to migration dropout increases which is one of the major issues faced by the schools</u> and in every meeting of the SDMC the topic of dropouts is discussed.

<u>Economy</u> of school (Functions, Functionaries and Funds)

1. With reference to funds or budget received, <u>100% of the received budget is utilized</u>. The budget received is less compared to the need of development activity.

Percentage Staff reporting on Primary and Secondary School Functions, Functionaries and Funds

Primary-Secondary School Effiency with Functions, Functionaries and Funds

- Percentage of Staffs Responded regular Audit of…
- Percentage of Staffs responded regular Audit of…
- Percentage of Computer Literate SDMC Members
- Percentage of Staffs Aware of Self Roles and…
- Precentage of Staffs aware about Guidelines received…
- Percentage of Staffs Aware of Roles and…
- Percentage of Staffs responded Training was Helpful
- Percentage of Staffs responded regular Training are…
- Percenatge of Staffs Responded received Funds Sufficient
- Percentage Funds Received as per the required Budget
- Percentage of SDMC Members involvement in…
- Percentage of GP Members involvement in Annual…

(x-axis: 0 10 20 30 40 50 60 70 80 90 100)

Primary-Secondary School Effectiveness and Economy with Functions, Functionaries and Funds

- Percentage of Service Delivered
- Percentage Funds Utilized
- Percentage of Staffs responded Public Participation is Good
- Grievance Redressal Mechanism
- Percentage of staffs responded the coordination between…
- Percentage of Staffs responded GP and other Line…
- Percentage of Staffs Responded School Coordinates with…
- Percentage of Staffs responded Process of Records…
- Percentage of Staffs responded there is Maintenance of…
- Percentage of Staffs Responded regular Meetings are…

(x-axis: 0 20 40 60 80 100 120)

Assessment of Schools by Communities of Users

The CSC exercise assessed service delivery through indicators that included - punctuality of teacher, quality and behaviour of teacher that scored well, whereas attendance of boys, attendance of girls, distribution of text books and other learning materials, adequate infrastructure and grievance redressal were rated average, with the reasons given that due to non-availability of adequate teachers at school new enrolments are less compared to the previus year. Due to less enrolment, many a times schools have been closed, as per an incident that was recorded in Hiregadde Gram Panchayat, Koppa Taluk in Chikamagalur District. Midday meals is one of the functions of the school and services with regard to midday meals like quality of food, quantity of food and timeliness of food provided were rated good.

Primary and Secondary School – Community Scoring on Service delivery

Score (out of 10)	Distribution of text books and other learning materials	Attendance of boys	Attendance of girls	Punctuality of Teacher	Adequate infrastructure	Quality of teacher	Behaviour of teacher	Grievance redressal
	6.3	5.9	6.1	7.5	6.7	7.5	7.7	5.2

Community scoring on Mid-day Meals

Score (out of 10)	Quality of Food provided	Quantity of food provided	Time of food provided
	8.1	8.2	7.0

4. ANGANWADI CENTRES (AWC)

Efficiency of Anganwadi functionaries, their functions and funds were evaluated by assessing aspects like planning, execution and implementation of programmes and schemes, training and capacity building, development activities, infrastructure, administration, formation of the committee and its functioning, awareness and knowledge on roles and responsibilities, responsiveness and receipt of budget and utilization.

Effectiveness of Anganwadi Centre functions, functionaries and funds were assessed by evaluating aspects that included conduct of meetings, record maintenance, coordination between the line departments, grievance redress mechanisms, public participation and service delivery.

Efficiency of Anganwadi Centre (Functions, Functionaries and Funds)

1. <u>61% of staff affirmed that development plans for schools are prepared annually</u> in the presence of Bal Vikas Samiti (BVS) and Panchayat members. Bal Vikas Samiti members are involved in budgeting the development activities and implementation of programmes and schemes in the AWC, 73% of replied that the Bal Vikas Samiti members involve in these activities.

2. However, it was also observed that <u>development activities are very poor at AWCs because few of them are rented and there is no maintenance undertaken</u>. At the same time, for own buildings budget allocated is less compared to need for improvement activities. 88% staff responded that the grant received for development activities is insufficient and 69% of staff responded that the funds received as per the budget requested and time taken to release those budgets are long (74%).

3. Staff at the AWC shared that funds allocated cannot be diverted from one budget head to another to perform immediate development activities and <u>89% of them confirmed that they have no option to divert funds from one development budget head to the other</u>. It was also observed that allowances are not provided to Anganwadi workers with regard to travel and this is spent from their own pocket and there is no option for claiming.

4. <u>49% staff confirmed participation in a training and capacity building programme</u>. 57% staff responded that the training and capacity building conducted by department was helpful. It was observed that Bal Vikas Samiti members do not attend the training programmes as there was no reporting on training conducted specifically for BVS members.

5. <u>64% of BVS members were aware of the functions of AWCs</u> and 75% of the staff were aware of their roles and responsibilities. Computer literacy of staff was only 29%.

6. <u>83% staff responded that there is regular audit</u> conducted for programmes and schemes.

7. Major problems observed at <u>AWCs included lack of infrastructure development, poor coordination</u> between Gram Panchayat and Anganwadi Centres and influence of Panchayat members in development activities.

<u>Effectiveness</u> of Anganwadi Centre (Function, Functionaries and Funds)

1. The PAC study team found that regular meetings were conducted as per guidelines, and records of meetings were maintained at the AWC. When it comes to following prescribed formats for recording meetings and maintain them, <u>all the documentation was found to be manual</u> as confirmed by all the staff members.

2. <u>92% staff confirmed that the AWC coordinates with the GP and other line departments</u> for programme implementation and development activities. It was observed that response from line department is delayed.

3. With regard to grievance redress mechanism at the AWC, 25% staff mentioned that there is a mechanism to address grievances but there was <u>no documented standard</u>

operating procedure for grievance redressal mechanism observed. Public participation in any programme or meeting conducted by the AWC was good and 85% of staff acknowledge the same.

Economy of Anganwadi Centre (Functions, Functionaries and Funds)

1. With reference to funds or budget received, 90% of the received budget are utilized. The budget received is usually less compared to the need of the AWC. Most of the time the Anganwadi Worker is not informed about any budget allocation with respect to AWC development and maintenance as everything is controlled by the GP.

Percentage Staff reporting on Anganwadi Centre Functions, Functionaries and Funds

Anganwadi Centre Efficency with Functions, Functionaries and Funds
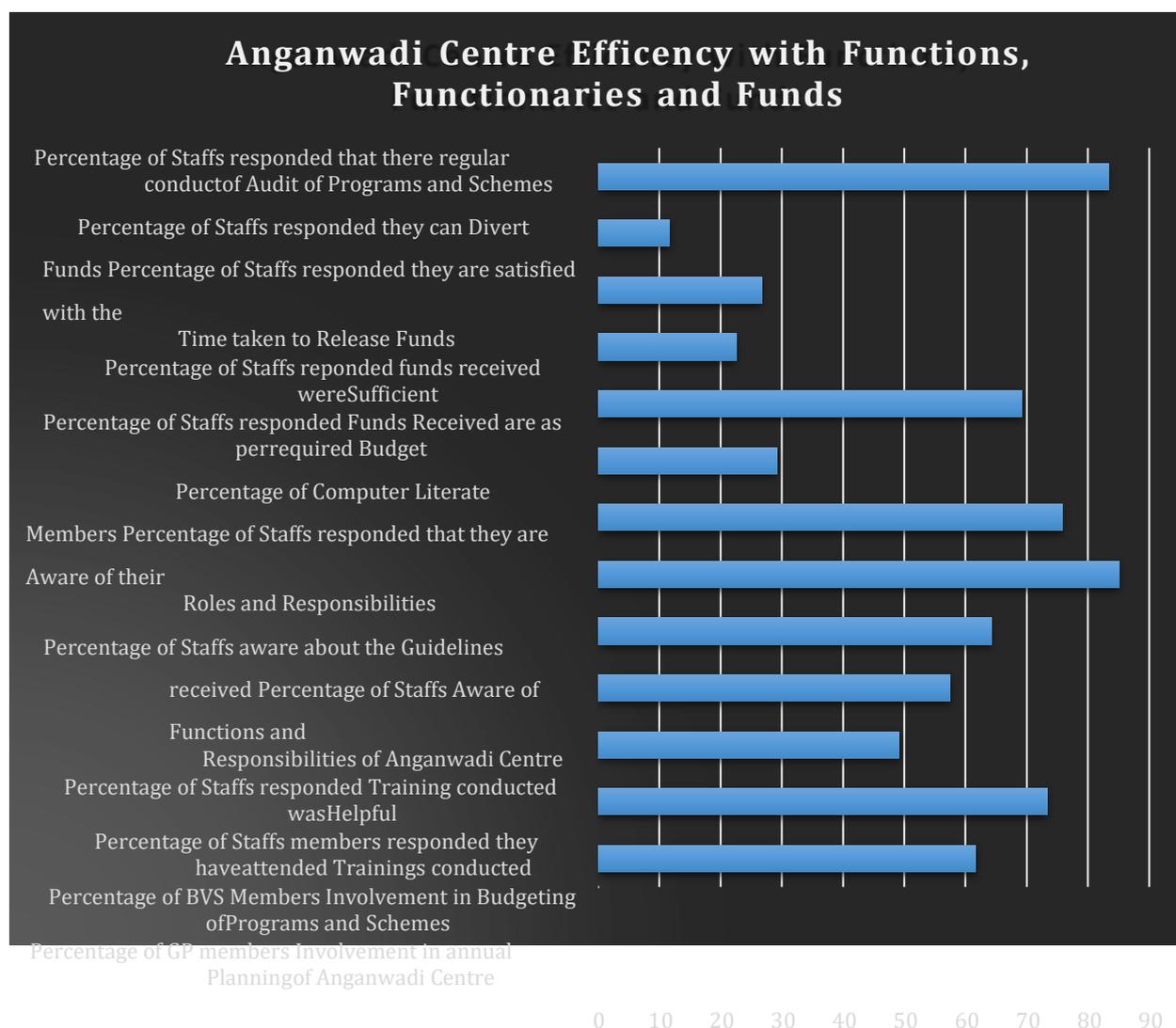
Anganwadi Centre Effectiveness and Economy with Functions, Functionaries and Funds
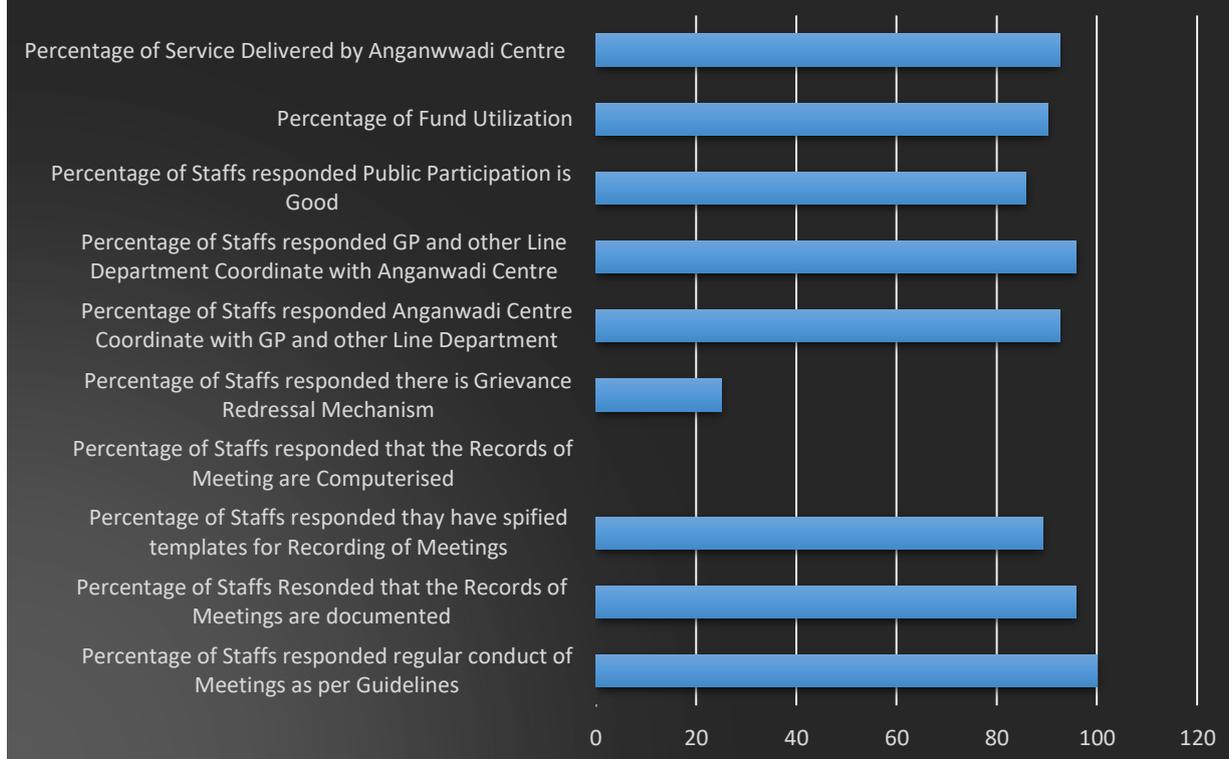
Assessment of AWCs by Communities of Users

Service delivery was assessed using the Community Score Card (CSC) approach where punctuality of Anganwadi teacher, availability of Anganwadi staff, adequacy in distribution of food supplies, quality of food supplies, and day care and play area of the Anganwadi were the indicators. Punctuality and availability of staff scored on the higher side though there were clear points made that there is no fixed time for the arrival of the Anganwadi Worker and there were AWCs with are no Anganwadi helpers. Distribution of food supplies and quality of food also scored high, whereas day care and play area scored poor with due poor infrastructure for the children in the Anganwadi.

