

EVALUATION STUDY
OF
BACKWARD REGIONS GRANT FUND (BRGF)



Planning Commission
Programme Evaluation Organisation
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Abbreviations

AC	Anganwadi Centre
BADP	Border Area Development Programme
BRGF	Backward Regions Grant Fund
CDO	Chief Development Officer
DDC	Deputy Development Commissioner
DPC	District Planning Committee
DPO	District Panchayat Officer
GP	Gram Panchayat
GS	Gram Sabha
GSM	Gram Sabha Meeting
HPC	High Powered Committee
ICDS	Integrated Child Development Scheme
IPs	Intermediate Panchayats
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
NRHM	National Rural Health Mission
PDS	Public Distribution System
PMGSY	Prime Minister Gramin Sadak Yojana
PRIs	Panchayati Raj Institutions
RSVY	Rashtriya Samvikas Yojana
SCs	Scheduled Castes
SSA	Sarva Siksha Abhiyan
STs	Scheduled Tribes
TSC	Total Sanitation Campaign
TSI	Technical Support Institutions
ULBs	Urban Local Bodies
UPA	United Progressive Alliance
UPPCL	UP Project Corporation Limited
WS	Ward Sabha
ZPs	Zila Panchayats

PREFACE

The Backward Regions Grant Fund Program (BRGF), was launched by the Prime Minister in the month of February 2007, with the objective of redressing persistent regional imbalances in development by way of providing financial resources for supplementing and converging existing developmental inflows into the identified 250 backward districts across 27 states. Its dual purpose is to bridge critical gaps in local infrastructure and other development requirements that are not being adequately met through existing inflows and to strengthen the participatory development processes through decentralized planning and implementation, thereby reducing overall backwardness of the regions and improving livelihood conditions of the inhabitants of the areas.

Programme Evaluation Organisation (PEO) of Planning Commission was entrusted to conduct the evaluation study on BRGF during the year, 2011 with the main objectives to assess the physical and financial progress of the scheme across all the states, level of preparation of planning, process of fund transfer from Centre to states, level of peoples' participation and involvement of PRIs, institutionalization of monitoring and social audit and the implementation of the capacity building component of the programme etc.. The reference period of the study was from the commencement of the programme in the year 2006-07 to the year 2010-11. The study covered 31 districts, 83 blocks, 1062 Gram Panchayats, 47 urban local bodies, 3335 rural households and 1145 urban households spread over 16 sample states of the country.

The study has come out with many important findings, the details of which are explained in various chapters of the report. However, it has been revealed from the evaluation study that the release and allocation of fund under the programme during the years from 2006-07 to 2009-10 was sixty four per cent on an average. None of the states was able to get more than eighty per cent of the allocation released. The overall utilization (of the total release of funds between 2006-07 and 2010-11) was merely thirty six per cent approximately, and the overall utilization ratio of the capacity building grants was seventy two per cent approximately. More than forty types of works were undertaken across the states, but the investment in productive assets was low, and the nature of assets created varied in rural and urban areas. The greatest proportion of the works pertained to the provision of basic amenities like healthcare, education and drinking water, which are also covered under the various flagship programmes being executed by the Centre.

The study has observed that the BRGF beneficiaries belong to all sections of the society, and, people from different economic strata have been benefited in both the

rural and urban areas. It has been recommended in the report that the overall amount of grants per GP should be enhanced according to the need, so that the choice of assets creation does not get restricted. The incurring of expenditure on items like the construction of classrooms, toilets and other amenities, for which other resources are also available, should be discouraged. Efforts should be made to encourage the execution of big projects with long term and greater socio-economic impacts instead of diffusing the BRGF resources on all kinds of works. The scope of convergence may be restricted to the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) with the caveat that in the BRGF districts, all the labour components of the BRGF works would be brought under the MGNREGS.

The study received continuous support and encouragement from the Hon'ble Deputy Chairman, Planning Commission and Secretary, Planning Commission. The study was designed by the Officers of PEO Headquarters. The field investigation and the compilation, tabulation, analysis of data including drafting of the report were conducted by M/s. Institute of Human Development (IHD), New Delhi, under the supervision of the officers of PEO Headquarters and its field units under my overall guidance. The contribution of all the officials of PEO, subject division of Planning Commission, implementing Ministry and IHD, New Delhi is gratefully acknowledged.

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Adviser (PEO)

New Delhi
Dated: 24th April, 2014.

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Adviser (PEO)

New Delhi

Dated: 24th April, 2014.

Executive Summary

I. Background

The Backward Regions Grant Fund (BRGF) is an area development intervention that is aimed at promoting decentralized planning and development through a yearly untied development and capacity building grants to 250 (now 254) backward districts across 27 states in the year 2006-07.

BRGF has been designed with the dual purpose of meeting the unfulfilled critical infrastructural (development) gaps and strengthening of the participatory development processes through decentralized planning and implementation. In the short term, the programme aims at increasing infrastructural facilities in the backward regions and strengthening the development planning capacity of local institutions. In the long term, it aims at reducing overall backwardness of the regions/districts, reducing poverty and improving livelihood conditions in the areas

A majority of these districts invariably fall in the backward states, and are heavily populated by the Scheduled Castes (SCs), Scheduled Tribes (STs) and Muslim minorities, especially in eastern India. fall in the erstwhile BIMARU states (Bihar, Madhya Pradesh, Rajasthan and Uttar Pradesh), which now also include the states of Uttarakhand, Chhattisgarh and Jharkhand, and there is a large concentration of the BRGF districts in the eastern, North-eastern and central parts of India.

2. Main Objectives of the Study

This study aims at evaluating the overall performance of the programme since its commencement in the year 2006-07 and up to the year 2010-11. The focus of the study is on examining the implementation status, mainly linked to the financial and physical progress of the programme, the difficulties and challenges of implementation, and the impacts of the programme on the local infrastructure, development of the area, and the socio-economic conditions of the people of the district.

3. Approach and Methodology

The study is based on both primary and secondary data. The primary data has been collected through a sample survey across 31 districts in 16 states. The beneficiary sample consists of 3,335 households from the rural areas and 1,145 households from the urban areas. The rural sample was selected from 222 villages from 162 Gram Panchayats (GPs), while the urban sample was selected from 47 urban local bodies (ULBs).

4. Main Findings and Observations

4.1 Release and Utilization Ratios of the Development Grants

- The release of allocation of all the states was 64 per cent (during the period 2006-07 to 2009-10), which varied from year to year and across the states. It was 56.18 per cent in 2007-08, 65 per cent in 2008-09, 75 per cent in 2009-10, and 109.62 per cent in 2010-11.¹
- None of the states was able to get more than 80 per cent of the allocation released. Chhattisgarh, Andhra Pradesh, Haryana, Rajasthan, Bihar, and Madhya Pradesh (MP) were the leading states in terms of the overall release ratio. The states with the lowest release ratio were Uttarakhand, Jammu & Kashmir, Assam, Gujarat, Punjab, and Maharashtra.
- The overall utilization (of the total release of funds between 2006-07 and 2010-11) was merely 35.68 per cent. However, while the release ratio increased over the period under study, the utilization ratio decreased during successive years under evaluation. It was 50.94 per cent in 2007-08, then decreased to 26 per cent in 2008-09, after which it increased to 43.89 per cent in 2009-10, but again declined to 28 per cent in 2010-11.

¹ The release ratio exceeding 100 per cent in 2010-11 is due to the release of funds for the previous year during the subsequent next year.

- The states of Punjab, J&K, Karnataka, Meghalaya, Bihar, Haryana and Uttarakhand utilized more than 60 per cent of the released amount, whereas the states of Sikkim, Tamil Nadu, Tripura and Arunachal Pradesh were also able to utilize more than 50 per cent of the released amount. In the rest of the states, the utilization ratio remained less than 50 per cent with the lowest being 20 per cent in Andhra Pradesh (AP),² Chhattisgarh, Rajasthan, Mizoram and Uttar Pradesh (UP).
- Pre-released conditionalities are the main reasons for the low release ratio and subsequently the low utilization ratio. The utilization of the first instalment of the previous year is a conditionality for the release of the first instalment of the subsequent year. The release was also linked to the approval of the annual action plan by the High Powered Committee (UPC) and subsequently by the Panchayat Raj Ministry at the Centre.

4.2 Release and Utilization Ratios of the Capacity Building Grants

- Although the release of capacity building grants was irregular, both the release and utilization ratios of capacity building grants were better than those of development grants. The total release ratios of all the states were 34.12 per cent in 2006-07, 47.77 per cent in 2007-08, 53.43 per cent in 2008-09, 75.06 per cent in 2009-10, and 77.63 per cent in 2010-11. The trend shows an increase over the years.
- The release ratio varied across the states. It was higher in West Bengal, Karnataka, AP, Maharashtra, Himachal Pradesh (HP) and MP, which are characterized by better institutionalized Panchayati Raj Institutions (PRIs) and Urban Local Bodies (ULBs), and lower in states with weak PRIs and ULBs. This also indicates a kind of low level development trap wherein the states with weak

² The low utilization ratio in AP seems to be due to non-reporting of data.

local institutions are also weak in terms of the utilization of the allocated resources even though the latter are meant exclusively for them.

- The overall utilization ratio of the capacity building grant was better than the release ratio and it was also better than the utilization ratio of the development grants.
- Out of the 31 surveyed districts, less than one-third were receiving capacity building grants. One reason for this was the irregular release of the capacity building grants from the Centre to the states, while another reason was the decision of a large number of state governments to utilize this grant in a centralized manner, that is, mostly through the respective State Institution of Rural Development (SIRD). Also, the proposal-based sanctioning of the capacity building grants was another reason for the low release and utilization ratios.

4.3 Physical Progress of the Works under the BRGF

- In the surveyed states, the completed works constituted 61.61 per cent of the sanctioned works while the ongoing works constituted 23.42 per cent of the sanctioned works. About one-tenth of the sanctioned works were not started.
- The sector-wise distribution of the completed, ongoing and yet-to-start works shows that the completion ratio was relatively better in a few sectors than others. For example, out of the total works sanctioned for the welfare of the SCs and STs, 80.64 per cent were completed and 13.72 per cent were ongoing. Similarly, in the case of education-related works, 80.04 per cent were completed, and 12.06 per cent were ongoing. The completion ratio was also appreciable in the case of works related to sanitation, electrification, dairy and animal husbandry, drinking water supply, connectivity, the *anganwadi* centres, and women- and child-related works. On the other hand, the proportion of ongoing works was the highest in the case of agriculture and related infrastructural works, construction of checkdams and irrigation projects, general community assets, and the Gram Panchayat (GP) Bhavans.

- The low completion ratio in the case of certain sectors was sometimes due to the nature of the work, but in most of the cases, it was related to administrative and procedural delays. The completion ratio was better under the ULBs and lower under the PRIs.
- The main reasons for a large proportion of works falling in the category of ongoing or yet-to-be-started works are related to procedural delay, delay in the release of the sanctioned money to the executive agencies, problems in the acquisition of land in a few cases, and other administrative difficulties.
- In the case of the ongoing works, the general difficulty pertained to the timely inspection and submission of inspection reports by the supervisory authority, non-release of the second instalment of funds, and sometimes abandonment of the works by the contractors.
- The state-wise trend in terms of the completion ratio shows that in a few states, the completion ratio was reasonably good. For example, the better progress has been observed in Arunachal Pradesh, Tripura and Haryana and Uttar Pradesh. In other states such as Andhra Pradesh, Bihar and Odisha is reasonable but scope for further improvement. However, in states of Jharkhand, Karnataka, Rajasthan and West Bengal were slow.

4.4 Types of Assets Created

- Varied types of works were undertaken across the states. These included works related to agriculture and allied activities, construction of the health centres and *anganwadi* centres, dairy and animal husbandry, veterinary hospitals, roads, bridges, culverts, drainage systems, playgrounds, stadiums, checkdams, water conservation and harvesting works, tubewells and drinking water supply works, school buildings, additional classrooms, electrification works, Gram Vikas Kendras and GP Bhavans, etc.

- The nature of assets created varied in the rural and urban areas. While in the rural areas, the focus was more on roads, bridges, culverts, irrigation works, *anganwadi* centres, school, buildings, and health centres, in the urban areas, the focus was more on community halls, market sheds, public toilets, garbage collection bin, drainage, etc. However, the investment in productive assets was low.
- The greatest proportion of the works pertained to the provision of basic amenities like healthcare, education and drinking water, which are also covered under the various flagship programmes being executed by the Centre.
- Investment in big infrastructural projects was lacking. Rather, the tendency was to spread the investment in as many categories without any clear vision about the objectives of the BRGF.
- The distribution of the types of assets created suggests that works targeted at the welfare of disadvantage groups including women are low.

4.5 Expenditure on Types of Assets

- The distribution of expenditure corresponds to the types of work undertaken. Nevertheless, some works are more cost-intensive than others. Of the total amount spent during reference period, about one-fourth was spent on the construction of roads, bridges, culverts and other projects related to connectivity. Another 31 per cent of the allocated amount was spent on building of the *anganwadi* and healthcare centres. The other works in order of importance were concerned with electrification (8.24 per cent), water supply (6.10 per cent), the GP Bhavans (6.91 per cent), and sanitation (5.43 per cent). Works related to sanitation, drainage and sewerage, which were mostly taken up by the ULBs, were also given priority in terms of expenditure. The expenditure on agriculture constituted only 0.98 per cent of the total expenditure, while the expenditure on the construction of hostels/buildings less than 1 per cent of the total expenditure.

- The state-wise figures show that the trend in expenditure generally corresponds to the types of assets created. For example, in Rajasthan, 30 per cent of the total expenditure was incurred on the Gram Vikas Kendras and Panchayat Bhavans, 21.49 per cent on building *pucca* roads, 17.33 per cent on the development of women and children, 10 per cent on sewerage works, and 8.76 per cent on education. In Odisha, 41.15 per cent of the expenditure was incurred on building concrete roads and 15.75 per cent on other works, with both these types of projects accounting for the largest share of the total expenditure.

4.6 Inter-se Allocation of Development Grants

- Following the BRGF Guidelines, most of the states have devised a formula indicating the distribution of BRGF grants between the ULBs and Panchayats, and also among the three tiers of Panchayats. However, most of the states have done it in a conventional manner without applying any appropriate criteria.
- Notwithstanding the formula, a deviation in the actual distribution was observed in a number of states. This was found more at the level of distribution between the ULBs and Panchayats than among the three tiers of Panchayats.
- Exceptions to the above were the state of Arunachal Pradesh, which had allocated the entire money to the rural Panchayats, and the states of Jharkhand and J&K which had not developed any formula.

5. Institutional Arrangement and Implementation Processes

5.1 Technical Support Institutions

- In most of the states, the Technical Support Institutions (TSIs) were selected through their respective Rural and Panchayati Raj Departments, but in a few states, the TSIs were selected by the concerned BRGF districts. In Tamil Nadu, the district planning department of the state itself prepared the annual action plan.
- Because of the support extended by their respective TSIs, most of the districts became dependent on the latter, and this did not help in the learning of the

planning processes. The role of the TSI should be advisory and confined to assisting the local institution in the preparation of the perspective and annual action plans, and should not be so encompassing as to allow it to prepare the entire plan and hand over the ready-made plan to the district concerned.