	WCD – Community Scoring on Anganwadi Centre				
Score (out of 10)	Punctuality of Anganwadi teacher	Availability of Anganwadi staff	Adequate distribution of food supplies	Quality of food supplies	Day care and play area of Anganwadi
	7.0	6.9	7.1	7.5	3.3

FAIR PRICE SHOP

Efficiency of Fair Price Shop (FPS) on indicators related to function, functionaries and funds were evaluated through planning, execution and implementation of the Public

Distribution Scheme, training and capacity building, development activities, infrastructure, administration, formation of the Vigilance committee and its functioning, awareness and knowledge on roles and responsibilities, responsiveness and receipt of budget and utilisation.

Effectiveness of FPS functions, functionaries and funds were assessed by evaluating indicators that include conduct of meetings, maintenance of records, coordination with the line department, grievance redress mechanism, public participation and service delivery.

Efficiency of Fair Price Shop (Functions, Functionaries and Funds)

1. Development plans for FPS are prepared annually in the of presence Panchayat members as reported by <u>59% staff members</u>.

2. Less than half (<u>47%) of the staff members reported Panchayat members involvement</u> in any budgeting activity for the FPS.

3. Less than <u>one-fifth (17%) of the staff members expressed that they felt that the grant given for FPS is sufficient</u>, 38% of staff responded that the funds is received as per the budget requested.

4. However, all staff confirmed that they have no option to divert funds from one development budget head to other to be able to carry out any development activities, there has been <u>reporting of delayed payment of commission to the FPS</u>.

5. <u>62% staff confirmed that they attended training</u> and capacity building programmes. Of them, 67% staff responded that the training and capacity building conducted by department was helpful.

6. <u>78% of members were aware of functions of FPS</u> and 78% of staffs were aware of their roles and responsibilities.

7. 69% of staff responded that there is <u>audit conducted on PDS by the Food Inspector</u>.

8. A major problem reported with regard to FPS is related to connecting to the server to register and enter biometrics of the card holders, so despite <u>FPS operations being fully digitalized, performance has decreased due to server issues</u>.

Effectiveness of FPS (Function, Functionaries and Funds)

1. The KIIs carried out by the team found that regular meetings were conducted as per guidelines and <u>records of meetings was maintained at the FPS</u>.

2. <u>57% of staff confirmed coordination</u> with the line department.

3. <u>62% staff mentioned that there is a mechanism to address grievances</u> but then observed there was no documented standard operating procedure for grievance redress mechanism.

Economy of FPS (Functions, Functionaries and Funds)

With reference to funds or budget received, 100% of the received budget are utilized.

Fair Price Shops Efficency with Functions, Functionaries and Funds

Fair Price Shops Effectiveness and Economy with Functions, Functionaries and Funds
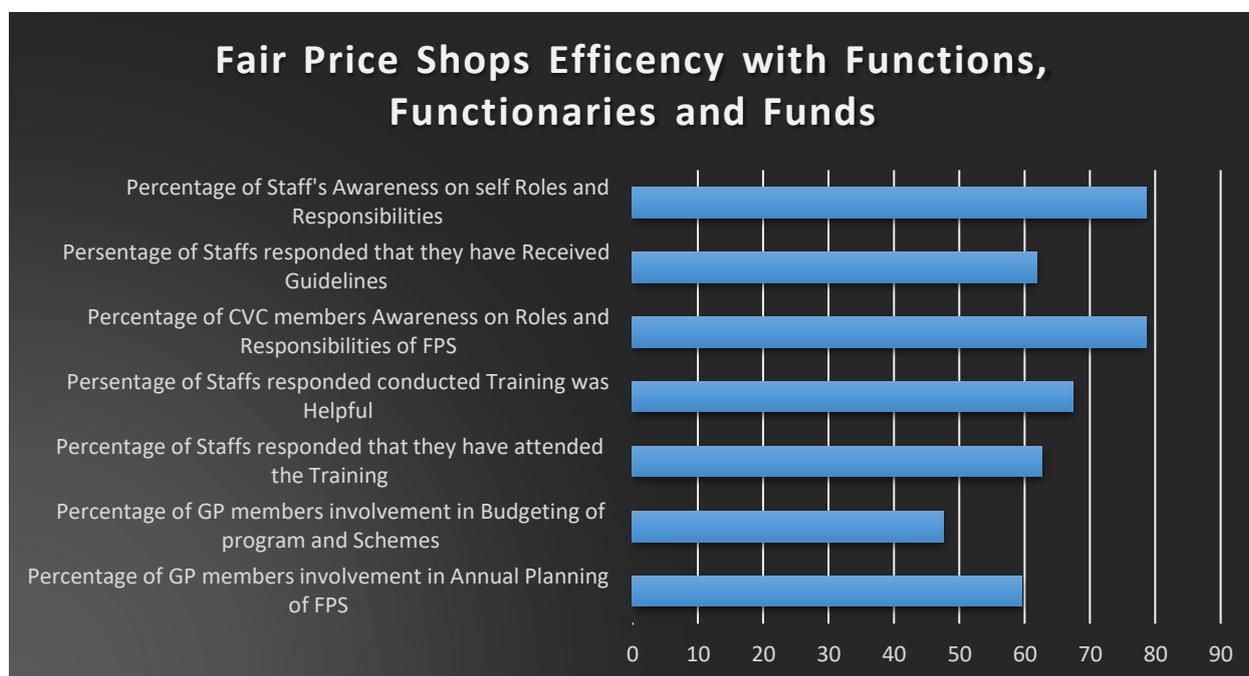
Assessment of Fair Price Shops (FPS) by Communities of Users

Quality of service delivery was assessed through Community Score Card (CSC) where quantity of ration provided and quality of ration provided scored good. Information about distribution (Time, Place and date), behaviour of staff, frequency of distribution of ration received average scores while grievance redress scored the least – the reasons being information on distribution is not provided in advance and frequency of distribution is only once a month.

PDS – Community Scoring on Fair Price Shop

Score (out of 10)	Information about distribution (Time, Place and date)	Quantity of ration provided	Quality of ration provided	Behaviour of staff	Frequency of distribution of ration	Grievance redressal - PDS
	6.0	8.0	7.5	7.0	5.5	4.2

Conclusion

Findings from the interviews carried out among staff members of each of the 'first mile' (closest to the citizens) institutions covered shows that there is a gap between these institutions and the 3rd tier of governance – the Gram Panchayat Office which needs to be bridged if the Principle of Subsidiarity is to be established.

The major highlights of the study that the team arrived at in the conclusion are as follows –

From the Supply side:

1. The current roles and responsibility Guidelines which distributes the activities among the PRIs is not comprehensive and the roles and responsibilities are not specific creating confusion among the functionaries of PRIs with regard to the functions that they are mandated to perform. As a result, it has been difficult to ensure responsibility and accountability for proper and successful completion of development works.

2. There is lack of regular supervision and monitoring of activities of PRIs, due to gaps in the procedures to be followed seamlessly and non-availability of Standard Operating Procedure (SOP) at all three tiers.

3. Absence of observation and monitoring of functioning of PRIs and their functionaries is hampering active participation and cooperation of other line departments leading to malpractices in the administration of GPs and improper programme implementation.

   a. It was observed in one of the GPs that the MGNREGS social audit process was not implemented as per the protocol and users complained of misutilisation of funds.

4. Gram Panchayats are not able to prepare need-based development plans because funds are allocated to contribute towards brick and mortar structures such as - Model Schools, Model Anganwadi Centres, Model Primary Health Centre that are capturing extra attention than human development through citizen welfare. Gram Panchayat Development plan preparation and implementation should

happen through participatory processes

5. While all the GPs followed their mandatory function of documenting their works through digitalised procedures, there was no independent effort of evaluating the actual conduct of meetings, development works, utilization of allocated funds and accountability with regard to any misuse or misconduct in the GP.

6. Lack of regular training programmes and capacity building exercises through a standard training calendar for staff at all the service delivery institutions including among the GP elected members has resulted in lack of willingness in taking responsibility towards service implementation impacting service delivery. Targeted training for each level of officers regarding their mandatory services and those related specifically to the programmes / schemes that they needed to implement was found missing.

7. Non-filling of vacant positions e.g., one separate PDO per Gram Panchayat as per the Karnataka Panchayat Act has led to overburdening of officers with multiple responsibilities with multiple deputations impacting - individual performance, flexibility to act and promptness in response to situations.

8. Anganwadi Centres provides on time nutrition supplements and Anganwadi workers are available in the institution all time but still there is increase in malnutrition which is due to overburdening of Anganwadi workers in routine work. Overburdening is caused due to more documentation and duplication of work (I.e, documentation on paper as well as digital) and require training on identification of malnutrition in early stage.

From the Communities of Users:

1. The team found a general lack of awareness and understanding amongst communities regarding the purpose of various functionaries, working procedures, execution of programmes, implementation plans, maintenance of accounts, and duties and responsibilities of officers and elected representatives of PRIs. As a result, public participation is poor resulting in almost none of the officials or elected members being held accountable for their activities.

2. Non-availability of standard public grievance mechanism led to delayed maintenance affecting service delivery at GP office, Schools, Anganwadi Centres, Primary Health Centres and Fair Price Shops.

3. Institutionalisation of budgeting, accounting, auditing, procurement including execution of public works, development work and revenue assessment does not witness any active public participation through either the mandatory or institution-based committees.

Multi-poverty Index (MPI) and Human Development Index (HDI) Scoring of Taluk

Multi-poverty Index was developed by PAC-CODR using following pillars and constructive indictors

MPI Pillars and Indicators

Pillar	Constructed Indicators	Indicator
Health	Nutrition	Households with adult between 15-49 whose BMI <18.5 m/Kg.