5.2 Perspective Plans, Annual Action Plans and Convergence

- The preparation of the annual action plan seems to be an independent exercise. The extensive information collected in the perspective plans remains unused in most of the cases. Moreover, in most of the cases, the annual action plan mechanically lists the possible works to be undertaken in the district.
- The purpose of integrating resources from all the available sources and of facilitating the convergence of the BRGF with other programmes was not reflected in either the perspective plans or the annual action plans. Albeit, a few districts had made such attempts in their perspective plans but those attempts too remained confined to the perspective plan document.
- The officials in majority of districts require better clarity on goals and objectives of the programme for better implementation.

6. Participatory Planning and Implementation

6.1 Peoples' Participation in the Gram Sabhas and Ward Sabhas

- The level of people's participation in the Gram Sabha (GS) in rural areas and the Ward Sabha (WS) in urban areas was low in most of the states. Among the total respondents (households), only 15 per cent had reportedly participated in the rural areas and 8.5 per cent in the urban areas.
- The participation level, however, varied across the states. Except for Chhattisgarh, it was less than 25 per cent in the rural areas in all the surveyed states and less than 20 per cent in the urban areas in all the surveyed states.
- The low level of people's participation in the GS meeting in some of the states with better institutionalized PRIs is surprising. It seems that in these states, the

decisions about the selection of the BRGF works were taken mostly by the officials and, hence, the people did not take much interest in attending the GS meeting.

- In the urban areas, the level of people's participation in the Ward Sabha meeting was the highest in Assam followed by Haryana, Odisha and MP. It was the lowest in West Bengal, followed by Karnataka, Rajasthan and Chhattisgarh.

6.2 People's Awareness of the Programme

- In several states, the level of people's awareness about the programme was low in both the rural and urban areas. Except for Arunachal Pradesh and Assam, wherein more than 50 per cent of the respondents were aware of the BRGF, in all the other states, less than 50 per cent of the respondents were aware of the programme. The low level of people's awareness results in low level of their participation in both the planning process and social monitoring.

6.3 Recommendation of the Proposal for Works

- Most of the proposals were moved by the local bodies. While 46.51 per cent of the GPs reported that the GP head or other representatives had moved the proposals for the selection of the BRGF works, 46 per cent reported that it was moved by the residents of the villages or the GPs.
- In the urban areas, 60.78 per cent of the ULBs reported that the ward members or councillors moved the proposal for the selection of the BRGF works, and 27.45 per cent reported that the residents of the concerned ward had moved the proposal for the selection of the BRGF works.

7. Monitoring and Auditing

- The process of state level monitoring and evaluation seems to be weak notwithstanding the formal constitution of monitoring committee in a number of states.

- Only 27 per cent of the surveyed GPs and ULBs reported the formation and existence of monitoring committees. In the rest of the GPs and ULBs, the progress of the work was supposedly being reviewed by line departments, officials and GP/ULB representatives.
- Among the surveyed GPs, 39 per cent reported monitoring by the line departments, 26 per cent by other officials, and 6.18 per cent by the GP representatives. In the urban areas, 48 per cent of the ULBs reported monitoring by the line departments and 22 per cent by other officials.
- Several districts reported the conduction of social audit of the BRGF works. Most of these districts belong to three states, namely, Rajasthan, MP and Chhattisgarh. When the issue of social audit was examined at the levels of the GPs and ULBs, only 34.39 per cent of the GPs and 35.42 per cent of the ULBs reported the conduction of the social audit in their respective GPs and ULBs. Again, it was found to be taking place only in some selected districts.

8. Programme Management

8.1 Institutional Mechanism

- The programme management under the BRGF does not create a special institutional arrangement, but aims at strengthening the existing institutions, particularly those created through the 73rd and 74th Constitutional Amendment Acts. Among the specific institutions that BRGF lays an emphasis on strengthening is the mechanism of decentralized planning through the District Planning Committee, which functions as the apex body in charge of grassroots planning.

8.2 Administrative Set-up

- The administrative set-up in the BRGF districts consists of a dedicated cell at the Centre. There is no dedicated set-up at the state or district levels or below, though the existing functionaries are given additional responsibilities of overseeing the BRGF. The functionaries, wherever appointed, are dedicated functionaries of the BRGF.

- There is no need for a separate administrative set-up at the state or district level or below, as an important purpose of the BRGF is to strengthen capacities of the existing institutions. However, the shortage of staff members creates administrative difficulties. This shortage of functionaries was noticed in many of the districts.

8.3. Fund Management

- One of the important issues to be considered under fund management is the timely release of the allocated money from the Centre to the districts, and then from the districts to the Panchayats and ULBs functioning under them.
- The release of the first instalment of funds from the Centre does not occur earlier than October–November, though the financial year starts in the month of April. This resulted in the loss of six months in the implementation of the programme. When the state finally receives the money, it takes another 2–3 months to transfer it to the BRGF districts, while thereafter the districts take their own time to transfer it to the local bodies.

8.4. Plan Plus

- Most of the districts were found to have become familiar with the Plan Plus software by the time the survey and field visit were conducted. However, the actual use of Plan Plus software for the preparation of the plan was not in practice.
- While the districts had become familiar with the Plan Plus, the Intermediate Panchayats (IPs) and Gram Panchayats (GPs) had not started making use of it.
- The major difficulties in this regard pertained to the availability of data and information from other line departments. Another difficulty was related to the receipt of information and data from the IPs and GPs.

8.5 Data Base and Data Management

- In most of the districts, the database for the recording of physical and financial progress of the scheme is weak.
- A clear policy of data management was found to be lacking in a large number of districts. Also, the database is maintained largely in report form and then there is compilation of the report at the district and state levels.

9. Impact Assessment

9.1 Infrastructure and Creation of Productive Community Assets

- Although the investment in the creation of productive community assets like irrigation, checkdams, etc., was low, yet these assets were found to be very useful. On the other hand, the priority was given to other community assets like the construction of roads, culverts, etc, whose productivity depends on the local conditions and economic activities in the areas.
- Under the non-productive community assets, the building of Panchayat Bhavans and Gram Vikas Kendras in the rural areas, and Marriage Halls and Town Halls, among other such projects, in the urban areas, were taken up in a large number. These assets were found to be enhancing the overall well-being of the people.
- Some other works related to the promotion of sports and recreation, and promotion of livelihood were also executed and found to be useful.
- Large projects with greater and long-term economic benefits were not taken up. Also, a tendency was found to increase the number of the projects to reach as many people as possible, but this has resulted in the creation of fewer productive and other assets that have greater and long-term impacts.

9.2 The BRGF Beneficiary Groups

- The BRGF beneficiaries belonged to all sections of the society, in both the rural and urban areas. In the rural areas, 22.67 per cent of the beneficiary households

were SCs; 22.67 per cent were STs; 40.78 per cent were OBCs; and 13.88 per cent were others.

- People from different economic strata were benefited in both the rural and urban areas. In the rural areas, the beneficiary households belonged to the following different occupations: agriculture and allied activities (37.7 per cent), agricultural labour (16.8 per cent), non-agricultural labour (27.2 per cent), services (6.6 per cent), trade and business (4.7 per cent), the self-employed professions (5.1 per cent) and others. In the urban areas, the beneficiaries belonged to the following occupations: agriculture and allied activities (8.9 per cent), agriculture labour (5.2 per cent), non-agricultural labour (25.6 per cent), services (21.9 per cent), trade and business (17.3 per cent), the self-employed professions (17.8 per cent) and others.
- In the rural areas, the largest proportion of people benefited from the construction of *pucca* roads, followed by women and child development works, and the construction of GP Bhavans/Gram Vikas Kendras. In the urban areas, a majority of the people (53.4 per cent) benefited from the construction of *pucca* roads, while 19 per cent of the people benefited from the construction of drainage and sewerage systems.
- Unlike in the rural areas, where the types of benefits were spread across various sectors and activities, in the urban areas, they remained confined mainly to *pucca* roads and sewerage systems.
- In the rural areas, 19.1 per cent of the beneficiary households claimed that the construction of roads, culverts, bridges, etc., has reduced travel time, and 4.2 per cent also pointed out that it has resulted in the reduction of transportation costs. About 13 per cent of the households also averred that education-related investment under the BRGF has resulted in the improvement of the educational attainment for their children while about 4 per cent reported benefits of increased medical facilities due to either a reduction in medical expenses or greater access to medical facilities. About 5 per cent of the people also reported an improvement in hygiene conditions because of the execution of sanitation

and drainage works. While 5 per cent of the beneficiaries reported increased attendance at the *anganwadi* centre, 6 per cent reported the availability of better facilities at the *anganwadi* centres. About 8 per cent of the respondents also revealed that access to drinking water supply has increased.

- In the urban areas, people benefited greatly due to increased connectivity and execution of drainage systems. While 45.8 per cent of the respondents stated that their travel time has reduced due to the construction of roads and pavements, 18.5 per cent noted an improvement in hygiene conditions. In urban areas, most of the works undertaken under the BRGF pertained to road construction, and drainage and sewerage systems.

9.3 Improving Grassroots Governance

- In most of the states, 5 per cent of the development grants were not earmarked for strengthening of the functionaries of the local institutions. Even the overall utilization of the capacity building grants was erratic and irregular, and lacked any clear purpose.
- The information received on a district-wise basis about the use of capacity building grants shows a clear tendency of spending it on the construction of resources and training centres, the purchase of computers and equipments, and training of the PRI and municipal officials and representatives.
- It seems that the capacity building grants were utilized without any clear vision or mapping of the gaps, and that their use was confined to the construction of buildings, purchase of computers and provision of training. The training component of the projects was weak in terms of design, duration and overall efficacies.
- Nevertheless, some improvement in the grassroots governance process has taken place. One important indicator of this is the increased participation of the people in the selection of the works. About 11 per cent of the total respondent households reported increased participation in the Gram Sabha (GS). There is

also an improvement in basic infrastructure like offices, furniture, meeting halls, etc.

9.4 Bridging Inter-regional Disparities

- In the absence of a uniformly structured baseline survey across the BRGF districts, it is difficult to assess the changes in the various indicators of socio-economic development over the period of implementation in the BRGF districts. However, an attempt has been made to measure changes in some of the indicators on the basis of the secondary data available.
- An improvement in the work participation rate (WPR), literacy, healthcare, and basic amenities has been noticed in the BRGF districts. More importantly, the improvement level in these indicators in some of the BRGF districts is more than that witnessed in the overall state figures,
- Although all these changes are not necessarily because of the BRGF, yet the BRGF has definitely contributed to an overall improvement in these indicators.

Changes in the WPR

- While the WPR of the main workers has improved in some districts, it has remained largely unchanged in some other districts. In the districts of the central and western regions, the overall WPR of the main workers has not changed much; rather it has declined. However, this decline has also been observed in the case of the entire region.

Improvement in Healthcare and Education

- There has been an overall improvement in the literacy rate in the BRGF districts and the gap between the BRGF and non-BRGF districts has come down in most of the states/regions studied.
- Under the BRGF, a number of health centres (primary and sub-centre) have been created. In a number of districts, a large number of *anganwadi* centres have also been constructed. These interventions have significant bearings on health outcomes; important among them is the Infant Mortality Rate (IMR).

- The IMR data for the selected districts and states show that in some of the BRGF districts, the IMR is lower than even the corresponding state and even region averages. The gap seems to be reducing.

Access to Basic Amenities

Safe Drinking Water

- A number of projects related to the provision of drinking water supply have been undertaken under BRGF. Although the access to safe drinking water continues to elude a majority of the population in the BRGF districts, yet there has been some improvement in terms of the provision of this facility between 2001 and 2011.
- For example, in the central and western regions, comprising the surveyed states of Chhattisgarh, MP and Rajasthan, access to safe drinking water increased from 67.8 per cent of the total households in 2001 to 76.7 per cent of the total households in 2011. In the case of the surveyed BRGF districts in the same region, the access to safe drinking water increased from 56.1 per cent in 2001 to 70.1 per cent in 2011, signifying an increase of over 14.8 percentage points, which is higher than the increase in the state's average.

Drainage

- The construction of drainage systems was undertaken in a large number of BRGF districts. The drainage systems were constructed mostly in urban areas. The drainage facility has thus improved in some of the BRGF districts, though access to it continues to be less than the respective averages of the states and regions in several districts.
- In the districts of central and western India, both the coverage of drainage systems and the corresponding average totals in the regions and states have improved. However, in districts like Sawai Madhopur in Rajasthan, Balaghat and Panna in MP, and Bastar and Sarguja in Chhattisgarh, the percentage of households without drainage facilities is higher than the corresponding state averages.

Electricity

- Under the BRGF, no significant investment has been undertaken in the production and distribution of electricity. However, investments in solar and other non-conventional sources of energy have been made in a number of districts.
- For the present study, it is important to assess the gap between the BRGF districts and the other districts in terms of access to basic infrastructure. Electricity (energy) is one of the most important infrastructural facilities that triggers many a development benefit.
- The availability of electricity—that is, households with electricity coverage—has improved in both the BRGF as well as the non-BRGF districts. However, a number of BRGF districts still continue to lag behind other districts in terms of electricity coverage.
- For example, the proportion of households having access to electricity in the Bastar and Sarguja districts of Chhattisgarh, the Panna district of MP, and the Sawai Madhopur district of Rajasthan in the central and western regions of India has improved, but it continues to be lower than the state’s average.

10. Recommendations

10.1 Policy Measures

- The overall amount of grants is too small to meet the infrastructural deficits of the backward regions. More importantly, the very low amount of allocation, an average of Rs. 3.74 lakh per annum per GP, restricts the choice of assets creation. Further, the amount is too low to facilitate any meaningful planning, at least at the GP level.
- In the absence of clarity of definition of basic infrastructural gaps, the local bodies are utilizing the BRGF resources for all types of works ranging from drainage to pavement construction. The incurring of expenditure on items like the construction of classrooms, toilets and other amenities, for which other

resources are also available, should be discouraged, and if necessary at all, it should be taken up through convergence with the BRGF.

- Efforts should be made to encourage the execution of big projects with long-term and greater socio-economic impacts instead of diffusing the BRGF resources on all kinds of works. The flagship programmes can take care of most of the works presently being undertaken under the BRGF.
- There seems to be a trade-off between populism and decentralized planning. This can, however, be reduced by developing some objective criteria of selection of works, which should relate to the critical infrastructural gaps, and the overall social and economic impacts of the targeted projects.
- There are sharp variations in the development conditions of blocks, GPs and villages within a BRGF district. The Guidelines do not distinguish between the developed and backward blocks, and between GPs and villages within a BRGF district. It would be advisable to identify the backward Blocks, GPs and villages within a BRGF district and to concentrate the resources for execution of projects in these Blocks, GPs and villages over others.

10.2 Administrative Measures

- A reduction in procedural delays and minimization of channels would be helpful in increasing the overall release and utilization ratios.
- Instead of pre-release stringent procedural requirements, post-release strict monitoring of projects would be more helpful.
- Planning with the support of TSIs should be dispensed with, as it has increased the dependency of the districts on the TSIs for the preparation of the annual action plans. More importantly, it restricts the self-development of the planning process.
- Instead of receiving external support from TSIs, the district level planning department needs to be strengthened with the objective of developing a strong

planning and statistics department headed by a district level economic and planning officer.

- It is imperative to increase the planning capacity of the IPs and GPs.
- The overall monitoring and social control of projects under the BRGF remains weak, which is why it is important for the monitoring committees at the district and GP levels to become truly vigilant bodies with the power to rectify and recover.
- Instead of thinning out investments on a vast range of activities, it would be to limit the investment to a few sectors and to certain productive community assets. Presently, a large number of works have been taken up for which flagship programmes are already in existence. This tendency should be restricted through a change in the programme guidelines.
- The scope of convergence can be restricted to the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) with the caveat that in the BRGF districts, all the labour components of the BRGF works would be brought under the MGNREGS. In order to doubly ensure this, the Ministry of Rural Development (MoRD) could be approached to effect a change in the Guidelines for ensuring compulsory convergence between the BRGF and MGNREGS in the BRGF districts.

Chapter I

Introduction

1.1 Background

One of the objectives of planning in India is to bridge regional development disparities. The problem of uneven regional development is not new. About 200-250 districts in the country are backward in terms of various indicators of socio-economic development of the population and the level of infrastructural development of the region. Out of these, about 100-150 districts are the most backward, and are frequently chosen by the Government of India for specific interventions like the Food for Work Programme, the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) during the first phase, and the Backward Regions Grant Fund (BRGF), among others. These districts invariably fall in the backward states, and are concentrated in North-east, East and Central India. Most of these districts are heavily populated by the Scheduled Castes (SCs), Scheduled Tribes (STs) and minorities, especially Muslim minorities in eastern India. However, a few of these districts also fall in the developed states, such as Mewat in Haryana, and the districts of the Vidarbha region in Maharashtra.

Although the problem of uneven regional development has persisted for years, the trend of disparities across groups and sectors has escalated in recent years. While on the one hand, the scope for direct intervention by the Centre towards bridging disparities in regional development has reduced, on the other hand, the consequences of the liberalised economic policy regime seem to have increased regional disparities. Despite the fact that in recent years, some of the erstwhile laggard states have registered high growth rates, the level of development of these states is still much below that of the developed states. For example, the per capita Gross Domestic Product (GDP) of the states of Bihar, Odisha and Assam is

still much lower than that of the more developed states like Gujarat, Haryana, Punjab and Maharashtra.

While under the new policy regime, all states have been accorded greater autonomy to decide the larger course of economic development, as also greater flexibility to attract private investment, the phenomenon of greater resource mobilization has allowed the Central Government to increase programme-based interventions such as the Bharat Nirman Programme, the Prime Minister's 15-Point Programme and MGNREGA, among others. This increase in programme-based interventions has been effected with a view to simultaneously addressing the problem of increased group, sectoral and regional disparities.

The Centre's programme-based interventions can be grouped into the following three types : -

- (a) Beneficiaries-oriented programmes;
- (b) Area-oriented programmes; and
- (c) Infrastructure-focused programmes.

Beneficiaries-oriented programmes focus on the socio-economic development of the population with a focus on the most deprived sections, including SCs, STs, minorities, and women. The Beneficiaries -oriented programmes that are currently being implemented in the country include interventions such as Public Distribution System (PDS), Sarva Shiksha Abhiyan (SSA), Integrated Child Development Scheme (ICDS), Total Sanitation Campaign (TSC), National Social Assistance Programme (NSAP), Mahatma Gandhi National Rural Employment Gaurantee Scheme (MGNREGS) and the National Rural Health Mission (NRHM). The main thrust of these programmes is to provide basic education and health services to the people, and to ensure that they have access to minimum of income, food and other social securities. Most of these programmes are (qualified) universal.

The thrust of the area-oriented programmes, on the other hand, is on the enhancement of the social and economic conditions of the people living in the backward regions; provision of basic infrastructural facilities in the region; and augmentation of economic and other activities for facilitating greater income and employment opportunities for the people living in the backward regions. The BRGF and Border Area Development Programme (BADP) are important area-specific interventions. The Multi-sectoral Development Programme (MSDP) of the Ministry of Minority Affairs is another area-targeted programme. A number of BRGF districts also include the BADP and MSDP districts.

The aim of infrastructure-oriented programmes is to provide basic infrastructural facilities and to fill critical infrastructural gaps. The low level of infrastructural development and regional disparities in infrastructural development result in lopsided regional development. This has become more pronounced during the liberalization phase as private sector investment tends to move to the developed states and regions. The new initiatives of the Government of India in this area aim at the universalization of basic infrastructural facilities. Programmes like the Rajiv Gandhi Gramin Vidyut Yojana (RGGVY), the Prime Minister's Gramin Sadak Yojana (PMGSY) and other programmes being implemented under the aegis of Bharat Nirman aim at universalization of basic infrastructural facilities all over the country. The goal of RGGVY is to provide electricity to every village across the country while the PMGSY aims to bring about universal coverage of all the villages with a population of above 500 in the plains and of 300 in the hilly areas in terms of providing all-weather motorable roads.

A major drawback of the Centrally-sponsored programmes, however, is that most of them are tied to the programme guidelines that prescribe 'one size fits all' with respect to fund allocation and its utilization, the types of work to be undertaken, the process of implementation of the works and the utilization of funds. Due to rigidity in the guidelines and variations in local and regional

conditions, the works are sometimes left incomplete. At other times, they are completed but there is often a missing link. For example, under the MGNREGA, the funds have to be utilized for eight types of works (the scope of the works has been expanded recently) and the expenditure has to be incurred on wages and material in the ratio of 60:40. While plenty of *kachcha* works have been undertaken under the MGNREGS, the durability and utility of assets created under the programme remain weak. On the other hand, due to the poor resource base of the Panchayati Raj Institutions (PRIs) in most of the states, they are unable to improve the quality of the assets created as they do not have adequate untied money at their disposal to supplement such programmes.

One of the main objectives of the 73rd and 74th Constitutional Amendment Acts was to promote decentralized development in the rural areas through the selection and execution of works at local levels. The objective of the Amendment was to remove difficulties associated with the 'one size fits all' approach of most of the Centrally-sponsored programmes. However, due to the poor devolution of funds and the inadequate transfer of administrative powers and functionaries, decentralized planning has not been very effective in most of the states.

Two major hurdles are associated with the phenomenon of decentralized planning by the PRIs. and ULBs. One is their poor resource base or low level of devolution of funds from the Centre and the states, while the other is their weak capacity to plan and execute these plans at the local levels. In a sense, the former reinforces the latter. The problem has continued to persist even more than two decades after the introduction of the 73rd and 74th Amendment. Acts

1.2 The Origin of BRGF

The mid-term appraisal of the Ninth Five Year Plan (1997-2002) had highlighted the problem of increasing imbalance in regional development, which resulted in a special focus on the issue of balanced regional development during the Tenth Five Year Plan (2002-07). While the issue of imbalanced regional development

was in focus even before the implementation of the Tenth Five Year Plan, this focus was mainly confined to North-east India, and the hilly, tribal and border areas. The backward regions of the mainland were being overlooked, though the problem of imbalance in regional development was equally serious here. The mid-term appraisal of the Ninth Five Year Plan and the Approach to the Tenth Five Year Plan highlighted the issues of intra-state and inter-state development disparities, and laid an emphasis on a targeted approach to facilitate the development of the backward regions. The idea was to first identify the backward regions (districts) in terms of certain indicators and then to follow it up with programme-based interventions, with a view to accord special attention to the specific indicators of backwardness in these regions and to address this backwardness through a Centrally-sponsored scheme with clear guidelines and implementation mechanisms. It was also envisaged that the Centre would be able to exercise more direct control and monitoring over the programmes being implemented in these districts.

Under the above initiatives of the Tenth Five Year Plan (2002-07), a programme called the Rashtriya Sam Vikas Yojana (RSVY) was launched in 132 selected districts (including 100 backward districts and 32 districts affected by Left extremism) in 2003-04. The 100 backward districts were selected on the basis of an index of backwardness comprising the following three parameters wherein equal weight was accorded to each of them:

- (a) Value of the output per agricultural worker;
- (b) Agricultural wage rate; and
- (c) Percentage of the SC/ST population in the district.

The 32 districts affected by Leftist extremism were selected on the basis of the intensity of the Left extremism as suggested by the Ministry of Home Affairs of the Government of India. Later on, the number was increased to 115 backward districts and 32 Left-wing extremism-affected districts.

The main objective of the RSVY was to “put in place programmes and policies with the joint efforts of the Centre and States, which would remove barriers to growth, accelerate the development process and improve the quality of life of the people”. This was intended to be achieved by improving “agricultural productivity, mitigating unemployment and by filling critical gaps in social and physical infrastructure”. A fixed sum of an untied grant (100 per cent Centrally-funded) was envisaged to be provided to each district which could be given under the aegis of a district level plan to be prepared and implemented by the PRIs.

Accordingly, the Government of India constituted an Inter-Ministry Task Group on Redressing Growing Regional Imbalances. The terms of reference of the Task Group included various measures to be taken for implementing special programmes aimed at the social and physical development of the poorest and the most backward states of the country on a priority basis, apart from other measures. A major recommendation of the Inter-Ministry Task Group was the constitution of a Backward Districts Grant Fund for the development of the backward districts. The Report recommended:

“There is a strong case for setting up a Backward Districts Grant Fund.... For optimal results and effective targeting, this should be operated as a Backward Districts (rather than a Backward States) Fund to ensure that there is focus on less developed parts within States, even those that are otherwise considered developed.”¹

The Report also laid down the implementation modalities as follows:

“.....the Backward Districts Grant initiative and the recommendations made by us to achieve development targets in the most backward areas will not be effective unless they are implemented through PRIs....”²

¹ See Report of the Inter-Ministry Task Group on ‘Redressing Growing Regional Imbalances’ as reproduced in the *Journal of Indian School of Political Economy*, Vol. 18, No. 4, p. 763.

² Ibid., p. 777.

It also laid an emphasis on decentralized district level planning and recommended the optimal utilization of all the available resources for district level planning. It recommended, “The strategy for tackling regional imbalance through the mechanism of the Backward Districts Grant Fund has to be made operational through a process of district budgeting so that plans formulated for development of backward areas reflect realistically the perceived needs and aspirations of the population.”³

Elaborating the outline of the proposed district level planning, it recommended:

“The district is the point at which needs enunciated at the village and intermediate levels are put together and assessed in the light of available resources. This exercise is accomplished through the district planning mechanism. Implementation of the Backward Districts Grant Fund programme will require preparation of district plans for each of the targeted district....The district plan must bring together plans of lower levels in states in which it is possible to commence implementation of the Backward Areas Grant programme through the PRI mechanisms.”⁴ It further elaborated, “The District Planning Committee should be the sole body entrusted with the task of consolidating and integrating the plan at the district level. With greater devolution and entrustment of untied funds and flexibility for Gram Panchayats to develop plans, the District Planning Committee (DPC) could also provide representation to Gram Panchayat representatives.”⁵

The Report elaborated in details the mechanism of the preparation of the district and village level plans, resource mobilization, and strengthening of the planning capacity of both the Gram Panchayat and the district level Panchayats in the BRGF districts.

³ Ibid., p. 776.

⁴ Ibid, pp. 779-80.

⁵ Ibid, p. 780.

On the basis of the report of the Inter-Ministry Task Group, the Government of India launched the BRGF in 250 selected backward districts across 27 states during the year 2006-07, which was the last year of the Tenth Five Year plan. The programme was officially launched on 17 February 2007 at Barpeta, Assam, by the Prime Minister of India. The 250 selected districts included the RSVY and Left-extremism affected districts. The selected districts overlapped with some other area programmes like the multi-sectoral development plan of the Minority-concentrated districts. The programme terminated the RSVY but allowed the completion of the works proposed under the RSVY. The funds were also transferred to the BRGF.

1.3 Objectives of the BRGF

The Backward Regions Grant Fund Programme Guidelines (henceforth guidelines) state the objectives of the BRGF as follows: “The BRGF is designed to redress regional imbalances in development. The fund will provide financial resources for supplementing and covering existing developmental inflows into identified districts so as to:

1. Bridge critical gaps in local infrastructure and other development requirements that are not being adequately met through existing inflows.
2. Strengthen to this end Panchayat and Municipality level governance with more appropriate capacity building, to facilitate participatory planning, decision making, implementation and monitoring, to reflect local felt needs.
3. Provide professional support to local bodies for planning, implementation and monitoring their plans
4. Improve the performance and delivery of critical functions assigned to Panchayats, and counter possible efficiency and equity losses on account of inadequate local capacity.”⁶

⁶ See the BRGF Programme Guidelines, Ministry of Panchayati Raj, Government of India,

In other words, the BRGF has been designed with the dual purpose of meeting the unfulfilled critical infrastructural (development) gaps and strengthening of the participatory development processes through decentralized planning and implementation. In the short term, the programme aims at increasing infrastructural facilities in the backward regions and strengthening the development planning capacity of local institutions. In the long term, it aims at reducing overall backwardness of the regions/districts, reducing poverty and improving livelihood conditions in the areas.

The PRIs and urban local bodies (ULBs) or municipal bodies, constituted under the purview of Parts IX and IXA of the Indian Constitution, have been assigned a key role in the planning and implementation of the programme. The emphasis remains the same even in the districts that fall outside the purview of Parts IX and IXA of the Constitution. The main responsibility of overseeing the planning and implementation of the programme has, however, been assigned to the autonomous councils.

The poor capacity of local bodies to plan, implement and monitor local level development works in most of the states and the lack of untied funds for development planning are two major constraints affecting the task of planned development at the regional level. The BRGF aims to address this dual problem by earmarking a capacity building fund and untied development grants. The capacity building fund has been provided to strengthen the planning and implementing capacities of both the PRIs and urban local bodies, while the untied development fund has been provided to enable these bodies to plan and implement the development grants for bridging critical gaps in the infrastructure. Under the capacity building component, emphasis is laid on training and providing the basic infrastructural facilities. Under development grants, on the other hand, emphasis is laid on filling the prevalent critical infrastructural and other development gaps.

1.4 The Scope of the Programme

The BRGF programme aims at integrating all the available resources at the district level through district level planning. Inputs for the planning would be provided by the three tiers of PRIs for rural areas and municipal bodies falling within the respective district for urban areas. Each tier of the PRIs would assess the available resources and development requirements, and on the basis of the latter would propose a plan of works to be undertaken within its jurisdiction. Similarly, the urban local body would get ward level inputs from the urban ward or area and on that basis suggest which development works need to be given priority. At each level of the PRIs, works would be selected in the Gram Sabha meeting and priority would be given to works preferred by the majority. Finally, the District Planning Committee (DPC) would integrate all the proposals received from the rural and urban areas into an integrated District Annual Plan.

The following three types of districts are covered under the BRGF: (a) RSVY districts; (b) Non-RSVY districts; and (c) districts outside the purview of Parts IX and IX A of the Constitution, that is, districts with an autonomous council. Although the overall approach remains the same, districts outside the purview of Parts IX and IX A of the Constitution would prepare their district plans with the involvement of the autonomous councils. All the three tiers of PRIs would implement works under their respective jurisdictions, while the municipalities and autonomous councils would implement the programme under their respective jurisdictions.

The BRGF is a 100 per cent Centrally-funded scheme and provides for the following two types of grants to each BRGF district: (i) development grants, and (ii) capacity building grants. The untied development grants are given for the purpose of filling critical gaps in infrastructure, while the capacity building grants are given for strengthening the planning and implementation capacities of the local bodies, namely the PRIs and municipalities. Both the grants are released annually to the districts through their respective states on the basis of

their Annual Action Plans. The untied development grant adds to the total resources available at the district while the Annual Action Plan is slated to be based on the assessment of all the available resources in the district, that is, mainly the:

- (a) Sectoral and district segments of the state plan,
- (b) Resources available through other Centrally-sponsored programmes like MGNREGA,
- (c) Funds available through the devolution by the Centre and State Finance Commissions,
- (d) Fund inflows from the Bharat Nirman Project, and
- (e) Funds mobilized by the local bodies.