		Households with children under 5 years who are stunted or wasted
	Child mortality	Households with any one person under 18 years who has died in the family.
Education	Years of schooling	Households with Not even one household member has completed six years of schooling.
	School Attendance	Households with Any school age children not attending school (6-14)
Standard of Living	Sanitation	Households with no sanitation facility
	Drinking water	Households with no safe drinking water or 30 min away
	Cooking fuel	Households that cook using solid fuel
	Electricity	Households that have no electricity
	Housing	Households that have inadequate housing material in either floor, roof or wall
	Assets	Households which do not own more than one asset (radio, TV, telephone, computer, animal cart, bicycle, motorbike or refrigerator) and does not own a car or truck

By the Multi-poverty Index, it was found that Jevargi Taluk of Kalburgi District is performing worst, whereas Khanapur Taluk of Belagavi District is performing good and Koppa Taluk of Chikkamagaluru District is performing best with regard to Health, Education and Standard of Living. Individual Taluk Scoring is tabled below

Taluk wise MPI

District	Taluka	Incidence	Intensity	MPI	Quartile	Rank
Chikkamagaluru	KOPPA	0.024204	0.083504	0.002021	Best Performing	10
Kalburgi	Jevargi	0.279700	0.370952	0.103755	Worst Performing	216
Belagavi	Khanapur	0.060203	0.174808	0.010524	Good Performing	75

Same as MPI, Human Development Index was developed by PAC-CODR using following Themes and indictors

Theme	Indicator
Standard of Living	Percentage of HHs having access to modern cooking fuel like LPG, electricity, gas etc
	Percentage of HHs having access to toilet within the premises
	Percentage of HHs having access to water - tap water (treated and untreated), well water (covered), hand pump, tube well (bore hole) (*as per Census 2011 definition)
	Percentage of HHs having electricity
	Percentage of HHs having pucca houses (*good houses as per 2011 definition) (computed based on permanency in roof and wall)
	Percentage of non-agricultural workers (main + marginal) to total workers
	Per Capita Income (GDP) at Taluk level at current prices (2008-09)

Health	Children (0-5 years) died for 1000 live births
	Maternal deaths per 100000 live births
Education	Male Literacy Rate
	Female Literacy Rate
	Gross Enrolment Rate (Elementary)
	Gross Enrolment Rate (Secondary)

Human development index shows that Jevargi Taluk of Kalburgi District is performing worst and Khanapur Taluk of Belagavi District is performing Bad, whereas Koppa Taluk of Chikkamagaluru District is performing Best with regard to Health, Education and Standard of Living. Scoring of Individual Themes are tabled below.

Taluk Wise HDI

District	Taluka	Standard of Living	Health	Education	HDI	Quartile	Rank
Chikkamagaluru	KOPPA	0.6547	0.7631	0.5712	0.6584	Best Performing	32
Kalburgi	Jevargi	0.2425	0.5536	0.5053	0.4078	Worst Performing	213
Belagavi	Khanapur	0.5325	0.6934	0.4623	0.5547	Bad Performing	115

Jevargi Taluk and Khanapur Taluk required immediate attention to address the Multi-poverty Index and Human Development Index. Good Governance at last mile institutions can bring the improvements in MPI and HDI and the areas of reforms are recommended in the recommendation section of this report.

Community Score of Gram Panchayat and its Institutions.
In Hiregadde Gram Panchayat of Koppa Taluk, Health requires immediate attention and functioning of Gram Panchayat office would help the line department in performing will in their individual service delivery. Individual indicators are assessed and tabulated in the results section of this report. Below table gives the average score of individual indicator and overall performance score of Hiregadde Gram panchayat.

District	Taluk	Gram Panchayat	Institution	Community Scoring on Institute Functioning
Chikkamagaluru	Koppa	Hiregadde	GP Office	5.0811
Chikkamagaluru	Koppa	Hiregadde	Primary Health Centre	3.9431
Chikkamagaluru	Koppa	Hiregadde	Primary and Secondary School	6.2509
Chikkamagaluru	Koppa	Hiregadde	Anganwadi Centre	6.7090
Chikkamagaluru	Koppa	Hiregadde	Fair Price Shop	7.5606
Average Score of Gram Panchayat				**5.9089**

In the Kolkur Gram Panchayat of Jevargi Taluk requires attention on Health and Gram Panchayat functioning, with are scored low and Education, WCD and PDS requires reforms. Performance of individual indicators are tabulated in result section of this report. Below table gives the average score of individual indicator and

overall performance score of Kolkur Gram panchayat.

District	Taluk	Gram Panchayat	Institution	Community Scoring on Institute Functioning
Kalaburgi	Jevargi	Kolkur	GP Office	4.4657
Kalaburgi	Jevargi	Kolkur	Primary Health Centre	3.42267
Kalaburgi	Jevargi	Kolkur	Primary and Secondary School	6.2364
Kalaburgi	Jevargi	Kolkur	Anganwadi Centre	5.6896
Kalaburgi	Jevargi	Kolkur	Fair Price Shop	5.5689
Average Score of Gram Panchayat				**5.0766**

Hiremunavalli Gram Panchayat required immediate attention on Health and Gram Panchayat Functioning, WCD and PDS. Individual. Below table gives the average score of individual indicator and overall performance score of Kolkur Gram panchayat.

District	Taluk	Gram Panchayat	Institution	Community Scoring on Institute Functioning
Belagavi	Khanapur	Hiremunavalli	GP Office	5.1361
Belagavi	Khanapur	Hiremunavalli	Primary Health Centre	4.1919
Belagavi	Khanapur	Hiremunavalli	Primary and Secondary School	9.0349
Belagavi	Khanapur	Hiremunavalli	Anganwadi Centre	6.7571
Belagavi	Khanapur	Hiremunavalli	Fair Price Shop	6.2261
Average Score of Gram Panchayat				**6.2692**

Recommendations

On the basis of the above summary of findings in the conclusion, recommendations have been drawn, covering the major components of administration, service delivery, funds and Human Resource through -

- A more efficient Organizational Structure
- Effective Service Delivery
- Focused Span of Control
- Human Resource Management through Training and Capacity Building

Setting up new control systems with a comprehensive organisational structure, firming up processes with Manuals for each institution, laying down procedures with Standard Operating Procedures (SOP) for each institution, training and capacity building matrices converted into mandatory rules and regulations are some of the critical requirements that the study finds if the aim of administrative reforms is to localise governance. Supplemented by routinisation and monitoring the implementation of laid down rules and regulations will lead to reform in administration, improving good governance among the Panchayat Raj Institutions and its first mile delivery institutions.

Specific recommendations are as follows -

Organization Structure - A new administrative control system

In addition to the current organogram of a Gram Panchayat, to strengthen and enhance the administration of the Gram Panchayat and service delivery, it is recommended to complement the same with additional structures. The suggested organogram is prepared based on the gaps identified in the study as mentioned in the earlier sections in the report.

The suggested organization structure includes line departments - Education, Health, Women and Child Development and Food and Civil Supplies with specific responsibilities and a reporting structure towards the Gram Panchayat.

Line Department	Reporting Activities (Submission of following reports to the office of Gram Panchayat)
Education (Primary and Secondary School)	Annual Development Plan Biannual report on vacant positions Quarterly report on planning, execution and implementation of programmes and schemes Annual report on conduct of training and capacity building of Staffs and Members Monthly leave report of staff Monthly student attendance report Monthly report on grievance or complaints received from public and resolution of the same Monthly report on committee meetings conducted Monthly report on issues faced by Institution in smooth functioning

Health (PHC/Sub-center)	Annual Development Plan Annual report on Equipment maintenance Biannual report on vacant positions Quarterly report on planning, execution and implementation of programmes and schemes Annual report on conduct of training and capacity building of Staff Members Monthly leave report of staffs Monthly OPD and IPD reports Monthly report on grievance or complaints received from public and resolution of the same Monthly report on drugs out of stock Monthly report on committee meetings conducted Monthly report on issues faced by Institution in smooth functioning
Women and Child Development (Anganwadi Center)	Annual Development Plan Biannual report on vacant positions Quarterly report on planning, execution and implementation of programmes and schemes Annual report on conduct of training and capacity building of Staffs and Members Monthly leave report of staffs Monthly Children attendance report Monthly report on grievance or complaints received from public and resolution of the same Monthly report on committee meetings conducted Monthly report on issues faced by Institution in smooth functioning
Food and Civil Supplies (Fair Price Shop)	Annual Development Plan Quarterly report on planning, execution and implementation of programmes and schemes Annual report on conduct of training and capacity building of Staffs and Members Monthly report on supplies received and distributed Monthly report on grievance or complaints received from public and resolution of the same Monthly report on committee meetings conducted Monthly report on issues faced by Institution in smooth functioning

1. The above said activities are to be monitored by the respective department Block Officer/Supervisor as suggested in the organogram (Figure given) while the Gram Panchayat President and Panchayat Development Officer will be responsible for taking action on the reports submitted by the line departments.

2. The PDO should conduct monitoring and evaluation of line departments based on reports submitted.

3. The GP President and PDO should be held accountable for any deprived development activity and service delivery by the institutions including Gram Panchayat office.

4. Respective department heads will be held responsible for non-submission of reports on time to the GP office. Submission of reports on time to be monitored by respective department Block/Taluk Level officers.

5. Implementation of the above said process to be monitored and evaluated by Executive officer (Taluk Panchayat) and a Bi-annual report on implementation of these procedure to be submitted to Chief Executive Officer, Zilla Panchayat copying respective department District Heads. CEO, Zilla Panchayat, and respective Department should review the implementation of activities as per the Bi-annual reports. In the organogram below, colour coding has been done to highlight the responsibility of Individuals; colour code can be decoded as below -

Colour Code for Responsibilities	
Colour Code	**Responsibility**
Orange	Person responsible for Submission of Reports
Red	Person responsible for monitoring of on time submission of reports
Green	Person responsible and accountable for monitoring, evaluation and implementation of reports
Black	Responsible for overall supervision of implementation

Suggested organogram for Gram Panchayat
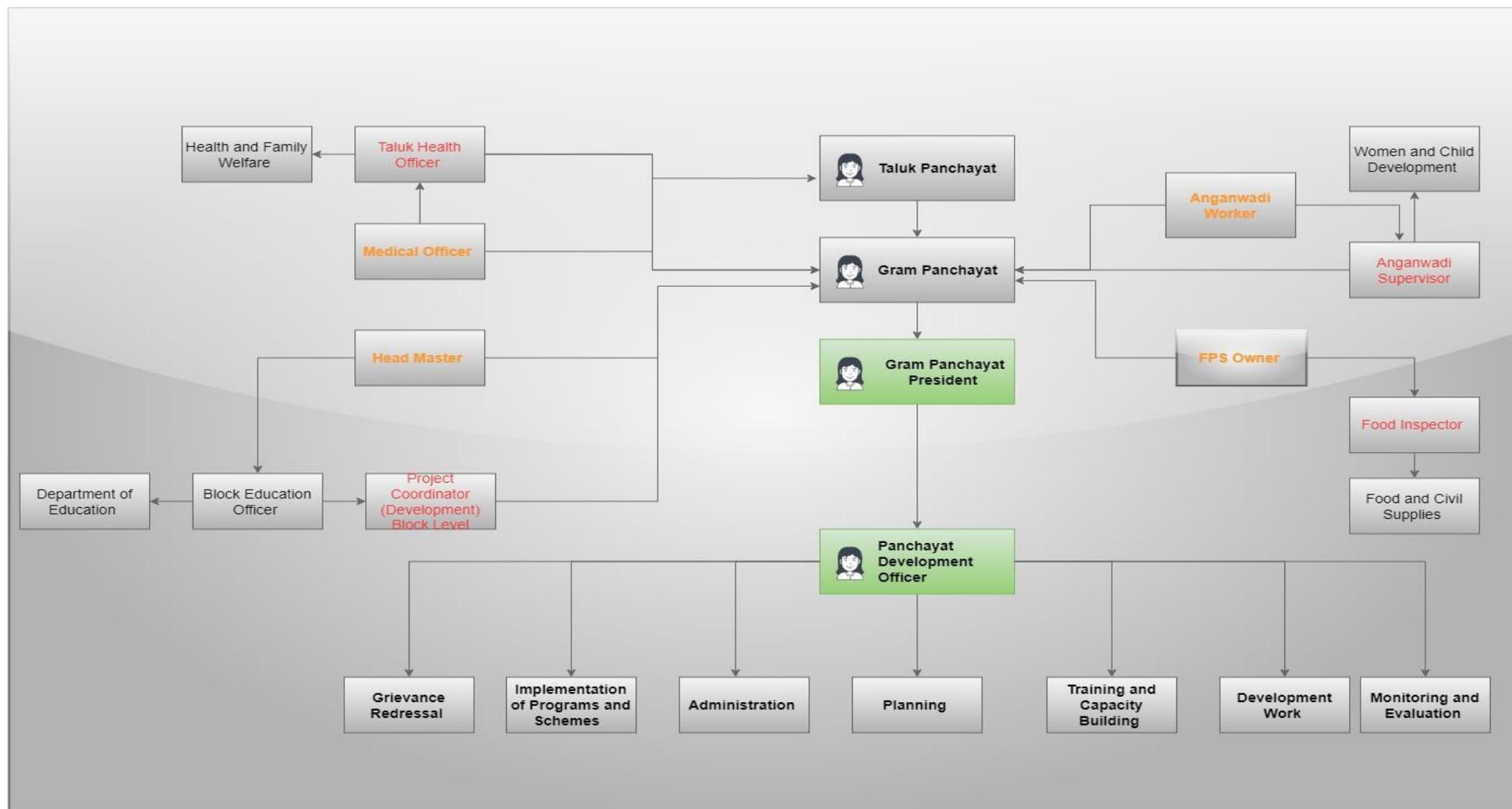
Service Delivery – Process re-engineering

1. Meetings conducted at gram panchayat should be transformed to AV recording with proper documentation through meeting proceedings. Meeting proceeding to be finalized and uploaded on portal within 24 hours of their conduct. AV recording will enhance the quorum of participation and 24 hours will reduce any kind of malpractice in documentation.