The BRGF provides a capacity building grant of Rs. 250 crore per annum at the rate of Rs. 1 crore per district per annum from the year 2006-07 onwards, which was the last year of the Tenth Five Year Plan and up to the end of the Eleventh Plan. While the capacity building grant of Rs. 1 crore per district per annum is fixed, the development grant is provided at a minimum of Rs. 10 crore per district per annum, though the final amount is decided on the basis of a formula that gives equal weightage to the population and geographical area of the district. A similar formula is used for the allocation of BRGF funds to the PRIs and municipalities by the concerned states (see BRGF Guidelines, 2007, pp. 5-6).

1.5 The Programme Period

The BRGF programme commenced during the financial year 2006-07, that is, the last year of the Tenth Five Year Plan with a budget of Rs. 250 crore for capacity building grants and Rs. 3500 crore for development grants. These figures were enhanced to Rs. 5000 crore per annum for development grants, but remained the same, i. e., Rs 250 crores for capacity building grants during the Eleventh

Plan. The programme has been extended in the Twelfth Plan with enhanced allocation.

1.6 Aims and Scope of the Study

This study aims to evaluate the overall performance of the programme since its commencement in the year 2006-07. The study focuses on the implementation status, difficulties in implementation, and the main outcomes and impacts of the programme. The evaluation has been implemented to assess the:

- (i) Physical and financial progress of the BRGF;
- (ii) Level of preparation, planning and planning abilities of the local bodies;
- (iii) Process of devolution of funds, their transfer from the Centre to states and from the states to the districts, and the hurdles encountered in their smooth transfer;
- (iv) Level of people's participation and the effective involvement of the PRIs and municipalities at each level of the implementation of the programme;
- (v) Convergence objectives of the programme;
- (vi) Institutionalisation of monitoring and social audit, and the working of the transparency mechanisms;
- (vii) Implementation of the capacity building component of the programme; and
- (viii) Various difficulties faced during implementation of the programme so that measures can be suggested for tackling these difficulties and strengthening the programme.

The impact and outcome assessment of the programme has been done with respect to the following indicators:

- (i) Overall benefits to the beneficiaries of assets created under the BRGF;

- (ii) Impact on the living and livelihood conditions of the people targeted by the programme;
- (iii) People's perceptions about the utility of the programme;
- (iv) Impact on the planning and delivery capacity of local bodies;
- (v) Overall improvement in infrastructural facilities in the district/region; and
- (vi) General impacts of the infrastructure and assets created.

The indicators of physical and financial performance include the year-wise:

- (i) Allocation of funds from the Centre to the states and districts, and subsequently to the PRIs and municipalities.
- (ii) Allocation, release, and utilization of funds;
- (iii) Sectoral allocation of the fund and criteria of allocation among the three tiers of PRIs and municipalities;
- (iv) Types of assets created, and the number of works sanctioned, started and completed.

The indicators of capacity building include:

- (i) Year-wise allocation and expenditure on capacity building programmes;
- (ii) Institutions and functionaries subjected to capacity building investment;
- (iii) Nature and scope of the capacity building programme;
- (iv) Improvement in the capacity of the local bodies; and
- (v) Impact of the capacity building programme on the PRIs and municipalities.

The indicators of convergence determine whether:

- (i) There is any convergence of the BRGF work with the work of other departments; and

- (ii) Any amount from any other sources has been used in planning the BRGF works.

The indicators of outcome include:

- (i) Changes in the income and livelihood conditions of the people in the area;
- (ii) Improvements in education and health;
- (iii) Increase in access to:
 - (a) Safe drinking water
 - (b) Electricity
 - (c) Drainage and toilets
 - (d) Motorable roads.
- (iv) Increase in agricultural productivity and industrialization, among other areas of progress.

1.7 Reference Period

The study covers the period 2006-07 to 2010-11, a five-year period that coincides with the commencement of the programme and large part of the Eleventh Five Year Plan.

1.8 Methodology, Sample and Research Tools

1.8.1 Methodology

The study is based on both primary and secondary data. The primary data have been collected through a sample survey across 31 districts from 16 states, which were selected out of 250 districts and 27 states covered under the BRGF. The secondary data have been collected mostly from the government departments and official websites of the Ministry. In addition, Focused Group Discussions (FGDs) were held with the respondents and PRI functionaries in all the 31 surveyed districts. Important issues pertaining to implementation of the programme were discussed with the state, district, and local level officials.

1.8.2 Sample

The names of the states, districts, and the number of Blocks, Gram Panchayats (GPs) and beneficiaries to be covered were given by the Planning Commission, which, in turn, had followed the recommendations of the Ministry of Panchayat Raj. While selecting the states, the Ministry of Panchayati Raj adopted the following criteria:

- (a) Three districts from states having more than 30 BRGF districts, two districts from states having 10-30 BRGF districts; and one district from states having 5-9 BRGF districts.
- (b) Districts under the RSVY, Bundelkhand regions and MEADS, and districts of the Vth and VIth Schedules were adequately covered.
- (c) In case of two districts from a state, one district with a higher utilization ratio and another district with a lower utilization ratio were selected.

1.8.3 Selection of Blocks and Gram Panchayats

From each selected district, 25 per cent of the Blocks (83) have been randomly selected. Thus, a total of 83 Blocks have been selected. During the selection of the Blocks, the overall performance of the Block in terms of utilization of funds under the BRGF and its overall level of backwardness were given important considerations. Generally, 50 per cent of the Blocks with a better fund utilization ratio and 50 per cent of the Blocks with a lower fund utilization ratio were chosen. Blocks with lower and higher levels of infrastructural development were also included in the sample on the basis of the available data and information as provided by the district administration. The entire list of the selected districts is given in Table 1.1.

Table 1.1: List of States and Districts Surveyed

Sl. No.	Names of States	Names of Districts
1	Andhra Pradesh	Khammam; Warangal
2	Arunachal Pradesh	Upper Subansiri
3	Assam	Lakhimpur; NC Hills
4	Bihar	Aurangabad; Gaya; Purnia; Bhagalpur
5	Chhattisgarh	Bastar; Sarguja
6	Haryana	Sirsa
7	Jammu & Kashmir	Poonch
8	Jharkhand	Lohardaga; Hazaribagh
9	Karnataka	Chitradurga
10	Madhya Pradesh	Balaghat; Panna
11	Odisha	Deogarh; Dhenkanal; Malkangiri
12	Rajasthan	Sawai Madhopur; Jhalawar
13	Tamil Nadu	Villupuram
14	Tripura	Dhalai
15	Uttar Pradesh	Ambedkar Nagar; Sonbhadra; Jalaun; Lalitpur
16	West Bengal	Birbhum; West Midnapore

Similarly from each Block, two GPs were randomly selected on basis of the size (population) of the GP. During the selection of the GP, the number of works undertaken under the BRGF was also given a consideration. However, in a number of GPs, not a single work under the BRGF had been undertaken. This restricted the choice of GPs during the survey. Consideration was also given to the types of assets created. For instance, in a number of Blocks, most of the works were of the same type. In order to ensure variety in terms of the works undertaken, the GPs were also selected on the basis of the type and nature of works undertaken there. Thus, a total of 162 GPs and 222 villages were surveyed.

From each selected district, two urban local bodies—one large, generally located at the district headquarters and another small, generally located at the Block

headquarters, were chosen, on the basis of the level of fund utilization and types of works undertaken. In a few districts, due to the non-availability of urban local bodies, such as in the Upper Subansiri district of Arunachal Pradesh, only the rural areas were surveyed. Thus, a total of 47 ULBs were covered under the study.

From each selected GP, two assets created under the BRGF and 20 beneficiaries, including 10 beneficiaries of each asset, were randomly selected. Similarly, from each urban local body, two assets and 10 beneficiaries from each asset were randomly selected. The overall distribution of the sample is given in Annexure table 1.1.

The beneficiary sample consists of 3335 rural households and 1145 urban households. According to the region-wise break-up, shows that the sample consisted of 443 rural households and 160 urban households from the northern region, 641 rural households and 241 urban households from the central and western regions, 1529 rural and 385 urban households from the eastern region, 481 rural and 239 urban households from the northern region, and 241 rural and 120 households from the North-east (see Annexure table 1.4).

The community-wise distribution of the rural sample consisted of 85.94 per cent Hindus, 9.12 per cent Muslims, 2.64 per cent Christians, 0.27 per cent Sikhs, 0.06 per cent Buddhists, and 1.98 per cent others, including mostly tribals who profess their own religions. Community-wise, the urban sample consisted of 83.41 per cent Hindus, 13.62 per cent Muslims, 1.48 per cent Christians, 1.40 per cent Sikhs, and 0.09 per cent Buddhists (see Annexures tables 1.4 and 1.5). The caste-wise distribution of the rural household sample consisted of 22.67 per cent SCs, 22.67 per cent STs, 40.78 per cent OBCs and 13.88 per cent general castes. In the urban areas, the sample consisted of 23.49 per cent SCs, 9.17 per cent STs, 39.83 per cent OBCs, and 27.51 per cent general castes (see Annexure tables 1.2 and 1.3).

1.9 Research Tools

A number of structured questionnaires/schedules were used in the study. A state level questionnaire was prepared to collect detailed information regarding the financial and physical progress of the BRGF in the state, receipt of funds from the Centre and their timely release in the districts, the constitution of a high-powered committee, monitoring mechanism and any other efforts undertaken at the state level for ensuring better implementation of the programme.

A district level questionnaire was administered to the District Nodal Officer of BRGF, who often happens to be the District Magistrate/Deputy Commissioner of the concerned district. The district level questionnaire was used to collect detailed information about the physical and financial progress of the BRGF in the concerned district, the planning mechanism and capacity, monitoring mechanism, the constitution of the District Planning Committee and the preparation of district level perspective and annual action plan.

A GP functionary questionnaire (generally the GP head) helped in collection of information about the work undertaken under the BRGF in the particular GP, financial allocation to the GP under the BRGF, people's participation in the selection of works, the monitoring mechanism used, the social audit conducted and the level of satisfaction generated by the BRGF programme in the GP. A similar type of questionnaire was used to collect information and determine the implementation processes in the ULBs.

A household level questionnaire was also administered to the beneficiaries of the BRGF assets. This questionnaire mainly collected information about the impact of the programme on the household and also about the participation of the household in the selection of works, monitoring and social audit.

Apart from the structured survey, about 228 FGDs were also held with the people of the villages and the urban areas surveyed. Further, discussions were held with the state, district, Block, GP and ULB officials in all the places surveyed.

Similarly, discussions with the representatives of the PRIs and ULBs were also held in all the places surveyed.

1.10 Structure of the Report

Chapter 2 presents a detailed analysis of the financial and physical progress achieved by the programme at the state level. It provides year-wise details of the allocation, release and utilization of the BRGF development and capacity building grants in all the 27 states covered under BRGF. It also provides the year-wise details of the types of works sanctioned, completed and yet to be completed in all the 27 states. Chapter 3 analyses the financial and physical progress of the surveyed districts. As regards the financial progress, details of the allocation, release and utilization of BRGF funds have been given. As regards the physical progress, the year-wise details of the types of works sanctioned, completed and yet to be completed have been given. Chapter 4 explains the implementation processes and examines the detailed mechanism of implementation and monitoring of the programme at the state, district and PRI levels. Chapter 5 analyses the impacts of the programme. The first part of this chapter analyses the impacts of the assets on people, local economy and infrastructure. The second part assesses the impacts on the beneficiaries in terms of who are the main beneficiaries of the BRGF assets. The third part examines impacts of the programme on the grassroots governance. The final part discusses the overall improvement in the various indicators pertaining to the socio-economic development of the district. These indicators relate to literacy, the Work Participation Rate, and the access to basic amenities. Chapter 6, the concluding chapter, offers some policy recommendations and administrative suggestions.

Chapter II

Financial and Physical Progress under the BRGF at the State Level

The BRGF provides for two types of grants: (a) untied development grants, and (b) capacity building grants. The former are given for bridging the critical infrastructural gap, while the latter is given for strengthening the planning process, implementation, monitoring and the overall service delivery capacity of the panchayati raj institutions (PRIs) and urban local bodies (ULBs) in the BRGF districts. The development grant is allocated to the states and districts on the basis of the level of backwardness, population and geographical area under the backward districts, whereas the capacity building grant is allocated to all the BRGF districts at a uniform rate of Rs. one crore per district per annum. Further, the development grant is distributed among all the BRGF districts on the basis of the share of population of a BRGF district in the entire population of the BRGF districts, and the share of the geographical area of the district in the total geographical area of all the BRGF districts, apart from a minimum fixed sum of Rs. 10 crore per district per annum.

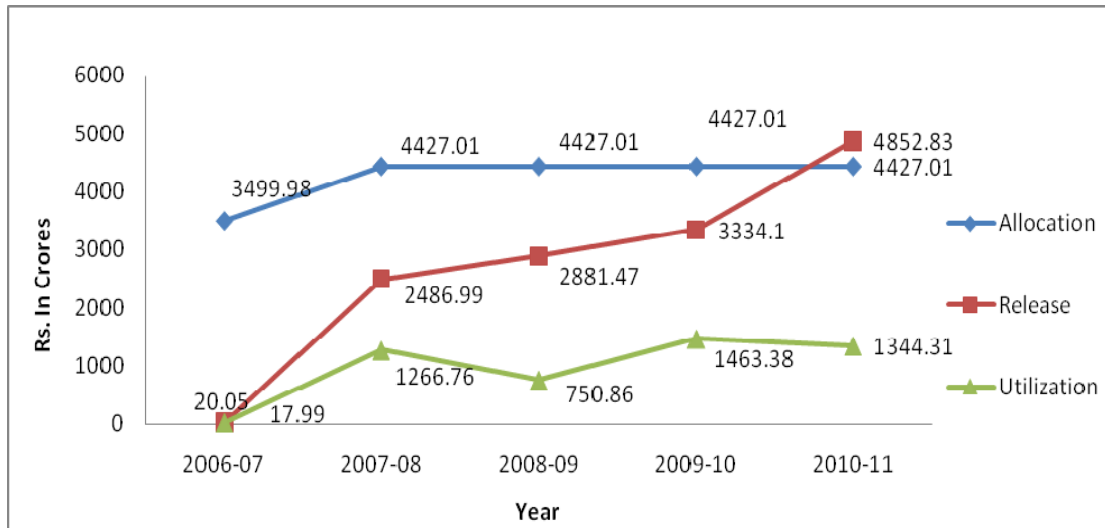
2.1 Allocation, Release and Utilization of BRGF Development Grants (all States)

2.1.1 Overall Release and Utilization of BRGF Development Grants (2006-07 to 2010-11)

The overall release and utilization ratios remained low over the five-year period under the review. Out of the total allocation, only 64 per cent was released to the states and out of the released amount, only 35.67 per cent was utilized. While the all-India utilization ratio (of the release) for the period 2006-07 to 2010-11 was 35.67 per cent, the utilization of the allocation was only 22.84 per cent for the same period. Figure 2.1 shows the year-wise allocation, release and

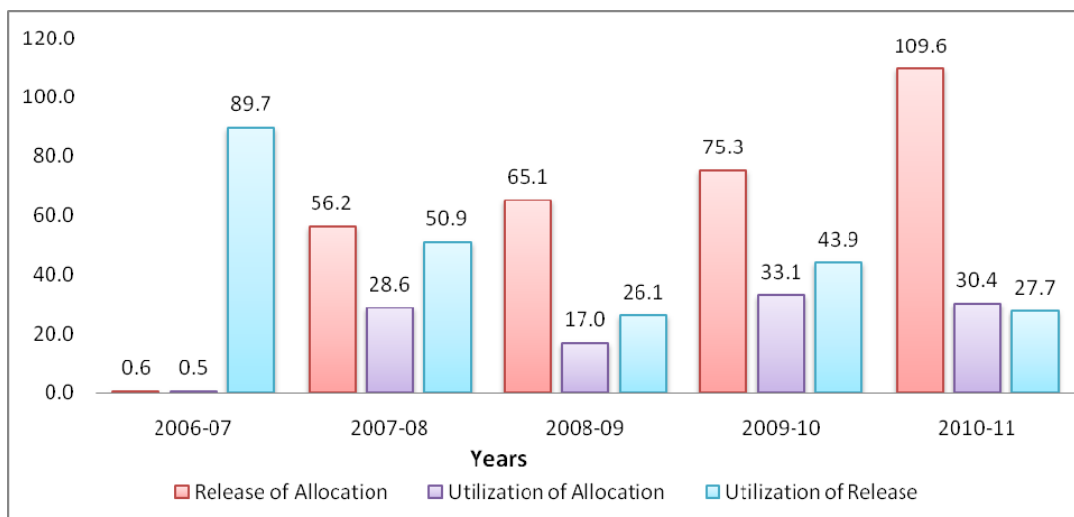
utilization of BRGF development grants, while Figure 2.2 shows the year-wise release and utilization ratios.