2. All the processes related to Gram Panchayat to made paperless and transcribed to digital format to reduce duplication of work, overburdening of staff and increase the quality of work which will also have a positive impact on service delivery.

3. Vacant positions of PDO and Panchayat Secretary should be filled up immediately relieving PDOs from multiple deputation as this highly impacts on service delivery and better performance of staff.

4. A three-step evaluation of development works should be carried out through a standard operating procedure. Standard operating procedure should consist of 3 steps -

   ▪ Commencement of Development work
   ▪ Intermediate level of Development work
   ▪ Completion of Development work

At the start of development work, pictures of the location along with video sample should be captured <u>for 3 consecutive days</u> and at intermediate level same procedure should be followed and 3 days before completion of work same procedure of capturing image and video samples should be followed.

Video sample should be <u>minimum of 30 Seconds</u> with high quality and must cover details of development activity. Video samples should be captured on working day and if any of the above criteria is not adhered to, funds towards the respective activity can be put on hold unless is justified.

5. Standard Operating Procedure should be drafted for grievance redressal and publicly accessible digital portal to be created at the GP level with centralised control on all first mile service delivery institutions.

6. Assessment of development plans should be need based and release of budget/grant should be made on 1st of every quarter, which will lead to improvement in execution and implementation of development works. Need based assessment of development plan should be done 3 months prior to start of financial year by the Executive Officer from Taluka Panchayat and submit report on budget approval and sanctioning of budget/Grants to Zilla Panchayat 2 months prior to start of financial year.

7. Education institutions with very less students and vacant staff positions can be merged, which can reduce financial burden to the Govt. by reducing staff from 4 to 1 and increase the student load by diverting all students to one institution. Cost saved from the closing of schools can be diverted to providing transportation facility for students which will enhance admissions to the school.

8. Digitalization of records at the Anganwadi Centre will help to improve efficiency in service delivery and reduce burden on staff. The current digital platform (Sneha app/Poshan Tracker) is faulty and device provided to use digital platform are of poor quality. Internet facility should be provided to the institutions to work efficiently presently no internet facility is available and recharge for device is not done impacting the performance and going back tomanual documentation leading to inconsistent quality of data capture.

9. Anganwadi workers should be trained on identifying malnutrition in early stage and also include additional nutrition supplements in regular nutrition supplies to overcome malnutrition

10. Anganwadi Centre should have a child tracking system which should track child development from Birth till completion of Primary education using Unique ID. Unique ID can be created at the time of issuing birth certificate which will be later linked with Aadhar Number of children to improve the tracking of development. Tracking system should be developed involving Department of Women and Child Development, Department of Health and Family Welfare and Department of Education. Capturing of data in tracking system should happen real time from all the departments on the aspects of child development which can be eased by developing a APP/Platform for smartphones

11. Funds for development is currently invested towards making model institutions whereas other institutions suffer depriveddevelopment, so any developmental activity should be priorities and fund disbursement should be as per the priority development activities. Development activities includes Physical Infrastructure development, Human Development, Skills and Training and Efficient service delivery and there should be appropriate balance between all the developmental activities

12. Develop a Gram Panchayat Handbook for empowerment and Capacity Building and handbook may cover the following aspects (Ref. Sujal and Swacch gaon handbook)
    - SDG goals and present Government policies and programmes for rural Karnataka
    - Health, economic and social benefits of sustainable water and sanitation services
    - Enabling factors and barriers in sustaining water and sanitation services
    - Training manuals and schedules for Panchayat Raj Institutions in Karnataka

Span of Control – Awareness and Knowledge

1. A operational guidelines with specific roles and responsibility matrix should be drafted for Gram Panchayat functionaries, which reduces confusion between the Gram Panchayat Functionaries in performing specific roles and responsibilities and will help increase the efficiency of functioning of Panchayat Raj Institution. Roles and Responsibilities ofVillage Accountant should be most specific.

2. Upgrading the position of Panchayat Development Officer to "Group B", allows him/her to perform more efficiently with regard to laying down roles and responsibilities. This will have high impact on span of control over GP development and line department coordination in development activities.

3. Full authority should be given to Gram Panchayat to perform the function of Bapuji Seva Kendra from registration of Beneficiaries till the issuance of certificates or license and all activities of Bapuji Seva Kendra should be followed at office of Gram Panchayat.

4. A Vigilance Committee should be formed to monitor and control the misuse of power and authority and to eliminate 'Pathi Panchayat' when the GP President is a lady.

5. Orders should be issued stating that any kind of misuse of power and authority occurring at Gram Panchayat should be brought to the notice of the Office of Secretariat copying the CEO Zilla Panchayat by PDO. In case of misuse or any malpractice if caught or found by Vigilance committee on surprise field visit, there should be clearly specified penalties to be imposed on the PDO along with lawsuit filed against the President and the persons involved in the misuse of powers and people benefited through malpractice.

Training and Capacity Building

1. A calendar of regular training and capacity building programmes for elected representatives and Committee Members to be conducted in the nearest Samarthya Soudhas or District Training Centres to ensure active and constructive participation and ownership.

2. Training matrix to be prepared for each institution and training evaluation procedure to be implemented to evaluate the staff post training.

3. Refresher training to be conducted biannually to keep staff aware of their roles and responsibilities. Matrix should include topics on institution administration, roles and responsibilities of self and functioning of Institution and should cover the area of Functions, Functionaries and Funds.

4. Karnataka State Rural Development and Panchayat Raj University, Gadag can develop the training matrix for the functionaries of Gram Panchayat and conduct the offline training for the same.

Annexures Log Frames

Evaluation of Institutions, their Functions, Functionaries and Funds

Gram Panchayat

PILLAR	THEME	SUB-THEMES	QUESTIONS	POSSIBLE INDICATORS
Efficiency	Functions	1. Planning 2. Execution 3. Implementation of Development Work 4. Training and Capacity Building	1. How do you identify the need for development programmes in the GP? 2. Does your panchayat members are involved in the Annual Plan Preparation for development projects implemented in your area? 3. Are panchayat members involved in the budgeting of the development projects implemented in your area? 4. Have the panchayat members attended any training programmes at block/state level for effective functioning of PRIs? 5. Were these trainings helpful to carry out panchayat duties more efficiently? 6. Do you need any further training for effective functioning of panchayat, record maintenance and understanding the future areas of planning and development of your panchayat?	1. Percentage of GP staffs who responded that the panchayat members are involved in the Annual Plan preparation of development projects implemented in the area 2. Percentage of staffs who responded that the panchayat members are involved in the budgeting of the development projects implemented in the area 3. Percentage of staffs who responded that the panchayat members have attended any training programme at block/state level for effective functioning of PRIs 4. Percentage of staffs who responded that the panchayat members' training programmes were helpful to carry out panchayat duties more efficiently 5. Percentage of staffs who responded that further trainings are required for effective functioning of panchayat, record maintenance and understanding the

			7. Do you have mechanism or procedure to address grievance? 8. Do GP coordinates with line department? 9. Do line departments coordinate with GP? 10. How is the coordination between the line department officials in development or programmes execution and implementation?	future areas of planning and development of your panchayat 6. Percentage of staffs who responded that there is a grievance redressal mechanism 7. Percentage of staffs who responded that the GP coordinates with the line department 8. Percentage of staffs who responded that the line departments coordinate with the GP
	Functionaries	1. Performing roles and responsibilities 2. Responsiveness 3. Participation 4. Literacy Rate 5. Number of staff 6. Awareness and Knowledge 7. Committee Formation	1. Are you aware of the functions and responsibilities of Gram Panchayat? 2. Are the members aware of the guidelines provided by the PRI? 3. Have you received the guidelines issued by the State Government or concerned Ministry? 4. Please list down the important functions and responsibilities of Gram Panchayats 5. What is the literacy rate of your members? 6. Please specify the No. of Computer literate Panchayat members (Those who have any computer related formal education/course or who can operate computers)	1. Percentage of GP staffs who were aware of the functions and responsibilities of the GP 2. Percentage of GP staffs who responded that the members were aware of the guidelines provided by the PRI 3. Percentage of GP staffs who responded that they had received the guidelines issued by the State Government or concerned Ministry 4. Percentage of GP staffs and members specified the correct name of Department 5. Percentage of Staffs and members listed functions as per the Guidelines (Assessment – answered correct functions 7 to 10 considered as Aware, 4

			7. Total number of Vacancies 8. Total number of Staff on Deputation 9. Total number of Contract Staff	to 6 considered as Partially aware and below 3 are considered as Not Aware) 6. Percentage of members literacy 7.Percentage of Computer literate members 8. percentage of Vacancies 9. Percentage of Deputed staffs 10. Percentage of Contract Staffs
	Funds	1. Tax Collection 2. Receipt of Budget and Funds 3. Administrative Expenses 4. Transparency	1. Does your panchayat collect Tax? 2. Do you receive fund amount as per the budget prepared/approved? 3. Are the granted funds received for development projects are sufficient? 4. Are you satisfied with the time taken by the funding Department to disburse project funds? 5. Are you able to divert the fund for a development work which you feel is more important for the panchayat than the project for which the fund is received? 6. Does regular audit of implemented programmes and schemes at your panchayat takes place? 7. Does regular audit of accounts of your panchayat takes place?	1. Percentage of staffs who responded that the panchayat collects tax 2. Percentage of staffs who responded that the GP received funds as per the budget prepared/approved 3. Percentage of staffs who responded that the granted funds received for development projects are sufficient 4. Percentage of staffs who responded that they were satisfied with the time taken by the funding department to disburse project funds 5. Percentage of staffs who responded that they were able to divert the fund for a development work which they felt is more important for the panchayat than the project for which the fund is received 6. Percentage of staffs who responded that there is a regular audit of

				implemented programmes and schemes at the GP 7. Percentage of staffs who responded that there is regular audit of accounts of the GP
Effectiveness	Functions	1. Programme and Scheme Implementation 2. Evaluation of activities and programmes 3. Monitoring activities and programmes 4. Maintenance 5. Awareness and Knowledge Provision 6. Grievance Redressal 7. Service Delivery 8. Interdepartmental Coordination 9. Conduct of Meetings (as per Act and Guidelines) 10. Identification of development site and area	1. Do you conduct meetings (Gram Sabha) as per the laid down procedures? 2. Do you keep records of panchayat meetings? 3. Specify the ways in which records are maintained by the panchayat?	1. Percentage of staffs who responded that the Gram Sabha meetings are conducted as per the guidelines 2. Percentage of staffs who responded that the records of panchayat meetings are maintained 3. Percentage of staffs who responded that the records of meetings are maintained (Manually/Computerised)
	Functionaries	1. Accountability 2. Service Delivery 3. Public Participation 4. Grievance Redressal	1. Among the following service areas, please tick the areas in which the services have been delivered to the citizens of the GP	1. Percentage of services delivered to the citizens of the GP 2. Percentage of staffs who responded that the public participation in meetings