Figure 2.1: All India Year-wise Allocation, Release and Utilization of BRGF Development Grants (All States) (Rs. in crores)



Source: Same as that for Table 2.1.

Figure 2.2: All India Year-wise Release and Utilization Ratios of BRGF Development Grants (All States) (in %)



Source: Same as that for Table 2.1.

2.1.2 Year-wise Allocation, Release and Utilization of Development Grants

Allocation:

During the year 2006-07, which was the first year of implementation of the BRGF and the last year of the Tenth Five Year Plan (2002-2007), a sum of Rs. 3500 crore was provided for development grants, which was allocated to the states on the basis of the number of districts covered in the state, the share of population of the BRGF districts of the state in the total population of all the BRGF districts, and the share of areas in the total area covered under all the BRGF districts. Accordingly, the state of Bihar, with the highest number of districts, was allocated the highest amount of Rs. 486.48 crore. The other states with a high share in the total allocation were Uttar Pradesh (UP) (476.38 crore), Madhya Pradesh (MP) (337.49 crore), Odisha (254.35 crore), and Andhra Pradesh (AP) (236.31 crore).

The Plan allocation to the BRGF was increased during the Eleventh Five Year Plan (2007-2012), and accordingly from 2007-08 onwards, there was an increase in the development grants to all the BRGF states and districts. The allocation of Bihar was increased to Rs. 602.99 crore; of UP to Rs. 602.09 crore; of AP to Rs. 335.88 crore; and of Odisha to Rs. 305.67 crore. The allocation of 2007-08 was retained during the remaining four years of the Eleventh Five Year Plan. The year-wise and state-wise details of the allocations are given in Tables 2.1 and 2.2.

Table 2.1: Year-wise and State-wise Allocation, Release and Utilization of BRGF Development Grants

Rs. In Corers

Sl. No.	Name of the State	2006-07			2007-08			2008-09			2009-10			2010-11		
		Allocation	Release	Utilization	Allocation	Release	Utilization	Allocation	Release	Utilization	Allocation	Release	Utilization	Allocation	Release	Utilization
1	Andhra Pradesh	236.31	00	00	335.28	301.88	64.56	335.28	250.38	00	335.28	335.28	00	335.28	335.34	00
2	Arunachal Pradesh	12.3	00	00	14.47	00	00	14.47	11.07	00	14.47	11.77	11.77	14.47	12.7	6.86
3	Assam	134.44	00	00	157.19	59.98	24.98	157.19	53.23	00	157.19	56.03	46.9	157.19	126.04	39.42
4	Bihar	486.48	00	00	602.99	538.18	538.18	602.99	421.54	357.18	602.99	493.84	392.29	602.99	708.91	331.3
5	Chhattisgarh	184.5	00	00	235.48	224.92	53.19	235.48	192.44	38.65	235.48	207.6	20.89	235.48	263.36	17.09
6	Gujarat	81.4	00	00	101.31	00	00	101.31	00	00	101.31	91.17	38.4	101.31	101.31	20.02
7	Haryana	24.38	00	00	28.44	25.6	25.6	28.44	22.45	19.61	28.44	19.35	19.35	28.44	37.53	9.52
8	Himachal Pradesh	24.39	00	00	28.5	25.65	12.26	28.5	21.52	8.56	28.5	25.65	11.67	28.5	28.5	6.86
9	Jammu & Kashmir	38.18	00	00	45.85	00	0	45.85	40.78	40.78	45.85	00	00	45.85	41.26	27.51
10	Jharkhand	268.39	00	00	322.56	00	0	322.56	290.27	00	322.56	209.18	169.12	322.56	322.56	120.57
11	Karnataka	77.53	00	00	103.17	84.47	76.97	103.17	00	00	103.17	94.88	76.88	103.17	113.48	87.43
12	Kerala	26.41	00	00	32.33	21.18	11.93	32.33	00	00	32.33	22.21	8.41	32.33	30.31	0.06
13	Madhya Pradesh	337.49	20.05	17.99	428.4	378.42	230.79	428.4	300.44	130.12	428.4	309.99	169.88	428.4	511.8	109.66
14	Maharashtra	189.15	00	00	253.57	00	00	253.57	00	00	253.57	228.19	140.21	253.57	278.95	94.65
15	Manipur	34.69	00	00	39.09	34.66	11.37	39.09	10.02	7.42	39.09	27.71	5.81	39.09	52.3	0.97
16	Meghalaya	33.63	00	00	37.01	00	00	37.01	33.61	33.61	37.01	21.14	21.14	37.01	47.42	25.17
17	Mizoram	21.54	00	00	22.98	18.97	11.58	22.98	00	00	22.98	19.28	00	22.98	26.68	00
18	Nagaland	33.64	00	00	44.02	22.21	22.03	44.02	20.46	00	44.02	37.04	3.21	44.02	37.04	00
19	Odisha	254.35	00	00	305.67	262.72	86.96	305.67	227.84	46.59	305.67	200.4	42.72	305.67	385.2	59.1
20	Punjab	12.94	00	00	15.65	00	00	15.65	00	00	15.65	14.08	14.08	15.65	17.22	15.36
21	Rajasthan	187.68	00	00	250.99	300.9	37.7	250.99	183.5	26.18	250.99	109.34	17.27	250.99	296.23	15.39
22	Sikkim	11.53	00	00	12.97	00	00	12.97	11.67	00	12.97	00	10.86	12.97	15.08	4.48
23	Tamil Nadu	84.94	00	00	108.04	00	00	108.04	97.21	00	108.04	62.09	62.09	108.04	108.04	86.31
24	Tripura	11.14	00	00	12.21	00	00	12.21	10.98	00	12.21	7.69	7.69	12.21	12.21	9.28
25	Uttar Pradesh	476.28	00	00	602.09	00	00	602.09	541.74	00	602.09	559.61	126.19	602.09	640.02	190.29
26	Uttarakhand	36.11	00	00	41.85	00	00	41.85	00	00	41.85	00	00	41.85	37.66	25.39
27	West Bengal	180.16	00	00	244.9	187.25	58.66	244.9	140.32	42.16	244.9	170.58	46.55	244.9	265.68	41.62
Total		3500	20.05	17.99	4427.01	2487	1266.8	4427.01	2881.47	750.86	4427.01	3334.1	1463.4	4427.01	4852.83	1344.3

Source: <http://panchayat.gov.in/mopr/viewContentItem.do?method=viewItem&itemid=3417&ptltid=3414&cToken=2139971875>, Website

accessed on 3 February 2012.

Table 2.2: Year-wise and State-wise Release and Utilization Ratios of BRGF Development Grants

In %

Sl. No.	Name of the State	2006-07			2007-08			2008-09			2009-10			2010-11		
		Release of Allocation	Utilization of Allocation	Utilization of Release	Release of Allocation	Utilization of Allocation	Utilization of Release	Release of Allocation	Utilization of Allocation	Utilization of Release	Release of Allocation	Utilization of Allocation	Utilization of Release	Release of Allocation	Utilization of Allocation	Utilization of Release
1	Andhra Pradesh	0.00	0.00	-	90.04	19.26	21.39	74.68	0.00	0.00	100.00	0.00	0.00	100.02	0.00	0.00
2	Arunachal Pradesh	0.00	0.00	-	0.00	0.00		76.50	0.00	0.00	81.34	81.34	100.00	87.77	47.41	54.02
3	Assam	0.00	0.00	-	38.16	15.89	41.65	33.86	0.00	0.00	35.64	29.84	83.71	80.18	25.08	31.28
4	Bihar	0.00	0.00	-	89.25	89.25	100.00	69.91	59.23	84.73	81.90	65.06	79.44	117.57	54.94	46.73
5	Chhattisgarh	0.00	0.00	-	95.52	22.59	23.65	81.72	16.41	20.08	88.16	8.87	10.06	111.84	7.26	6.49
6	Gujarat	0.00	0.00	-	0.00	0.00	-	0.00	0.00	-	89.99	37.90	42.12	100.00	19.76	19.76
7	Haryana	0.00	0.00	-	90.01	90.01	100.00	78.94	68.95	87.35	68.04	68.04	100.00	131.96	33.47	25.37
8	Himachal Pradesh	0.00	0.00	-	90.00	43.02	47.80	75.51	30.04	39.78	90.00	40.95	45.50	100.00	24.07	24.07
9	Jammu & Kashmir	0.00	0.00	-	0.00	0.00		88.94	88.94	100.00	0.00	0.00	-	89.99	60.00	66.67
10	Jharkhand	0.00	0.00	-	0.00	0.00	-	89.99	0.00	0.00	64.85	52.43	80.85	100.00	37.38	37.38
11	Karnataka	0.00	0.00	-	81.87	74.61	91.12	0.00	0.00	-	91.96	74.52	81.03	109.99	84.74	77.04
12	Kerala	0.00	0.00	-	65.51	36.90	56.33	0.00	0.00	-	68.70	26.01	37.87	93.75	0.19	0.20
13	Madhya Pradesh	5.94	5.33	89.73	88.33	53.87	60.99	70.13	30.37	43.31	72.36	39.65	54.80	119.47	25.60	21.43
14	Maharashtra	0.00	0.00	-	0.00	0.00		0.00	0.00		89.99	55.29	61.44	110.01	37.33	33.93
15	Manipur	0.00	0.00	-	88.67	29.09	32.80	25.63	18.98	74.05	70.89	14.86	20.97	133.79	2.48	1.85
16	Meghalaya	0.00	0.00	-	0.00	0.00		90.81	90.81	100.00	57.12	57.12	100.00	128.13	68.01	53.08
17	Mizoram	0.00	0.00	-	82.55	50.39	61.04	0.00	0.00		83.90	0.00	0.00	116.10	0.00	0.00
18	Nagaland	0.00	0.00	-	50.45	50.05	99.19	46.48	0.00	0.00	84.14	7.29	8.67	84.14	0.00	0.00
19	Odisha	0.00	0.00	-	85.95	28.45	33.10	74.54	15.24	20.45	65.56	13.98	21.32	126.02	19.33	15.34
20	Punjab	0.00	0.00	-	0.00	0.00	-	0.00	0.00		89.97	89.97	100.00	110.03	98.15	89.20
21	Rajasthan	0.00	0.00	-	119.89	15.02	12.53	73.11	10.43	14.27	43.56	6.88	15.79	118.02	6.13	5.20
22	Sikkim	0.00	0.00	-	0.00	0.00	-	89.98	0.00	0.00	0.00	83.73		116.27	34.54	29.71
23	Tamil Nadu	0.00	0.00	-	0.00	0.00	-	89.98	0.00	0.00	57.47	57.47	100.00	100.00	79.89	79.89
24	Tripura	0.00	0.00	-	0.00	0.00	-	89.93	0.00	0.00	62.98	62.98	100.00	100.00	76.00	76.00
25	Uttar Pradesh	0.00	0.00	-	0.00	0.00		89.98	0.00	0.00	92.94	20.96	22.55	106.30	31.60	29.73
26	Uttarakhand	0.00	0.00	-	0.00	0.00	-	0.00	0.00	-	0.00	0.00	-	89.99	60.67	67.42
27	West Bengal	0.00	0.00	-	76.46	23.95	31.33	57.30	17.22	30.05	69.65	19.01	27.29	108.49	16.99	15.67
	Total	0.57	0.51	89.73	56.18	28.61	50.94	65.09	16.96	26.06	75.31	33.06	43.89	109.62	30.37	27.70

Source: <http://panchayat.gov.in/mopr/viewContentItem.do?method=viewItem&itemid=3417&ptltid=3414&cToken=2139971875>, Website accessed

on 3 February 2012.

Release

During the first year of the programme, that is, 2006-07 except for MP, no other states were given any amount under the development grants. Due to the delay in the preparation of the BRGF Guidelines, and therefore the late dissemination of information to the states and districts about the requirement of preparing an Annual Action Plan, the entire allocation remained non-disbursed. However, from 2007-08 onwards, there was an increase in the release of grants to the different states. While in 2006-07, only 0.57 per cent of the total allocation was released, it increased to 56.18 per cent in 2007-08, 65.09 per cent in 2008-09, 75.31 per cent in 2009-10, and 109.62 per cent in 2010-11. In 2010-11, the released amount exceeded the allocation because of the release of the balance amount remaining from the previous years.

Utilization

The utilization ratio remained very low throughout the period under evaluation. It was 50.94 per cent in 2007-08, 26.06 per cent in 2008-09, 43.89 per cent in 2009-10, and 27.70 per cent in 2010-11. The high utilization ratio of 89.73 per cent in 2006-07 was because of the very low release of the amount, that is, merely Rs. 20.05 crore to MP, which managed to spend about 89.73 per cent of the released amount.

During the succeeding years, a trend in the decline of the utilization ratio was seen. While the all-India utilization of release was 50.94 per cent in 2007-08, it came down to merely 26.05 per cent in 2008-09, increased to 43.89 per cent in 2009-10, and declined to 27.70 per cent in 2010-11. The utilization of the allocation was even lower. The all-India utilization ration of the allocation was 28.61 per cent in 2007-08, 16.96 per cent in 2008-09, 33.06 per cent in 2009-10, and 30.37 per cent in 2010-11.

2.1.3 State-wise Release and Utilization of BRGF Development Grants (2006-07 to 2010-11)

In terms of the absolute amount of the allocation, the state of Bihar was followed by UP, MP, AP and Jharkhand, which were the leading beneficiaries of the BRGF. In terms of the release of allocation, the state of Chhattisgarh, followed by AP, Haryana, Rajasthan, Bihar, MP and Himachal Pradesh were the leading recipients.