		5. Committee members participation	2. How is public participation in meetings and programmes conducted by GP?	and programmes conducted by the GP is Good
	Funds	1. Allocation of Budget 2. Utilization of Funds towards development 3. Utilization of funds towards other expenses 4. Vendor selection	1. Budget received and amount utilized 2. Budget received and amount utilized for development projects	1. Percentage of budget amount utilized 2. Percentage of budget amount utilized for development projects
Economy	Functions	1. Revenue Generation 2. Service Delivered		
	Functionaries	-		
	Funds	1. Revenue Generation 2. Development of Institution		

Primary Health Centre

PILLAR	THEME	SUB-THEME	QUESTIONS	POSSIBLE INDICATORS
Efficiency	Functions	1. Planning 2. Execution 3. Implementation 4. Training and Capacity Building 5. Powers and Authorities 6. Infrastructure 7. Administration 8. Politics 9. Committees (Arogya Rakshana Samithi) management	1. Are your ARS members involved in the Annual plan preparation for development projects implemented in your area? 2. Have the members of your PHC attend any training programme at block/state level for effective functioning of PHC? 3. Were these trainings helpful to carry out duties more efficiently?	1. Percentage of ARS members involved in the Annual Plan preparation for development projects implemented in your area 2. Percentage of members of your PHC who have attended any training programme at block/State level for effective functioning of PHC 3. Percentage of members of PHC who felt that the trainings were helpful to carry out duties more efficiently
	Functionaries	1. Roles and Responsibilities 2. Responsiveness 3. Participation 4. Literacy Rate of Body 5. Number of staffs as per guidelines 6. Awareness and Knowledge 7. Committee Formation	1. Are you aware of the roles and responsibilities of your PHC? 2. Are the staffs familiar with the guidelines provided by the Department (Health)? 3. Are you aware of the roles and responsibilities of self? 4. Please list down the important functions and responsibilities of PHC 5. What is the literacy rate of your members?	1. Percentage members who were aware of the roles and responsibilities of PHC 2. Percentage of staffs familiar with the guidelines provided by the Health Department 3. Percentage of staffs aware of the roles and responsibilities of self 4. Percentage of PHC staffs and members specified the correct name of Department (Guidelines provided by)

			6. Please specify the No. of Computer literate ARC Members? (Those who have any computer related formal education/course or who can operate computers) 7. Total number of Vacancies 8. Total number of Staff on Deputation 9. Total number of Contract Staff	5. Percentage of Staffs and members listed functions as per the Guidelines (Assessment – answered correct functions 7 to 10 considered as Aware, 4 to 6 considered as Partially aware and below 3 are considered as Not Aware) 6.Percentage of members literacy 7.Percentage of Computer literate members 8. percentage of Vacancies 9. Percentage of Deputed staffs 10. Percentage of Contract Staffs
	Funds	1. Receipt of Budget and Funds 2. Administrative Expenses	1. Does regular auditing of implemented programs take place? 2. Does regular auditing of accounts of your PHC take place?	1. Percentage of staffs who responded that there is regular auditing of implemented programs in the PHC 2. Percentage of staffs who responded that there is regular auditing of accounts of the PHC
Effectiveness	Function	1. Programmes and Schemes 2. Evaluation of activities and programs 3. Monitoring activities and programmes 4. Maintenance of	1. Do you regularly conduct meetings as per the laid down procedures? 2. Do you keep records of meetings? 3. Is there any prescribed format to keep record of panchayat meetings? 4. What is the process of keeping the	1. Percentage of staffs who responded that the PHC conducts regular meetings as per the laid down procedures 2. Percentage of staffs who responded that records of

| | | | Infrastructure
5. Awareness and Knowledge
6. Grievance Redressal
7. Service Delivery
8. Interdepartmental Coordination
9. Conduct of Meetings (As per Act and Guidelines) | records?
5. Do you have mechanism or procedure to address grievance?
6. Does this PHC coordinate with GP in addition to the line department?
7. Do line department coordinate with the PHC?

8. How many meetings are to be conducted as per Guidelines in a year?

9. What is the frequency of meeting that to be conducted as per guidelines?

10. How many meetings of ARS members have been conducted in last one year? | meetings are maintained
3. Percentage of staffs who responded that the prescribed format to keep records of panchayat meetings - (computer/manual)
4. Percentage of staffs who responded that the PHC had a grievance redressal mechanism
5. Percentage of staffs who responded that the PHC coordinates with the GP in addition to the line departments
6. Percentage of staffs who responded that the line departments coordinate with the PHC

7. Percentage of Staffs and members specified the correct number of meetings to be conducted as per guidelines

8. Percentage of staffs and members answered correct frequency of meeting that to be conducted as per guidelines |

	Functionaries	1. Accountability 2. Service Delivery 3. Public Participation 4. Grievance Redressal 5. Committee members participation 6. Number of staffs currently working	1. How is the public participation in meetings, programmes, camps conducted by PHC?	Percentage of staffs who responded that the public participation in meetings, programmes, camps conducted by PHC are (Good/Average/Poor)
	Funds	1. Allocation of funds 2. Utilization of funds towards developmental plans 3. Utilization of funds towards other expenses	1. Budget amount received 2. Budget amount utilized	1. Percentage of budget received 2. Percentage budget utilized
Economy	Function	1. Service delivered (value for money)		
	Functionaries	-	-	
	Funds	1. Service Delivery 2. Infrastructure Development		

Primary and Secondary School

PILLAR	THEME	SUB-THEME	QUESTIONS	POSSIBLE INDICATORS
Efficiency	Function	1. Planning 2. Execution 3. Implementation 4. Teaching and Training 5. Development work in school 6. Training and Capacity building 7. Powers and Authorities 8. Infrastructure 9. Administration 10. Politics 11. Committees (SDMC)	1. Are your panchayat members involved in the Annual Plan preparation for the schools? 2. Are panchayat/SDMC members involved in the budgeting of the development projects and education programmes implemented in your school? 3. Do you receive fund as per the budget prepared/approved? 4. Are the granted funds sufficient? 5. Are you able to divert the fund for a development work which you feel is more important for the School than the project for which fund is received? 6. Have the staff members attended any training programme at block/state level for effective functioning? 7. Were these trainings helpful to carry out duties more efficiently?	1. Percentage of staffs who responded that the panchayat members are involved in the Annual Plan preparation for the schools 2. Percentage of staffs who responded that the panchayat/SDMC members involved in the budgeting of the development projects and education programmes implemented in your school 3. Percentage of staffs who responded that they received the fund as per the budget 4. Percentage of staffs who responded that the granted funds were sufficient 5. Percentage of staffs who responded that they were able to divert the fund for a development work which they felt was more important for the school than the project for which fund is recieved 6. Percentage of staffs who responded that the staff members attended any training programme at block/state level for effective functioning

				7. Percentage of staffs who responded that the trainings were helpful to carry out duties more efficiently
	Functionaries	1. Roles and Responsibilities 2. Responsiveness 3. Participation 4. Literacy rate of body 5. Number of staffs as per guidelines 6. Awareness and Knowledge 7. Committee Formation	1. Are you aware of the functions and responsibilities of the school? 2. Are the members of your school familiar with the guidelines provided by the Department? 3. Are you aware of the roles and responsibilities of you? 4. Please list down the important functions and responsibilities of School 5. What is the literacy rate of your members? 6. Please specify the No. of Computer literate SDMC Members? (Those who have any computer related formal education/course or who can operate computers)	1. Percentage of staffs who were aware of the functions and responsibilities of the school 2. Percentage of staffs who responded that the members of the school were familiar with the guidelines provided by the Department 3. Percentage of staffs who were aware of the roles and responsibilities of self 4. Percentage of School staffs and members specified the correct name of Department (Guidelines provided by) 5. Percentage of Staffs and members listed functions as per the Guidelines (Assessment – answered correct functions 7 to 10 considered as Aware, 4 to 6 considered as Partially aware and below 3 are considered as Not Aware) 6. Percentage of members literacy

				7.Percentage of Computer literate members
	Funds	1. Receipt of budget and funds 2. Administrative expenses	1. Does regular auditing of implemented programmes and schemes at your school takes place? 2. Does regular auditing of your school takes place?	1. Percentage of staffs who responded that regular auditing of implemented programmes at the school takes place 2. Percentage of staffs who responded that regular auditing of the school takes place
Effectiveness	Function	1. Programmes and Schemes 2. Evaluation of activities and programmes 3. Monitoring activities and programmes 4. Maintenance of infrastructure 5. Awareness and Knowledge 6. Grievance redressal 7. Service Delivery 8. Influence 9. Interdepartmental coordination 10. Conduct of Meetings (as per act and guidelines)	1. Do you regularly conduct meetings as per the laid down procedures? 2. Do you keep records of SDMC and other meetings? 3. Is there any prescribed format to keep record of the meetings? 4. What is the process of keeping the record? 5. Does the school coordinate with the line department? 6. Does the line department coordinate with school? 7. How is the coordination between the line departments officials in education or programme execution and implementation? 8. How many meetings are to be conducted as per Guidelines in a year?	1. Percentage of staffs who responded that the schools conduct meetings regularly as per the guidelines 2. Percentage of staffs who responded that they kept records of SDMC and other meetings 3. Percentage of staffs who responded that the prescribed format to keep record of the meetings (Manual/Computerised) 4. Percentage of staffs who responded that the school coordinates with the line department 5. Percentage of staffs who responded that the line department coordinates with the school 6. Percentage of staffs who responded that the coordination between the line departments

			9. What is the frequency of meeting that to be conducted as per guidelines? 10. How many meetings of ARS members have been conducted in last one year?	officials in education or programme execution and implementation (Good) 7. Percentage of Staffs and members specified the correct number of meetings to be conducted as per guidelines 8. Percentage of staffs and members answered correct frequency of meeting that to be conducted as per guidelines
	Functionaries	1. Accountability 2. Service Delivery 3. Public Participation 4. Grievance Redressal 5. Committee members participation 6. Number of staff currently working	1. Do you have mechanism or procedure to address grievance? 2. How is the public participation in meetings and programmes conducted by the school? 3. Total number of Vacancies 4. Total number of Staff on Deputation 5. Total number of Contract Staff	1. Percentage of staffs who responded that there was a grievance redressal mechanism 2. Percentage of staffs who responded that the public participation in meetings and programmes conducted by the school was good 3. percentage of Vacancies 4. Percentage of Deputed staffs 5. Percentage of Contract Staffs
	Funds	1. Allocation of funds 2. Utilization of funds 3. Utilization of funds towards other expenses	1. Budget amount received 2. Amount utilised	1. Percentage of budgeted amount received 2. Percentage amount utilized

Economy	Function	1. Service Delivered 2. Drop Out reduction 3. Enrolment	-	-
	Functionaries	1. Dropouts	-	-
	Funds	1. Service Delivery 2. Infrastructure Development	-	-

Anganwadi Centre

PILLAR	THEME	SUB-THEME	QUESTIONS	POSSIBLE INDICATORS

Efficiency	Function	1. Planning 2. Execution 3. Implementation 4. Development Work in AWC 5. Training and Capacity Building 6. Powers and Authorities 7. Infrastructure 8. Administration 9. Politics 10. Committees	1. Are your panchayat members involved in the annual plan preparation for services implemented in your area? 2. Are panchayat/Bal Samiti members involved in the budgeting of the programmes implemented in your area? 3. Have staff members attended any training programme at the block/state level for effective functioning? 4. According to you, were these trainings helpful to carry out duties more efficiently?	1. Percentage of staffs who responded that the panchayat members are involved in the annual plan preparation for services implemented in the area 2. Percentage of staffs who responded that the Panchayat/Bal Samiti members are involved in the budgeting of the programmes implemented in your area 3. Percentage of staffs who responded that the staff members attended any training programmes at the block/state level for effective functioning 4. Percentage of staffs who responded that the trainings were helpful to carry out duties more efficiently
	Functionaries	1. Roles and Responsibilities 2. Responsiveness 3. Participation 4. Literacy rate of body 5. Number of staffs as per guidelines 6. Awareness and Knowledge 7. Committee Formation	1. Are you fully aware of the roles and responsibilities of the Anganwadi centre? 2. Are the members of the anganwadi familiar with the guidelines provided by the department? 3. Have you received the guidelines issued by the State Government or concerned Ministry? 4. Are you aware of the roles and responsibilites of you?	1. Percentage of staffs who were fully aware of the roles and responsibilities of the anganwadi centre 2. Percentage of staffs who responded that the members of the anganwadi centre were familiar with the guidelines provided by the department 3. Percentage of staffs who responded that they received the guidelines

			5. Please list down the important functions and responsibilities of Anganwadi 6. What is the literacy rate of your members? 7. Please specify the No. of Computer literate BVS Members? (Those who have any computer related formal education/course or who can operate computers)	issued by the State Government or concerned ministry 4. Percentage of staffs who were fully aware of the roles and responsibilities of self 5. Percentage of Anganwadi staffs and members specified the correct name of Department (Guidelines provided by) 6. Percentage of Staffs and members listed functions as per the Guidelines (Assessment – answered correct functions 7 to 10 considered as Aware, 4 to 6 considered as Partially aware and below 3 are considered as Not Aware) 7. Percentage of members literacy 8.Percentage of Computer literate members
	Funds	1. Receipt of Budget and Funds 2. Administrative Expenses	1. Do you receive fund amount as per the budget prepared/approved? 2. Are the granted funds sufficient? 3. Are you satisfied with the time taken by the funding Department to disburse funds? 4. Are you able to divert the fund for an activity which you feel is more important for the Anganwadi than the	1. Percentage of staffs who responded that they received the fund as per the budget 2. Percentage of staffs who responded that the granted funds were sufficient 3. Percentage of staffs who reponded that they were satisfied with the time taken by the funding Department to disburse funds

			activity for which fund is received? 5. Does regular auditing of implemented programmes and schemes at your Anganwadi take place? 6. Does regular auditing of accounts of your anganwadi take place?	4. Percentage of staffs who responded that they were able to divert funds for an activity which they felt was more important for the Anganwadi than the activity for which the fund is received 5. Percentage of staffs who responded that regular auditing of implemented programmes and schemes at your Anganwadi takes place 6. Percentage of staffs who responded that regular auditing of accounts of your anganwadi take place
Effectiveness	Function	1. Programmes and Schemes 2. Evaluation of activities and programmes 3. Monitoring of activities and programmes 4. Maintenance of infrastructure 5. Awareness and Knowledge 6. Grievance Redressal 7. Service Delivery 8. Influence 9. Interdepartmental coordination 10. Conduct of Meetings	1. Do you regularly conduct meetings as per the laid down procedures? 2. Do you keep records of the meetings? 3. Is there any prescribed format to keep record of meetings? 4. What is the process of keeping the record? 5. Do you have mechanism or procedure to address grievance? 6. Does the anganwadi coordinate with line department? 7. Does the line department coordinate with the Anganwadi? 8. How is the coordination between the line department officials in	1. Percentage of staffs who responded that meetings are conducted regularly as per the guidelines 2. Percentage of staffs who responded that records of meetings are maintained 3. Percentage of staffs who responded that there is a prescribed format to keep record of meetings 4. Percentage of staffs who responded that the process of keeping the record (manual/computerised) 5. Percentage of staffs who responded that the they have a grievance redressal mechanism in place 6. Percentage of staffs who responded that they coordinate with the line department

		(as per acts and guidelines)	development or programme execution and implementation? 9. How many meetings are to be conducted as per Guidelines in a year? 10. What is the frequency of meeting that to be conducted as per guidelines? 11. How many meetings of BVS members have been conducted in last one year?	7. Percentage of staffs who responded that the line department coordinates with the AWC 8. Percentage of staffs who responded that the coordination between the line department and officials in development or programme execution and implementation is Good 9. Percentage of Staffs and members specified the correct number of meetings to be conducted as per guidelines 10. Percentage of staffs and members answered correct frequency of meeting that to be conducted as per guidelines
	Functionaries	1. Accountability 2. Service Delivery 3. Public Participation 4. Grievance Redressal 5. Committee members participation 6. Number of staff currently working	1. How is the public participation in meetings and programmes conducted by Anganwadi? 2. Total number of Vacancies 3. Total number of Staff on Deputation 4. Total number of Contract Staff	1. Percentage of staffs who responded that the public participation in meetings and programmes conducted by the Anganwadi is good 2. percentage of Vacancies 3. Percentage of Deputed staffs 4. Percentage of Contract Staffs
	Funds	1. Allocation of Funds 2. Utilization of funds	1. Budget amount received 2. Amount utilized	1. Percentage budget amount received

		towards development plans 3. Utilization of Funds towards other expenses	3. Budget amount received for developmental projects 4. Amount utilized for developmental projects	2. Percentage amount utilised 3. Percentage budget amount received for developmental projects 4. Percentage budget amount utilized for developmental projects
Economy	Function	1. Service Delivered 2. Immunization 3. Mortality 4. Malnutrition		-
	Functionaries	1. Meals/Ration provision		-
	Funds	1. Service delivery 2. Infrastructure development		-

Fair Price Shop

Pillar	Theme	Sub-Theme	Questions	Possible Indicators
Efficiency	Function	1. Planning 2. Execution 3. Implementation	1. Are your panchayat members invovled in the Annual plan preparation of the FPS?	1. Percentage of respondents who responded that the panchayat members are involved in the Annual Plan preparation?

		4. Development Work 5. Training and Capacity Building 6. Powers and Authorities 7. Infrastructure 8. Administration 9. Politics 10. Committees	2. Are panchayat/CVC members involved in the budgeting of the development projects and education programmes implemented in your FPS? 3. Have the staff members attended any training programme at block/state level for effective functioning? 4. According to you, was these trainings helpful to carry out duties more efficiently? (Tick any one)	2. Percentage of respondednts who responded that the panchayat members are involved in the budgeting of development projects and programmes implemented in your FPS? 3. Percentage of staff members who have attended any training programme at block/state level for effective functioning? 4. Percentage of staff members who responded that the trainings were helpful to carry out duties more efficiently?
	Functionaries	1. Roles and Responsibilities 2. Responsiveness 3. Participation 4. Literacy Rate of the Body 5. Number of Staffs as per guidelines 6. Awareness and Knowledge 7. Committee Formation	1. Are you aware of the roles and responsibilities of the FPS? 2. Are the members of the FPS familiar with the guidelines provided by the Department? 3. Have you received the guidelines issued by the State Government or concerned ministry? 4. Are you aware of the roles and responsibilties of the self?	1. Percentage of staffs who were aware of the roles and responsibilities of FPS? 2. Percentage of staffs who were aware of the guidelines provided by the Department? 3. Percentage of staffs who responded that they received the guidelines issued by the State Government or concerned Ministry? 4. Percentage of staffs who were aware of the roles and responsibilities of self?
	Funds	1. Receipt of Budget and Funds 2. Administrative Expenses	-	-

| Effectiveness | Function | 1. Programs and Schemes
2. Evaluation of activities and programs
3. Monitoring activities and programs
4. Maintenance of Infrastructure
5. Awareness and Knowledge
6. Grievance Redressal
7. Service Delivery
8. Influence
9. Interdepartmental Coordination
10. Conduct of Meetings (As per Act and Guidelines) | 1. Do you regularly conduct meetings as per the laid down procedures?
2. Do you keep records of CVC and other meetings?
3. Is there any prescribed format to keep record of the meetings?
4. What is the process of keeping the record?
5. Does regular auditing of implemented programmes and schemes at your FPS takes place?
6. Does regular auditing of accounts of your FPS takes place?
7. Do you have mechanism or procedure to address grievance?
8. Does the FPS coordinate with line department?
9. Does the line department coordinate with FPS?
10. How is the coordination between the line departments officials in education or programme execution and implementation? | 1. Percentage of staffs who responded that meetings are conducted regularly as per the laid down guidelines?
2. Percentage of staffs who responded that the records of CVC and other meetings
3. Percentage of staffs who responded that they have a prescribed format to keep records of the meeitings?
4. Percentage of staffs and process of keeping record of meetings?
5. Percentage of staffs who responded that the auditing of implemented programmes of schemes at FPS takes place
6. Percentage of staffs who responded that there is regular auditing of accounts of FPS
7. Percentage of staffs who responded that there is a grievance redressal mechanism
8. Percentage of staffs who responded that the FPS coordinates with the line department
9. Percentage of staffs who responded that the line department coordinates with the FPS
10. Percentage of staffs who responded that the coordination between the line department officials in education or programme execution and implementation is good |

	Functionaries	1. Accountability 2. Service Delivery 3. Public Participation 4. Grievance Redressal 5. Committee members participation 6. Number of staffs currently working	1. How is the public participation in meetings and programmes conducted by FPS?	1. Percentage of staffs who responded that the public participation in meetings and programmes conduced by FPS is good
	Funds	1. Allocation of funds 2. Utilization of funds towards development plans 3. Utilization of funds towards other expenses	1. Do you receive fund amount as per the budget prepared/approved? 2. Are the granted funds received sufficient? 3. Are you satisfied with the time taken by the funding Department to disburse funds? 4. Are you able to divert the fund for a development work which you feel is more important for the FPS than the project for which fund is received? 5. Budget amount received 6. Budget amount utilized 7. Developmental budget amount received 8. Developmental budget amount utilized	1. Percentage of staffs who responded that they received the fund amount as per the budget prepared/approved 2. Percentage of staffs who responded that the granted funds received are sufficient 3. Percentage of staffs who responded that they are satisfied with the time taken by the funding department to disburse funds 4. Percentage of staffs who responded that they were able to divert the fund for a development work which they felt was more important for the FPS than the project for which the fund is received 5. Percentage budget amount utilized 6. Percentage developmental budget amount utitlized

Economy	Function	1. Ration provided to beneficiaries	-	-
	Functionaries	1. Ration received from depot	-	-
	Funds	1. Service delivery 2. Infrastructure development	-	-

Key Informant Interviews

Key Informant Interviews Questionnaire – Gram Panchayat

Name of the Panchayat Member	
Panchayat Name:	Block:
District:	State:

Information on Panchayat Members

I. Panchayat Pradhan Profile

1. Age		
2. Gender	a) Male	b) Female
3. Educational Qualification		
4. Are you Computer Literate?	a) Yes	b) No
5. Have you ever been elected before?	a) Yes	b) No

II. Panchayat and its members

1. When was the last panchayat election held in your panchayat? (Month and year of elections)	-------------Month		Year
2. Please mention the No. of Panchayat members in your panchayat (Including Mukhiya)	**Permanent Member (Nos.)**		**Temporary Member (Nos.)**	
	Male	Female	Male	Female
3. What is the literacy rate of your members?		
3. Please specify the No. of Computer literate Panchayat members (Those who have any computer related formal education/course or who can operate computers)	Male Nos.		Female Nos.

III. Panchayat Staff

1. Total Number of permanent Staff	
2. Total number of Contract Staff	
3. Total number of Vacancies	
4. Total number of Staff on Deputation	

Information on Panchayat Profile

I. Please provide the following information related to your Gram Panchayat.

1. Total Number of Villages in Panchayat	
2. Total number of households in Panchayat	
3. Total Population of Panchayat	
Economic Details of the Panchayat	
1. No. of Rural Banks	
2. No. of Small-Scale Industries	
3. Predominant economic activity in the GP	

1. Is there any rural handicraft in your panchayat which is one of the livelihood sources for villagers?	
a) Yes	b) No

2. If answered "yes" to the above question then please specify the name of the handicraft and provide a brief description about it.

Panchayat Connectivity

1. Please specify the kind of road link available at your panchayat. (Tick any one)				
a) Highway link	b) Good Road	c) Average	d) Poor Road Link	e) No Proper Road

2. Specify the distance of Panchayat from the district headquarter/town	
	Km.

3. Specify the distance of the nearest National highway from panchayat	
	Km.

4. What is the most common mode of transport used by villagers to travel to nearest district town?	
Electricity and Telecommunication status in Panchayat	
1. Please specify the number of households in panchayat having electricity connection (Nos.)	
2. Please specify the number of hours for which electricity is available per day (in 24 hrs)	hrs.
3. Please specify the number of households in panchayat having telephone connection (Nos.)	
4. How is the availability of Internet facility in the GP?	