Table 2.3: State-wise Allocation, Release and Utilization of BRGF Development Grants (2006-07 to 2010-11)

Sl. No.	Name of the State	Rupees in. Crores			In %			Rank	
		Allocation	Release	Utilization	Release of Allocation	Utilization of Allocation	Utilization of Release	Utilization of Allocation	Utilization of Release
1	Punjab	75.54	31.3	29.44	41.44	38.97	94.06	5	1
2	Jammu & Kashmir	221.58	82.04	68.29	37.03	30.82	83.24	7	2
3	Karnataka	490.21	292.83	241.28	59.74	49.22	82.40	3	3
4	Meghalaya	181.67	102.17	79.92	56.24	43.99	78.22	4	4
5	Bihar	2898.44	2162.47	1618.95	74.61	55.86	74.87	1	5
6	Haryana	138.14	104.93	74.08	75.96	53.63	70.60	2	6
7	Uttarakhand	203.51	37.66	25.39	18.51	12.48	67.42	20	7
8	Sikkim	63.41	26.75	15.34	42.19	24.19	57.35	12	8
9	Tamil Nadu	517.1	267.34	148.4	51.70	28.70	55.51	8	9
10	Tripura	59.98	30.88	16.97	51.48	28.29	54.95	10	10
11	Arunachal Pradesh	70.18	35.54	18.63	50.64	26.55	52.42	11	11
12	Maharashtra	1203.43	507.14	234.86	42.14	19.52	46.31	13	12
13	Madhya Pradesh	2051.09	1520.7	658.44	74.14	32.10	43.30	6	13
14	Himachal Pradesh	138.39	101.32	39.35	73.21	28.43	38.84	9	14
15	Assam	763.2	295.28	111.3	38.69	14.58	37.69	17	15
16	Jharkhand	1558.63	822.01	289.69	52.74	18.59	35.24	14	16
17	Gujarat	486.64	192.48	58.42	39.55	12.00	30.35	22	17
18	Kerala	155.73	73.7	20.4	47.33	13.10	27.68	19	18
19	West Bengal	1159.76	763.83	188.99	65.86	16.30	24.74	15	19
20	Odisha	1477.03	1076.16	235.37	72.86	15.94	21.87	16	20
21	Nagaland	209.72	116.75	25.24	55.67	12.04	21.62	21	21
22	Manipur	191.05	124.69	25.57	65.27	13.38	20.51	18	22
23	Uttar Pradesh	2884.64	1741.37	316.48	60.37	10.97	18.17	24	23
24	Mizoram	113.46	64.93	11.58	57.23	10.21	17.83	25	24
25	Chhattisgarh	1126.42	888.32	129.82	78.86	11.53	14.61	23	25
26	Rajasthan	1191.64	889.97	96.54	74.68	8.10	10.85	26	26
27	Andhra Pradesh*	1577.43	1222.88	64.56	77.52	4.09	5.28	27	27
	Total	21,208.02	13,575.44	4843.3	64.01	22.84	35.68	-	-

Note: * The low utilization ratio is due to non-reporting of the utilization data for a few years.

Source:

<http://panchayat.gov.in/mopr/viewContentItem.do?method=viewItem&itemid=3417&ptltid=3414&cToken=2139971875>, Website accessed on 3 February 2012.

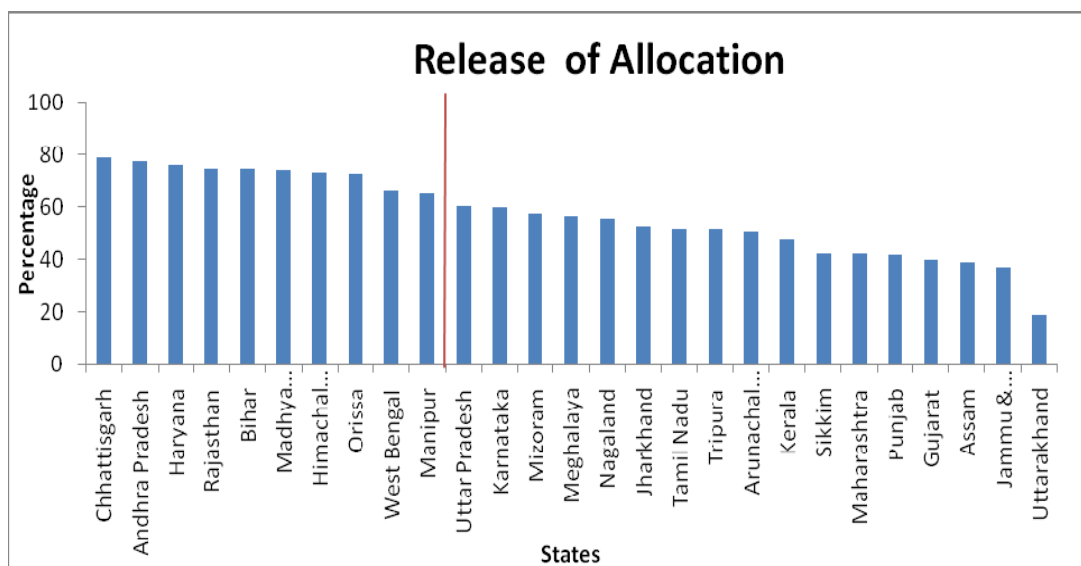
On the other hand, Uttarakhand, J&K, Assam, Gujarat, Punjab and Maharashtra were among the states that received the lowest proportion of their respective total allocations. The detailed state-wise figures for the release and utilization of

BRGF development grants for the period 2006-07 to 2010-11 are given in Table 2.3.

The utilization ratio (utilization of the release) varied sharply across the states. Punjab, J&K, Karnataka, Meghalaya, Bihar, Haryana, and Uttarakhand were able to utilize more than 60 per cent of their respective released amounts. Sikkim, Tamil Nadu, Tripura and Arunachal Pradesh were able to utilize more than 50 per cent of their respective released amounts. In the rest of the 16 states—Maharashtra, MP, HP, Assam, Jharkhand, Gujarat, Kerala, West Bengal, Odisha, Nagaland, Manipur, UP, Mizoram, Chhattisgarh, Rajasthan and AP—the utilization ratio remained less than 50 per cent.

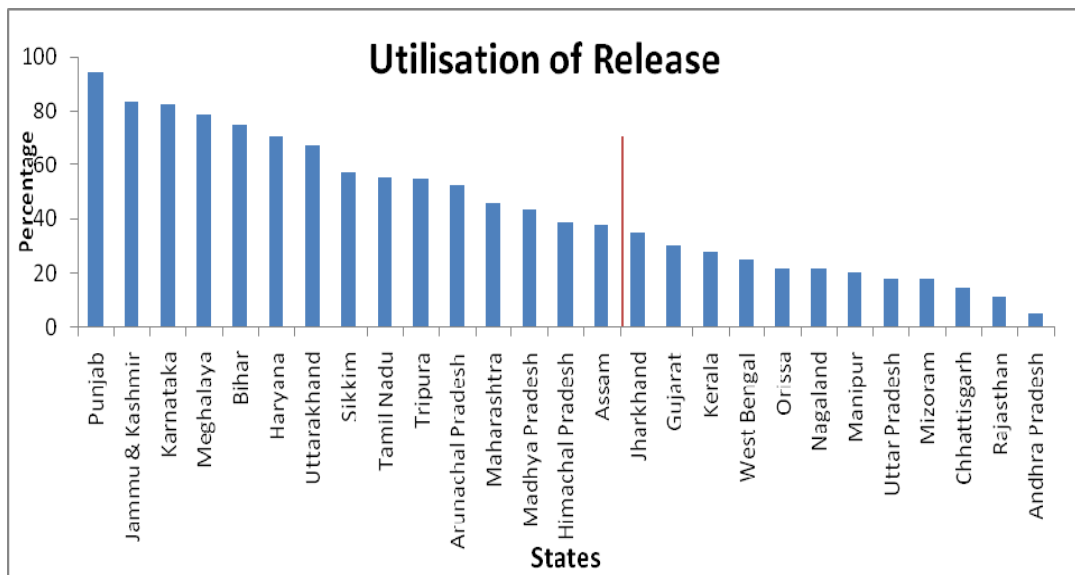
Figures 2.3a, 2.3b and 2.3c show the rankings of the states in terms of the release of allocation, utilization of the allocation and utilization of the release, respectively.

Figure 2.3a: State-wise Release Ratio (2006-07 to 2010-11) (in %)



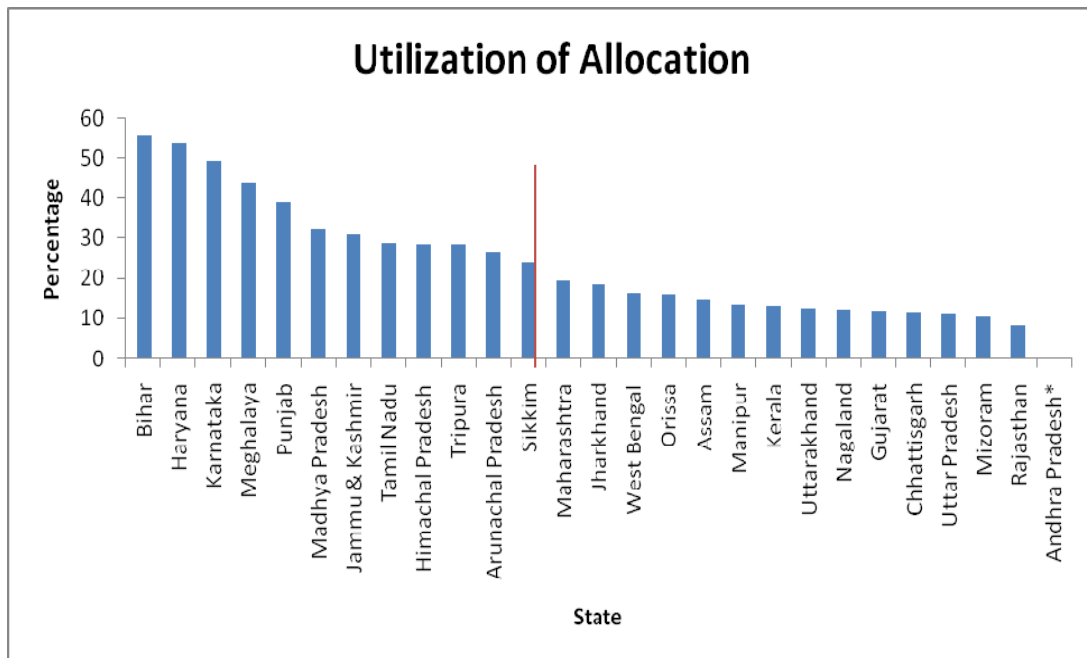
Source: Same as that for Table 2.1.

Figure 2.3b: State-wise Utilization (of Release) Ratio (2006-07 to 2010-11)



Source: Same as that for Table 2.1.

Figure 2.3c: State-wise Utilization (of Allocation) Ratio (2006-07 to 2010-11)



Source: Same as that for Table 2.1.

The states with the lowest utilization ratio, that is, 20 per cent, included AP, Chhattisgarh, Rajasthan, Mizoram and UP. The very low utilization ratio in AP is because of the non-reporting of data over a few years. The utilization of allocation was a little higher than the utilization of release. This again varied sharply across the states. The utilization of allocation was the highest in the states of Bihar, Haryana, Karnataka and Meghalaya. While the utilization of release reflects the absorbing capacity, the utilization of allocation indicates both the planning and implementation capacity.

2.2 Allocation, Release and Utilization of BRGF Capacity Building Grants (All States)

Unlike the development grants, the amounts of the capacity building grants were fixed and distributed equally. Every BRGF district, irrespective of its size and population, was allocated a fixed sum of Rs. one crore per annum. However, while the development grants were provided to 250 districts, capacity building grants were provided to 254 districts. The four districts added to the list of BRGF districts for capacity building grants were Narayanpur (Gujarat), Pratapgarh (Rajasthan), and Kiphrie and Longleng (Nagaland).

2.2.1 Allocation, Release and Utilization of BRGF Capacity Building Grants (2006-07-2010-11)

Depending on the number of BRGF districts, a capacity building grant worth Rs. 36 crore per annum was provided to Bihar, of Rs. 34 crore to UP, Rs. 24 crore to MP, Rs. 14 crores to Chhattisgarh, and Rs. 13 crore to AP. The detailed year-wise and state-wise figures for the allocation, release and utilization of BRGF capacity building grants for the period 2006-07 to 2010-11 are given in Table 2.4. The corresponding year-wise and state-wise ratios for the given period are given in Table 2.5.

Table 2.4: Year-wise and State-wise Allocation, Release and Utilization of BRGF Capacity Building Grants (Rs. in crores)

Sl. No.	State	Allocation					Release					Utilization				
		2006-07	2007-08	2008-09	2009-10	2010-11	2006-07	2007-08	2008-09	2009-10	2010-11	2006-07	2007-08	2008-09	2009-10	2010-11
1	Andhra Pradesh	13.00	13.00	13.00	13.00	13.00	13.00	13	0	22.11	13	13	13	0	22.11	0.39
2	Arunachal Pradesh	1.00	1.00	1.00	1.00	1.00	0.5	0	0	2.9	0	0.5	0	0	0	0
3	Assam	11.00	11.00	11.00	11.00	11.00	9.12	0	0	0	13.08	9.12	0	0	0	0.59
4	Bihar	36.00	36.00	36.00	36.00	36.00	14.46	0	0	25.78	31.34	14.46	0	0	24.72	0
5	Chhattisgarh	14.00	14.00	14.00	14.00	14.00	9.1	0	13	8.46	17.54	9.1	0	13	8.46	0
6	Gujarat	6.00	6.00	6.00	6.00	6.00	0	0	6.05	5.47	1.85	0	0	6.05	1.88	0
7	Haryana	2.00	2.00	2.00	2.00	2.00	0	0	3.23	0	2	0	0	3.23	0	0.15
8	Himachal Pradesh	2.00	2.00	2.00	2.00	2.00	0	2	1.96	1.76	2	0	2	1.96	1.76	0
9	Jammu And Kashmir	3.00	3.00	3.00	3.00	3.00	0	0	0	9	0	0	0	0	0	0
10	Jharkhand	21.00	21.00	21.00	21.00	21.00	0	21	0	0	8.46	0	20.77	0	0	0
11	Karnataka	5.00	5.00	5.00	5.00	5.00	0	10	0	8.39	5	0	5	0	8.39	2.6
12	Kerala	2.00	2.00	2.00	2.00	2.00	0	2	0	2	1.28	0	2	0	0	0
13	Madhya Pradesh	24.00	24.00	24.00	24.00	24.00	14.96	24	24	5.66	24	14.96	24	24	5.66	0
14	Maharashtra	12.00	12.00	12.00	12.00	12.00	6.19	0	29.81	0	12	6.19	0	29.81	0	0
15	Manipur	3.00	3.00	3.00	3.00	3.00	0	0	4.6	0	2.02	0	0	4.59	0	0
16	Meghalaya	3.00	3.00	3.00	3.00	3.00	0	0	3.93	2.36	3	0	0	3.93	0.57	0
17	Mizoram	2.00	2.00	2.00	2.00	2.00	0	0	2	2	2	0	0	2	2	0.05
18	Nagaland	5.00	5.00	5.00	5.00	5.00	0	0	3	6	3	0	0	3	6	2
19	Odisha	19.00	19.00	19.00	19.00	19.00	0	19	0	23.27	0	0	19	0	23.27	0
20	Punjab	1.00	1.00	1.00	1.00	1.00	0	0	0	1	1	0	0	0	1	0.44
21	Rajasthan	13.00	13.00	13.00	13.00	13.00	7.88	0	0	32.08	8.45	7.88	0	0	32.08	8.45
22	Sikkim	1.00	1.00	1.00	1.00	1.00	0.95	0	1	0.73	0.84	0.95	0	1	0.73	0.56
23	Tamil Nadu	6.00	6.00	6.00	6.00	6.00	0	0	16.32	0	5.24	0	0	16.32	0	1.76
24	Tripura	1.00	1.00	1.00	1.00	1.00	0	0	0.84	0.89	1	0	0	0.84	0.89	0.1
25	Uttar Pradesh	34.00	34.00	34.00	34.00	34.00	0	25.3	0	20.26	28.07	0	25.3	0	17.73	0
26	Uttarakhand	3.00	3.00	3.00	3.00	3.00	0	0	9	0	0	0	0	0	0	0
27	West Bengal	11.00	11.00	11.00	11.00	11.00	10.5	5.02	16.98	10.52	11	10.5	5.02	16.98	10.52	9.7
	Total	254.00	254.00	254.00	254.00	254.00	86.66	121.33	135.7	190.64	197.17	86.66	116.1	126.69	167.77	26.79

Note: Additional Districts: 1. Narayanpur (Chhattisgarh), 2. Pratapgarh (Rajasthan), 3. Kiphrie (Nagaland), 4. Longleng (Nagaland).

Source: <http://panchayat.gov.in/mopr/viewContentItem.do?method=viewItem&itemid=3417&ptlid=3414&cToken=2139971875>, Website accessed on: 3 February 2012.

Table 2.5: Year-wise and State-wise Allocation, Release and Utilization Ratios of BRGF Capacity Building Grants (in %)

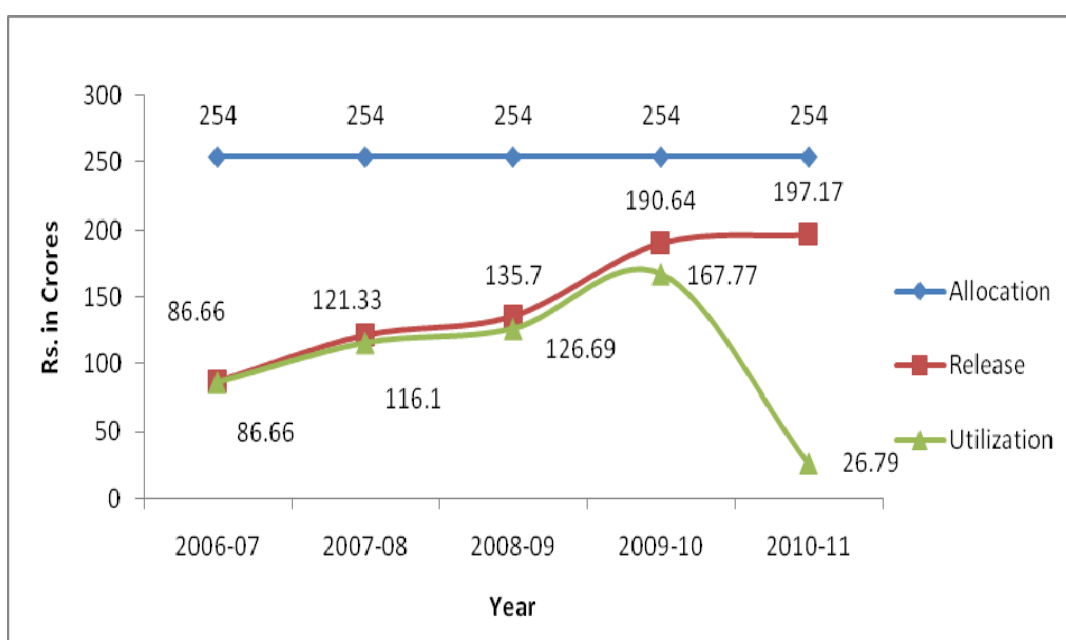
Sl. No.	State	Release as a Percentage of the Allocation					Utilization as a Percentage of the Allocation					Utilization as a Percentage of the Release				
		2006-07	2007-08	2008-09	2009-10	2010-11	2006-07	2007-08	2008-09	2009-10	2010-11	2006-07	2007-08	2008-09	2009-10	2010-11
1	Andhra Pradesh	100.00	100.00	0.00	170.08	100.00	100.00	100.00	0.00	170.08	3.00	100.00	100.00	-	100.00	3.00
2	Arunachal Pradesh	50.00	0.00	0.00	290.00	0.00	50.00	0.00	0.00	0.00	0.00	100.00	-	-	0.00	-
3	Assam	82.91	0.00	0.00	0.00	118.91	82.91	0.00	0.00	0.00	5.36	100.00	-	-	-	4.51
4	Bihar	40.17	0.00	0.00	71.61	87.06	40.17	0.00	0.00	68.67	0.00	100.00	-	-	95.89	0.00
5	Chhattisgarh	65.00	0.00	92.86	60.43	125.29	65.00	0.00	92.86	60.43	0.00	100.00	-	100.00	100.00	0.00
6	Gujarat	0.00	0.00	100.83	91.17	30.83	0.00	0.00	100.83	31.33	0.00	-	-	100.00	34.37	0.00
7	Haryana	0.00	0.00	161.50	0.00	100.00	0.00	0.00	161.50	0.00	7.50	-	-	100.00	-	7.50
8	Himachal Pradesh	0.00	100.00	98.00	88.00	100.00	0.00	100.00	98.00	88.00	0.00	-	100.00	100.00	100.00	0.00
9	Jammu And Kashmir	0.00	0.00	0.00	300.00	0.00	0.00	0.00	0.00	0.00	0.00	-	-	-	0.00	-
10	Jharkhand	0.00	100.00	0.00	0.00	40.29	0.00	98.90	0.00	0.00	0.00	-	98.90	-	-	0.00
11	Karnataka	0.00	200.00	0.00	167.80	100.00	0.00	100.00	0.00	167.80	52.00	-	50.00	-	100.00	52.00
12	Kerala	0.00	100.00	0.00	100.00	64.00	0.00	100.00	0.00	0.00	0.00	-	100.00	-	0.00	0.00
13	Madhya Pradesh	62.33	100.00	100.00	23.58	100.00	62.33	100.00	100.00	23.58	0.00	100.00	100.00	100.00	100.00	0.00
14	Maharashtra	51.58	0.00	248.42	0.00	100.00	51.58	0.00	248.42	0.00	0.00	100.00	-	100.00	-	0.00
15	Manipur	0.00	0.00	153.33	0.00	67.33	0.00	0.00	153.00	0.00	0.00	-	-	99.78	-	0.00
16	Meghalaya	0.00	0.00	131.00	78.67	100.00	0.00	0.00	131.00	19.00	0.00	-	-	100.00	24.15	0.00
17	Mizoram	0.00	0.00	100.00	100.00	100.00	0.00	0.00	100.00	100.00	2.50	-	-	100.00	100.00	2.50
18	Nagaland	0.00	0.00	60.00	120.00	60.00	0.00	0.00	60.00	120.00	40.00	-	-	100.00	100.00	66.67
19	Odisha	0.00	100.00	0.00	122.47	0.00	0.00	100.00	0.00	122.47	0.00	-	100.00	-	100.00	-
20	Punjab	0.00	0.00	0.00	100.00	100.00	0.00	0.00	0.00	100.00	44.00	-	-	-	100.00	44.00
21	Rajasthan	60.62	0.00	0.00	246.77	65.00	60.62	0.00	0.00	246.77	65.00	100.00	-	-	100.00	100.00
22	Sikkim	95.00	0.00	100.00	73.00	84.00	95.00	0.00	100.00	73.00	56.00	100.00	-	100.00	100.00	66.67
23	Tamil Nadu	0.00	0.00	272.00	0.00	87.33	0.00	0.00	272.00	0.00	29.33	-	-	100.00	-	33.59
24	Tripura	0.00	0.00	84.00	89.00	100.00	0.00	0.00	84.00	89.00	10.00	-	-	100.00	100.00	10.00
25	Uttar Pradesh	0.00	74.41	0.00	59.59	82.56	0.00	74.41	0.00	52.15	0.00	-	100.00	-	87.51	0.00
26	Uttarakhand	0.00	0.00	300.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	-	-	0.00	-	-
27	West Bengal	95.45	45.64	154.36	95.64	100.00	95.45	45.64	154.36	95.64	88.18	100.00	100.00	100.00	100.00	88.18
	Total	34.12	47.77	53.43	75.06	77.63	34.12	45.71	49.88	66.05	10.55	100.00	95.69	93.36	88.00	13.59

Source: <http://panchayat.gov.in/mopr/viewContentItem.do?method=viewItem&itemid=3417&ptid=3414&cToken=2139971875>, Website accessed on 3 February 2013.

Release

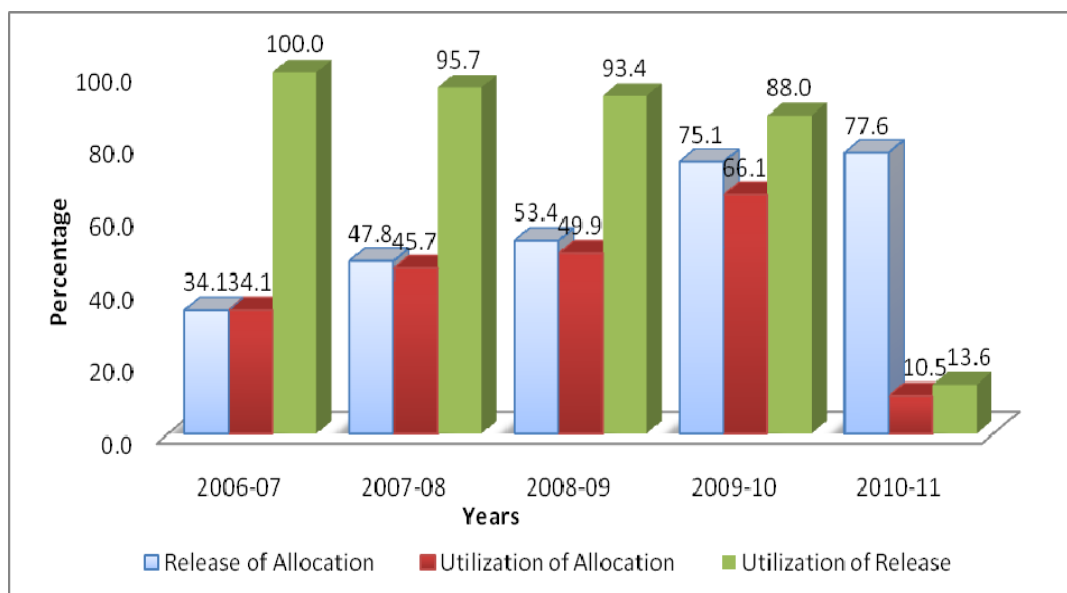
Unlike the development grants, the capacity building grants were released to a number of states from 2006-07 itself, the very first year of the programme. Out of the total per annum allocation of Rs. 254 crore, a sum of Rs. 86.66 crore was allocated in 2006-07, of Rs. 121.33 crore in 2007-08, Rs. 135.7 crore in 2008-09, Rs. 190.64 crore in 2009-10, and Rs. 197.17 crores in 2010-11 (Figure 2.4). The released amount constituted 34.12 per cent of the total allocation in 2006-07, 47.77 per cent in 2007-08, 53.43 per cent in 2008-09, 75.06 per cent in 2009-10, and 77.63 per cent in 2010-11.

Figure 2.4: Year-wise Allocation, Release and Utilization of BRGF Capacity Building Grants (All-India)



Source: Same as for Table 2.4.

Figure 2.5: Release and Utilization Ratios of BRGF Capacity Building Grants (All-India)



Source: Same as for Table 2.4.

Utilization

The utilization ratio of the capacity building grants was better than that of the release ratio. It was also better than the utilization ratio of the development grants. The utilization of capacity building grants was 100 per cent in 2006-07, 95.69 per cent in 2007-08, 93.36 per cent in 2008-09, 88.00 per cent in 2009-10, and 13.59 per cent in 2010-11 (Figure 2.5). The low utilization ratio in 2010-11 is probably due to the non-reporting of the latest utilization figures.

2.2.2 State-wise Release and Utilization of Capacity Building Grants (2006-07 to 2010-11)

The overall utilization ratio was better than the release ratio. However, while the overall release of the capacity building grants was merely 57.60 per cent of the total allocation, the overall utilization ratio was 71.63 per cent. Odisha, Rajasthan, West Bengal, Sikkim, Nagaland, Tamil Nadu, AP, Maharashtra, HP and MP are the leading states in terms of the utilization of capacity building grants.

These states have relatively better institutionalized PRIs and ULBs than the other states. Table 2.6 depicts the detailed allocation, release and utilization figures for all the states for the period 2006-07 to 2010-11.

Table 2.6: State-wise Allocation, Release and Utilization of the BRGF Capacity Building Grants (2006-07 to 2010-11)

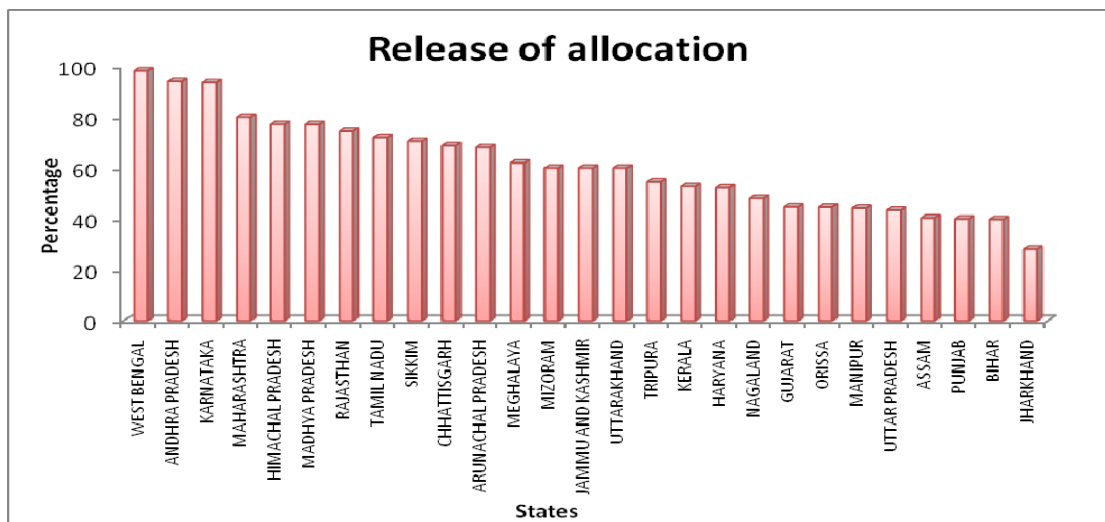
Sl. No.	State	Rs. In Crores			In %			Ranking Of State	
		Allocation	Release	Utilization	Release Of Allocation	Utilization Of Allocation	Utilization Of Release	Utilization Of Allocation	Utilization Of Release
1	Odisha	95	42.27	42.27	44.49	44.49	100.00	10	1
2	Rajasthan	65	48.41	48.41	74.48	74.48	100.00	3	2
3	West Bengal	55	54.02	52.72	98.22	95.85	97.59	1	3
4	Sikkim	5	3.52	3.24	70.40	64.80	92.05	4	4
5	Nagaland	25	12	11	48.00	44.00	91.67	11	5
6	Tamil Nadu	30	21.56	18.08	71.87	60.27	83.86	6	6
7	Andhra Pradesh	65	61.11	48.5	94.02	74.62	79.37	2	7
8	Maharashtra	60	48	36	80.00	60.00	75.00	7	8
9	Himachal Pradesh	10	7.72	5.72	77.20	57.20	74.09	8	9
10	Madhya Pradesh	120	92.62	68.62	77.18	57.18	74.09	9	10
11	Punjab	5	2	1.44	40.00	28.80	72.00	18	11
12	Jharkhand	105	29.46	20.77	28.06	19.78	70.50	23	12
13	Manipur	15	6.62	4.59	44.13	30.60	69.34	16	13
14	Karnataka	25	23.39	15.99	93.56	63.96	68.36	5	14
15	Mizoram	10	6	4.05	60.00	40.50	67.50	13	15
16	Tripura	5	2.73	1.83	54.60	36.60	67.03	14	16
17	Haryana	10	5.23	3.38	52.30	33.80	64.63	15	17
18	Chhattisgarh	70	48.1	30.56	68.71	43.66	63.53	12	18
19	Gujarat	30	13.37	7.93	44.57	26.43	59.31	19	19
20	Uttar Pradesh	170	73.63	43.03	43.31	25.31	58.44	20	20
21	Bihar	180	71.58	39.18	39.77	21.77	54.74	21	21
22	Meghalaya	15	9.29	4.5	61.93	30.00	48.44	17	22
23	Assam	55	22.2	9.71	40.36	17.65	43.74	24	23
24	Kerala	10	5.28	2	52.80	20.00	37.88	22	24
25	Arunachal Pradesh	5	3.4	0.5	68.00	10.00	14.71	25	25
26	Jammu And Kashmir	15	9	0	60.00	0.00	0.00	26	26
27	Uttarakhand	15	9	0	60.00	0.00	0.00	27	27
Total		1270	731.5	524.01	57.60	41.26	71.63		

Source: <http://panchayat.gov.in/mopr/viewContentItem.do?method=viewItem&itemid=3417&ptlid=3414&Token=2139971875>, Website accessed on 3 February 2012.