Other Service Centres	
1. Is there any kiosk (Information Centre) located in your Panchayat? (A kiosk is a shop having computer and other related hardware connected with internet connection and providing various community services like information, computer education, digital photography, agri-related products and services etc.)	

a) Yes	b) No

2. Is there any computer institute in your Panchayat

a) Yes	b) No

3. If answered "No" to the above question then how far is the nearest computer institute from the panchayat?	Km.

Natural Disasters	
1. Which of the following natural disaster is most recurring at your panchayat? (Tick the suitable)	a) Flood
	b) Earthquake
	c) Drought
	d) Cyclone

2. What is the frequency of recurrence of the above-mentioned natural disaster?

a) Throughout the year	b) For three months in a year	c) Rarely

Educational Institutions		
Please provide the information about the educational institutes present in your panchayat.		
	Govt.	Private
Primary School (Nos.)		
High School (Nos.)		
Higher Secondary School (Nos.)		
Health Institutions		
Please provide the information about the Health institutes present in your panchayat.		
	Govt.	Private
Primary Health Centre		
Sub-centre/ Wellness Centre		
Anganwadi Centre		
Please provide the information about the Anganwadi Centre present in your panchayat.		
	Govt.	
Anganwadi Centre (Nos.)		
Public Distribution Centre		
Please provide the information about the Fair Price Shop present in your panchayat.		
	Govt.	
Fair Price Shop		
Please list down the three major reasons of backwardness of your area and which needs immediate attention.		
Problem 1:		
Problem 2:		
Problem 3:		

ROLES AND RESPONSIBILITIES OF PANCHAYATS

Are you aware of the functions and responsibilities of Gram Panchayat (Tick any one)		
a) Fully aware	b) Partly aware	c) Not aware
Please list down the important functions and responsibilities of Gram Panchayats		
1. 2. 3. 4. 5. 6. 7. 8. 9. 10.		
Are the members of panchayat familiar with the guidelines provided by PRI (Panchayati Raj Institution)?		
a) Yes	b) No	c) Only few members are aware
Have you received the guidelines issued by State Govt. or concerned ministry?		
a) Yes		b) No
If answered "Yes" to the above question, then who provided you the guidelines?		

Amongst the following services areas, please tick the areas in which the services have been delivered to the citizens of the GP.	
Services	Tick against the service provided by your panchayat
1. Primary Education	
2. Adult and non-formal education	
3. Primary health care	
4. Drinking water and sanitation	
5. Women and child development	
6. Social welfare	
7. Rural electrification	
8. Road and infrastructure development	
9. Poverty alleviation	
10. Census on BPL	
11. Promotion of Cottage Industries.	
12. Agriculture, including agricultural extension	
13. Animal husbandry, dairying and poultry	
14. Fisheries	
15. Social and farm forestry, minor forest	
16. Produce fuel and fodder	
17. Khadi, village and cottage industries	
18. Rural housing	

19. Non-conventional energy source	
20.Poverty alleviation programmes	
21. Libraries	
22. Cultural activities	
23. Markets and fairs	
24. Welfare of the weaker sections and in particular the Scheduled Castes and Scheduled Tribes	
25. Public distribution system	
26. Maintenance of community assets	
27. Construction and maintenance of dharmashalas, chatras and similar institutions	
28. Construction and maintenance of cattle sheds, pounds and cart stands.	
29. Construction and maintenance of slaughter houses.	
30. Maintenance of public parks, playgrounds etc.	
31. Regulation of manure pits in public places	
32. Establishment and control of shandies.	
33. Others (please specify)	
What are the advantages and disadvantages of working with officials of the above line departments?	
How can the disadvantages be addressed by the GP office?	

Does your panchayat collect any taxes? (Tick any one)	
a) Yes	b) No
If answered "Yes" then please mention the nature of taxes collected by your panchayat.	

1.
2.
3.
4.
5.
6.

If your panchayat does not collect any taxes then, are you aware about any taxes which come under the purview of Panchayat?	
a) Yes	b) No

Please specify in detail the problems faced by you in effectively carrying out the roles, responsibilities and functions of panchayat. (If any)

ROLES AND RESPONSIBILITIES OF SELF

Are you aware of the Role and responsibilities of you (Tick any one)		
a) Fully aware	b) Partly aware	c) Not aware

Functionaries	Roles and Responsibilities	Check Box for Activities Performed				Remarks
		Daily	Weekly	Monthly	Annually	
Panchayat Development Officer	Submit to the Grama Panchayat the monthly accounts of the Grama Panchayat Submit to the Grama Panchayat the monthly accounts of the Grama Panchayat meeting.					
	Furnish returns, statement of accounts and such other information when called for, by the Government or the auditor;					
	Inspect or cause to be inspected the accounts of institutions under the control of the Grama Panchayat					
	Co-ordinate the preparation of the annual plan and five year plan so that the approved plan is submitted to the District Planning Committee in time;					
	Keep records of the Grama Panchayat. Standing committees, and other committees, Grama Sabha and Ward Sabha;					
	Disburse Grama Panchayat fund and plan fund to the officers concerned and furnish utilization certificate in the manner prescribed.					
	Receive the declarations filed by all the members of the gram panchayat of the movable and immovable assets and liabilities of more than two lakhs owned by him and by all the members of his joint family and forward them to the state election commission with a statement of members who have filed and who have not filed the declaration.					

	Shall execute the contract or agreements on behalf of the Gram Panchayat in respect of matters which he is empowered to carry out under the provisions of any law for the time being in force and such contract or agreement shall be executed up to such amount of value of the contract or agreement as may be prescribed by the government from time to time					
	(Habitation Sabha)- PDO/Secretary (or anyother GP voter elected by members present at the meeting) shall convene the meeting of the habitation sabha if the elected member of the ward in habitation fails to convene/preside over the meeting.					
	(Habitation Sabha)- PDO/Secretary shall convene a special meeting of the habitation sabha, as the case may be, where at least ten percent of the voters of the habitation make a request in writing, specifying the subject for the meeting.					
	Assist Panchayats in decentralised/ convergent planning under MGNREGA by taking up participatory planning approach.					
	Implementation and monitoring of Mahatma Gandhi NREGA.					
Adhyaksh	Shall convene meetings of the Grama Panchayat					
	Shall have access to the records of the Grama Panchayat and may call for records and files, and pass orders thereon in accordance with the provisions in the Act, rules and other standing orders and in pursuance to resolution passed by the Grama Panchayat to that effect					
	Shall exercise supervision and control over the acts of the officers and employees of the Grama Panchayat					
	May, if in his opinion the immediate execution of any work or the doing of any act which requires the sanction of a committee or of the Grama Panchayat, is necessary in public interest convene a meeting for the purpose with a notice of twenty four hours					
	May, whenever he thinks fit, and shall, upon the written request of not less than one-third of the total number of members and on a date within fifteen days from the receipt of such request, call a special meeting.					

	Have power to place under suspension any officer or employee under the control of the Grama Panchayat where a disciplinary proceeding against him is contemplated or pending or where a case against him in respect of any criminal offence is under investigation or tria					
	(Gram Sabha) The Adhyaksha of the Gram Panchayat shall convene the first meeting of all the Gram Sabhas as far as may be within sixty days					
	(Gram Sabha) Every meeting of the Gram Sabha shall be presided over by the Adhyaksha of the concerned Gram Panchayat					
	(Gram Sabha) The officers in the Gram Panchayat area shall attend the meetings of the Gram Sabha as may be required by the Adhyaksha and such officer of the panchayat as is specifically nominated as convener of the meeting shall assist in convening and conducting its meetings, recording proceedings in the minutes book and video graph and all the decisions shall be recorded and shall be authenticated by the Adhyaksha					
	(Gram Sabha)-May call for meetings of Gram Sabhas for drafting plans and programmes for empowerment, of the scheduled castes and the scheduled tribes, women and the children to discuss issues related to each of them separately, at least once in a year before the Gram Panchayat meetings					
	(Gram Sabha)-May call for special meetings of the Gram Sabha whenever a request is made by not less than ten percent of the members of the Gram Sabha specifying the subject for discussion in such request, so however that there shall be an interval of at least three months between any two special meetings.					
	(Gram Sabha)-May call for special budget meetings of the Gram Sabha twice a year in the months of April and October to consider the plans and finances of the Gram Panchayat					
	A member of a Grama Panchayat may resign his membership in writing under his hand addressed to the Adhyaksha. The Adhyaksha shall cause the letter of resignation to be placed in the next meeting of the Grama Panchayat.					
Upadhyaksha	Shall exercise the powers and perform the duties of the Adhyaksha when the Adhyaksha is absent, on leave or is incapacitated from functioning.					

	If the Adhyaksha fails to call a special meeting, the Upadhyaksha or one third of the total number of members may call such meeting for a day not more than fifteen days after the presentation of such request and require the Secretary of the Grama Panchayat to give notice to the members and to take such action as may be necessary to convene the meeting.					
	The Upadhyaksha of the Gram Panchayat shall convene every meeting of the Gram Sabhas in the absence of the Adhyaksha					
Secretary	Seven clear days notice of an ordinary meting and three clear days notice of a special meeting specifying the place, date and time of such meeting and the business to be transacted thereat, shall be given by the Secretary of the Grama Panchayat to the members and such officers as the Government may prescribe, and affixed on the notice board of the Grama Panchayat.					
	The minute book shall always be kept in the office of the Grama Panchayat and shall be in the custody of the Secretary of the Grama Panchayat.					
	A copy of every resolution passed by the Grama Panchayat shall within ten days from the date of meeting be forwarded by the Secretary to the Executive Officer [and copies of the minutes of the meeting shall be furnished to all members].					
	Shall give notice to the members of the Grama Panchayat incase the Adhyaksha fails to call a special meeting and the Upadhyaksha or one third of the members call the meeting within 15 days since the presentation of such request, to take such action as may be necessary to convene the meeting					
	(Water Supply)- The Secretary or any officer authorised by the Grama Panchayat in this behalf may at any time by written notice require that the owner or any person who has control over any well, stream, channel, tank, or other sources of water supply shall, whether it is private property or not (if the water is ued for drinking):-, (i) keep and maintain any such source of water supply, other than a stream, in good repair, or (ii) within a reasonable time to be specified in the notice cleanse any such source of water supply from silt, refuse and decaying vegetation, or (iii) in such manner as the Grama Panchayat directs protect any such source of water supply from pollution by surface drainage or, (iv) desist from using and from permitting others to use for drinking purposes any such sources of water supply, which not					

	being a stream in its natural flow, is in the opinion of the Grama Panchayat unfit for drinking, or (v) if, notwithstanding any such notice under sub-clause (iv) such use continues and cannot, in the opinion of the Grama Panchayat, be otherwise prevented, close either temporarily or permanently, or fill up or enclose or fence in such manner as the Grama Panchayat considers sufficient to prevent such use, such source of water supply, or (vi) drain off or otherwise remove from any such source of water supply, or from any land or premises or receptacle or reservoir attached or adjacent thereto any stagnant water which the Grama Panchayat considers is injurious to health or offensive to the neighborhood				
	(Water Supply)-The Secretary or any officer authorised by the Grama Panchayat in this behalf may at any time by written notice require that the owner or any person who has control over any well, stream, channel, tank, or other sources of water supply shall, whether it is private property or not within twenty four hours of such notice repair, protect or enclose in such manner as the Grama Panchayat may direct or approve any source of water supply, whether used for drinking purposes or not , other than a stream in its natural flow, if for want of sufficient repair, protection or enclosure such source of water supply is in the opinion of the Grama Panchayat dangerous to the health or safety of the public or of any persons having occasion to use or to pass by or approach the same.				
	(Water Supply)-When any pool, ditch, tank, pond, well, hole, or any waste or stagnant water, or any channel, or receptacle of foul water or other offensive or injurious matter, whether the same be within any private enclosure or otherwise shall appear to the Secretary to be likely to prove injurious to the health of the inhabitants or offensive to the neighborhood, the Secretary may by written notice require the owner of the same to cleanse, fill up, drain off or remove the same, or to take such measure as shall, in his opinion be necessary to abate or remove the nuisance.				
	(Infectious Disease)-The Secretary or any person authorised by the Grama Panchayat in this behalf may enter at any time after reasonable notice, any building or premises in which any infectious disease is reported or suspected to exist, for the				

	purpose of inspecting such building or premises. No such inspection shall be made except between sunrise and sunset.					
	(Infectious Disease)- If the Secretary is of opinion that the cleansing or disinfecting of a building or premises or of a part thereof or of any articles therein likely to retain infection, would tend to prevent or check the spread of any infectious disease he may by notice require the owner or occupier to cleanse or disinfect the same within a time to be specified in such notice					
	(Infectious Disease)-The Secretary shall, from time to time, notify places at which articles of clothing or bedding or other articles which have been exposed to infection from any dangerous or infectious disease may be washed or disinfected					
	(Infectious Disease)-The Secretary may direct the destruction of clothing, bedding, or other articles likely to retain such infection.					
	(Habitation Sabha)- PDO/Secretary (or anyother GP voter elected by members present at the meeting)shall convene the meeting of the habitation sabha if the elected member of the ward in habitation fails to convene/preside over the meeting.					
	(Habitation Sabha)- PDO/Secretary shall convene a special meeting of the habitation sabha, as the case may be, where at least ten percent of the voters of the habitation make a request in writing, specifying the subject for the meeting.					
Accounts Assistant	Shall assist the Panchayats in the discharge of their duties and responsibilities for the maintenance of accounts of all the money transactions taking place in the Panchayats.					
Gram Rozgar Sevak/ Employment Guarantee Assistant	Assisting Gram Panchayat in executing MGNREGA works at Gram Panchayat level					
	Overseeing the process of registration, distribution of job cards, provision of dated receipts against job applications, allocation of work to applicants etc.					
	Facilitating Gram Sabha meetings and social audits.					
	Recording attendance of labour every day either himself/ herself or through the mate in the prescribed Muster Rolls at the work site.					
	Ensuring that Group mark outs are given at worksite for every groups of labourers, so that the workers know the output required to be given to earn wage rate every day					
	Ensuring that all Mates attend worksites on time and take roll calls/ attendance in prescribed muster roll at worksite only					

	Ensuring worksite facilities and updating job cards of the workers regularly				
	Maintaining all MGNREGS-related registers at the Gram Panchayat level.				
	Assist the Panchayat Secretary or any other official responsible for maintenance of MGNREGA accounts and ensuring that the documents are conveniently available for public scrutiny				
	Supporting Gram Panchayat in the organisation of Rozgar Diwas and act as convener of the Rozgar Diwas.				
	Facilitating the planning process at the village level for convergence as a part of village resource group.				
	Filling the details of eligible household after verification in the MIS (NREGA Soft).				
	Making available index map and relevant records to State Quality Monitor in advance of their visit.				
	Distributing pay slips amongst workers along with mates.				

Projects Planning and Implementation

How do you identify the need for development programme in your panchayat?	
Does your panchayat members are involved in the Annual plan preparation for development projects implemented in your area?	
a) Yes	b) No
If answered "Yes" to the above question then specify your extent of involvement in the planning by ticking any one of the following. (Tick any one)	
a) Project plans initiates at panchayat level	
b) Plans do not initiate at panchayat level but panchayat members are consulted for any inputs/views on the plan before implementation.	
Are panchayat members involved in the budgeting of the development projects implemented in your area? (Tick any one)	
a) Yes	b) No
Do you receive fund amount as per the budget prepared/approved?	
a) Yes	b) No
Are the granted funds received for development projects are sufficient? (Tick any one)	
a) Yes	b) No funds are always less than the planned amount
Average time taken to receive the fund for the project/activity after the plan is approved?	Months
Are you satisfied with the time taken by the funding Department to disburse project funds?	
a) Yes	b) No

Are you able to divert the fund for a development work which you feel is more important for the panchayat than the project for which fund is received?	
a) Yes	b) No

Please specify the name of the department or to whom the fund utilisation report is submitted?

Apart from the panchayats which other departments involved in project implementation in the village?
Name of the Department:

Please tick the activities in which you feel that Gram Panchayat should have active participation?(Tick the suitable)	
a) Planning of developmental activities for Panchayat villages	
b) Budgeting of the planned activities	
c) Implementation of the development activities in panchayat	

d) Monitoring and evaluation of implementation and budget utilisation towards development activities	
e) Others (please specify if you feel any other activity)	

Budget and Funds

Please provide the following details regarding annual budget of your Panchayat for these years		
	Budget amount received (Rs.)	Amount utilised out of the received amount (Rs.)
Year 2018 – 19		
Year 2019 – 20		
Year 2020 – 21		

Please provide the following details for the development projects undertaken by your panchayat during last two years.		
Mention the names of project/development activities undertaken by your panchayat.	Budget amount received (Rs.)	Amount utilised out of the received amount (Rs.)
1. Construction of roads		
2. Installing hand pumps		
3. Construction of drains and sewer		
4. Construction of buildings		
If other activities are undertaken then mention their names below		

Out of the developmental activities undertaken by you which one activity has provided most satisfaction to the villagers?

What is your suggestion for the improving the disbursal of funds to the panchayats?

Sl. No.	Items of Expenditure	Monthly expenses in Rs.	Annual Expenses in Rs.	Govt./Department budget for this purpose (allowances, contingency expenses, refreshment expenses etc,)	How Expenses were met (in Rs.)		
					Claimed through reimbursement	Expenses met from officer's pocket	Expenses met from other sources
1	Stationary Expenses						
	Paper						
	Printer cartridge						
	File wrappers						
	Other expenses						
2	Travelling Expenses for spot inspections, site visits, work inspections and meetings etc,						
	Government Vehicles						
	Own vehicles						

3	Refreshments for visitors, senior officers, other officers, meetings etc,.					
4	Greetings and Welcome gifts, books, flowers etc,					
5	Expenditure for public functions and inaugural programmes					
6	Other expenses if any					

Meetings and record keeping

Do you regularly conduct meetings (Gram Sabhas) as per the laid down procedures?	
a) Yes	b) No
How many meetings are to be conducted as per Guidelines in a year?	
What is the frequency of meeting that to be conducted as per guidelines?	
How many meetings of Panchayat members have been conducted in last one year?	
(Specify the Nos.)	
Do you keep records of panchayat meetings?	
a) Yes	b) No
Is there any prescribed format to keep record of the panchayat meetings?	
a) Yes	b) No
What is the process of keeping the record?	
a) Manually	b) Computerised
Who maintains the records of meeting conducted at GP	

Specify the reasons for which meeting of Panchayat members are conducted?
1
2
3

4

Please specify the way in which records are maintained by the panchayat. (Tick all that applies for your panchayat)

	Manually	Records which are computerised	Records which need to be computerised
a) Planning and budgeting			
b) Project implementation records			
c) Fund utilisation records			
d) Meetings			
e) Office expenses			
f) Others (specify)			

Please specify the names of the software used by your panchayat office for maintaining the records?

Audit

Does regular auditing of implemented programmes and schemes at your panchayat takes place?

a) Yes	b) No
Please specify the month/year when the panchayat records were last audited?	
Month Year	
Mention the name of the auditor who conducted the audit?	

Does regular auditing of accounts of your panchayat takes place?

a) Yes	b) No
Please specify the month/year when the panchayat records were last audited?	
Month Year	
Mention the name of the auditing agency which conducted the audit?	

Training and Capacity Building

Have the panchayat members attended any training programme at block/state level for effective functioning of PRIs (Panchayats)?

a) Yes	b) No

If "Yes" then, please write below the name of the training (attended) in the first column and provide the information relevant to each training in other columns.

Training name	Where was it conducted	Duration of Training (In Days)	When was it conducted (Month & Year)	Name of the Training agencies

According to you, was these trainings helpful to carry out panchayat duties more efficiently?

(Tick any one)

a) Very helpful	b) Somewhat helpful	c) Not helpful at all

Do you need any further training for effective functioning of panchayat, record maintenance and understanding the future areas of planning and development of your panchayat?

a) Yes	b) No

If answered "Yes" to the above question then what training would you like to have in future?

Have the panchayat Staff attended any training programme at block/state level for effective functioning of PRIs (Panchayats)?

a) Yes	b) No

If "Yes" then, please write below the name of the training (attended) in the first column and provide the information relevant to each training in other columns.

Training name	Where was it conducted	Duration of Training (In Days)	When was it conducted (Month & Year)	Name of the Training agencies

According to you, was these trainings helpful to carry out panchayat duties more efficiently?

(Tick any one)

a) Very helpful	b) Somewhat helpful	c) Not helpful at all

Do you need any further training for effective functioning of panchayat, record maintenance and understanding the future areas of planning and development of your panchayat?

a) Yes	b) No

If answered "Yes" to the above question then what training would you like to have in future?

Grievance Redressal

Do you have mechanism or procedure to address grievance?	
a) Yes	b) No

If Yes, please specify the mechanism
If No, who is responsible to address grievance?
What is the time take to resolve the grievance?
In days ____

Line department Coordination

Do Gram Panchayat coordinates with line department?	
a) Yes	b) No
If Yes, please specify for what reason line department are coordinated by the GP?	
1. 2. 3.	
Do line department coordinate with Gram Panchayat?	
a) Yes	b) No
If Yes, please specify for what reason Gram Panchayat are coordinated?	
1. 2.	

3.
How is the coordination between the line departments officials in development or programme execution and implementation?

a) Good	b) Average	c) Poor

If answer is average or poor, please specify the reasons affecting good coordination between line departments
1.
2.
3.
4.

Public Participation

How is the public participation in meetings and programmes conducted by GP?

a) Good	b) Average	c) Poor

If answer is average or poor, please specify the reasons affecting good participation?
1.
2.
3.
4.

Community Score Card

A. Organising Gram Sabhas

Parameters	Scores
Information about Gram Sabha meetings	
Participation of women and marginalised sections	
Quorum and Participation	
Discussion on development plans	
Environment of meeting (Timing, Venue, People behaviour etc.)	
Grievance Redressal	

B. Education

Parameters	Scores
Distribution of text books and other learning materials	
Attendance of boys	
Attendance of girls	
Punctuality of Teacher	
Adequate infrastructure	
Quality of teacher	
Behaviour of teacher	
Grievance redressal	

C. Drinking Water

Parameters	Scores
Adequate number of Taps	
Adequate number of Hand Pumps	
Adequate number of Drinking water RO units	
Adequate amount of water supply	
Quality of drinking water	
Non-functional hand pumps	

Non-functional Drinking water RO units	
Time delays in reporting	

D. Mid-Day Meals

Parameters	**Scores**
Quality of Food provided	
Quantity of food provided	
Time of food provided	

E. Village Infrastructure

Parameters	**Scores**
Adequate roads	
Adequate street lights	
Maintenance of roads	
Maintenance of street lights	
Adequate supply of electricity	
New development plans	
New development plans execution	

F. Health

Parameters	**Scores**
Availability of doctors	
Availability of allied staff	
Availability of medicines	
Frequency of immunisation	
Frequency of asha worker visit	
Availability of doctors or nurse at emergency	
Behaviour of staff in health institution	
Grievance redressal	

G. Public Distribution System

Parameters	Scores
Information about distribution (Time, Place and date)	
Quantity of ration provided	
Quality of ration provided	
Behaviour of staff	
Frequency of distribution of ration	
Grievance redressal	

H. Programmes and Schemes

Parameters	Scores
Information about Programmes and Schemes	
Selection of beneficiaries	
Support from the project staff	
Behaviour of project staff	
Support from Gram Panchayat	
Behaviour of Gram Panchayat staff	

I. Women and Child Development

Parameters	Scores
Punctuality of anganwadi teacher	
Availability of anganwadi staff	
Adequate distribution of food supplies	
Quality of food supplies	
Day care and play area of anganwadi	

J. Taxation

Parameters	Scores
Information about taxes	
Information about rates of taxes	
Regularity in collection of taxes	
Transparency in tax collection	
Transparency in revenue utilisation	

Public Affairs Centre

#15, KIADB Industrial Area,

Jigani-Bommasandra Link Road

Jigani Post, Anekal Taluk

Bengaluru - 560105

Karnataka, India