The release ratio varied across the states. West Bengal, Karnataka, AP, Maharashtra, HP and MP were the leading states in terms of the release of capacity building grants as the ratios of their total allocation. However, in terms of the utilization of the release, Odisha, Rajasthan, West Bengal, Sikkim, Nagaland, Tamil Nadu, Andhra Pradesh, Maharashtra, HP and MP were the

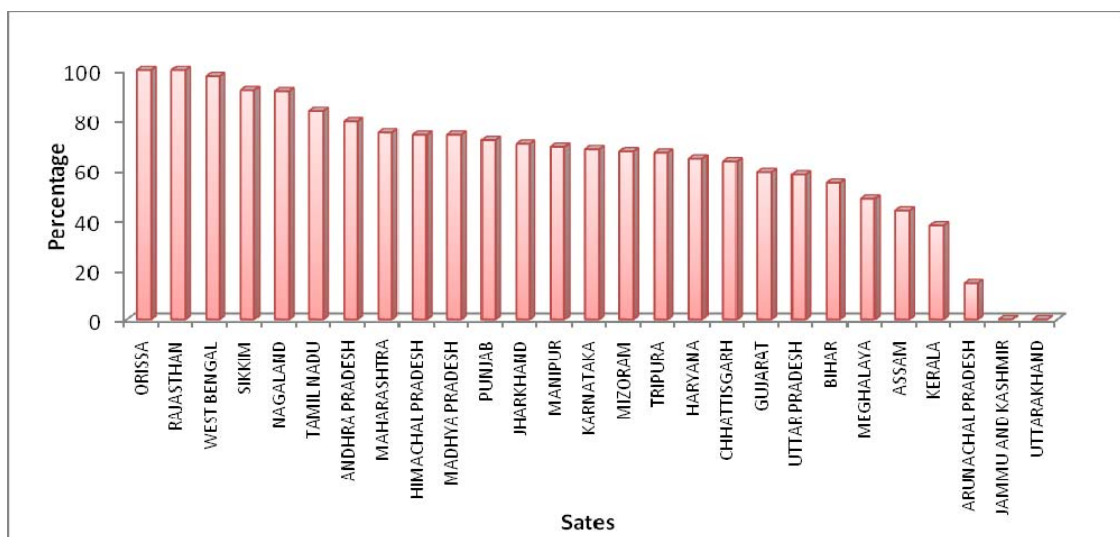
leading states. Interestingly, most of the above states with a high release ratio are also states with relatively better institutionalized PRIs and ULBs. Even in terms of the utilization of the release, most of the leading states are those with better institutionalized PRIs. Figures 2.6a, 2.6b and 2.6c give the ranking of the states as per the release and utilization ratios of the capacity building grants.

Figure 2.6a: State-wise Release Ratio of Capacity Building Grants (2006-07 to 2010-11) (in %)



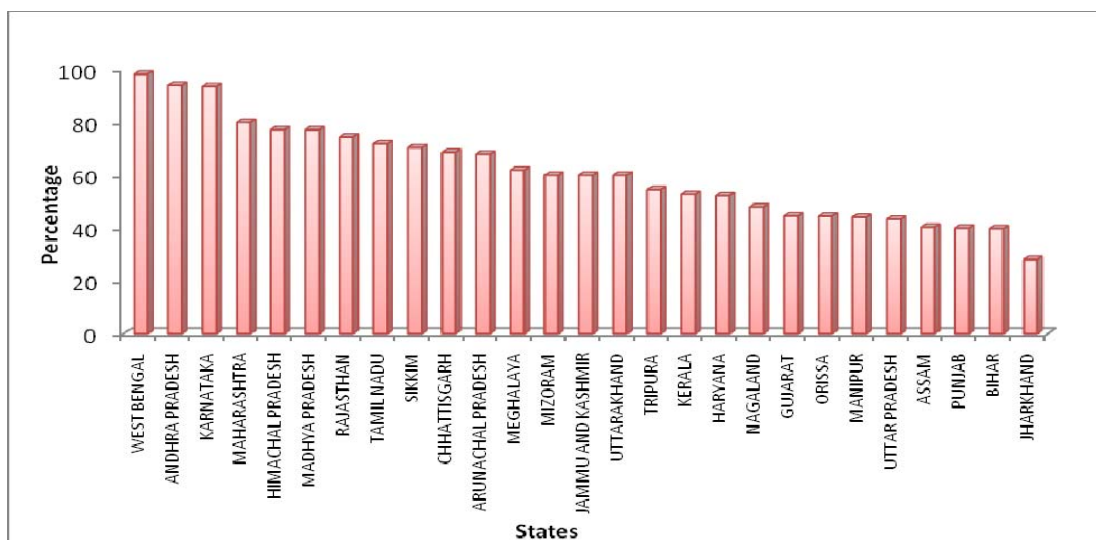
Source: Same as that for Table 2.4.

Figure 2.6b: State-wise Utilization Ratio of (the Release) Capacity Building Grants (2006-07 to 2010-11) (in %)



Source: Same as that for Table 2.4

Figure 2.6c: State-wise Utilization Ratio of (the Allocation) Capacity Building Grants (2006-07 to 2010-11) (in %)



Source: Same as that for Table 2.6.

The overall utilization ratio was better in the case of the capacity building grants than that of the development grants. One major difficulty in the release of grants was that the release of the subsequent instalments was based on the utilization certificate, while the release of the first instalment was based on the submission of the Annual Action Plan. The Plan-based allocation and utilization-based release of grants was a constraint in the faster release and utilization of the allocated money. In the case of most of the states, the preparation of the Annual Action Plan and its formal submission to the Centre after approval by the State Level High-powered Committee was delayed. This delay in submission and sometimes incomplete submission of the Plan proposal was one of the reasons for the delay in the release of the allocated money from the Centre.

2.3 Physical Progress of BRGF Works

This section explains the physical progress of BRGF works in the surveyed states. Out of the 27 BRGF states, the study covered 16 states, but the details of physical progress of works have been provided only for 14 states. The detailed data of the works sanctioned, completed and yet to start were not available for

Jammu and Kashmir and Assam. Tamil Nadu has provided only the number of sanctioned works.

2.3.1 Overall Sanctioned, Completed, Ongoing and Yet-to-Start Works (2006-07 to 2010-11)

In the 14 surveyed states, a total of 7,12,143 works were sanctioned between 2006-07 and 2010-11. Out of the sanctioned works, 4,38,766 were completed, 1,66,765 were ongoing, and 82,502 were yet to start. The completed works constituted 61.61 per cent of the sanctioned works while the ongoing works constituted 23.42 per cent of the sanctioned works. About one-tenth of the sanctioned works were not started.

2.3.2 Sector-wise Status of Sanctioned Ongoing and Yet-to-Start Works

The sector-wise distribution of the completed, ongoing and yet-to-start works shows that the completion ratio was relatively better in a few sectors. For example, out of the total works sanctioned for the welfare of the SCs and STs,

Table 2.7: Sector-wise Works Sanctioned, Completed, Ongoing, and Yet-to-Start' under BRGF (2006-07 to 2010-11)

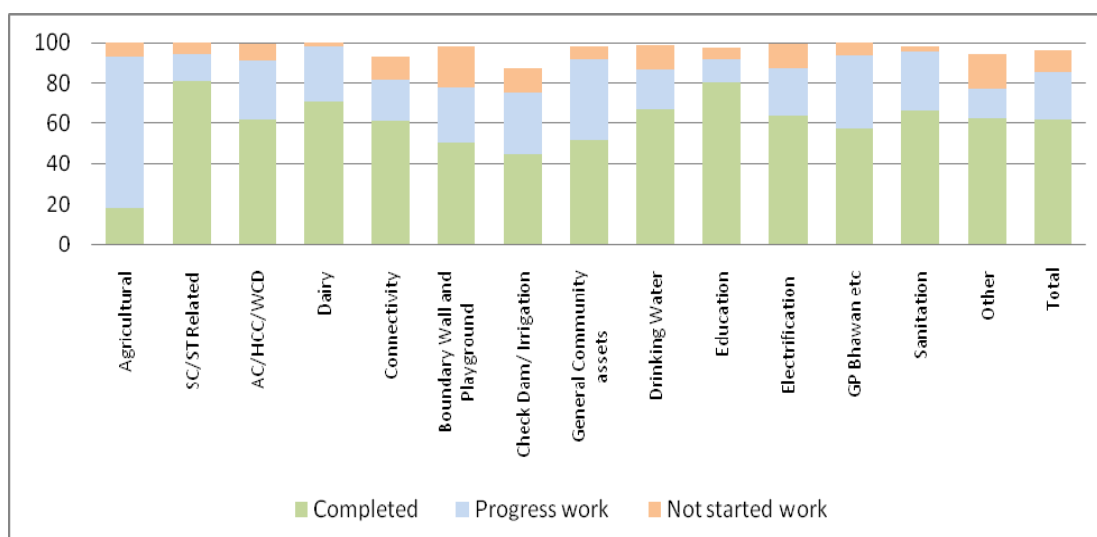
Sl. No.	Sector	Sanctioned Works (No.)	Completed Works (No.)	Ongoing Works (No.)	Yet-to-Start Works (No.)	Completed Works (%)	Ongoing Works (%)	Yet-to-Start Works (%)
1	Agricultural	12665.7	2295	9539	818	18.12	75.31	6.46
2	SC/ST-related	3243	2615	445	183	80.64	13.72	5.64
3	AC/PHC/WCD	72,880	44,872	21,911	5514	61.57	30.06	7.57
4	Dairy	6548	4653	1774	121	71.06	27.09	1.85
5	Connectivity	1,27,835	77,971	26,556	14,877	60.99	20.77	11.64
6	Boundary Wall and Playground	750	380	205	154	50.67	27.33	20.53
7	Check Dam/ Irrigation	4593	2078	1372	541	45.24	29.87	11.78
8	General Community Assets	36,888	19,031	14,845	2329	51.59	40.24	6.31
9	Drinking Water	75,882	50,982	14,716	9378	67.19	19.39	12.36
10	Education	12,683	10,152	1529	667	80.04	12.06	5.26
11	Electrification	57,434	36,643	13,737	6862	63.80	23.92	11.95
12	G.P. Bhavan, etc.	43,259	24,821	15,930	2506	57.38	36.82	5.79
13	Sanitation	40,456	27,046	11,776	934	66.85	29.11	2.31
14	Other	2,17,026	1,35,227	32,430	37,618	62.31	14.94	17.33
	Total	7,12,143	438766	166,765	82,502	61.61	23.42	11.59

Source: Data collected from the Department of Panchayati Raj and Rural Development of Various State Governments.

Figures in parentheses show percentages.

Note: Ac—Anganwadi Centre; PHC—Primary Health Centre; and WCD—Women and Child Development. 80.64 per cent were completed and 13.72 per cent were ongoing. Similarly, in the case of education-related works, 80.04 per cent were completed, and 12.06 per cent were ongoing. The completion ratio was also good in the case of works related to sanitation, electrification, dairy and animal husbandry, drinking water, connectivity, the *anganwadi* centre, and women- and child-related works. On the other hand, the proportion of ongoing works was the highest in the case of agriculture and related infrastructural works, check dam and irrigation projects, general community assets, and the Gram Panchayat (G.P.) Bhavan.

Figure 2.7: Sector-wise Status of Complete, Ongoing and Yet-to-Start Works under BRGF (2006-07 to 2010-11) (In %)



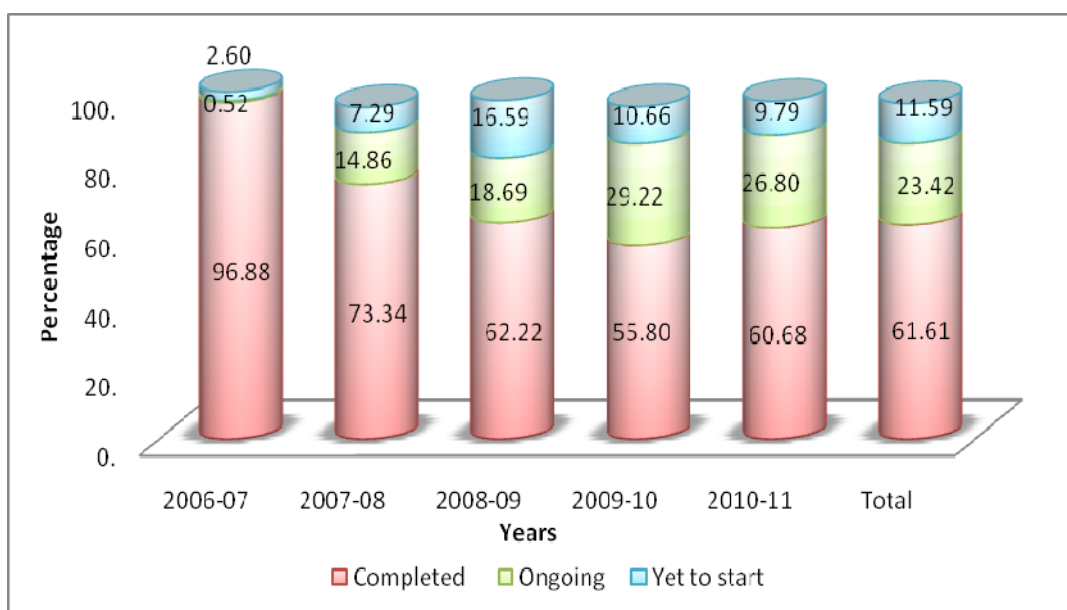
Source: Same as that for Table 2.7.

2.3.3 Year-wise Sanctioned, Completed, Ongoing and Yet-to-Start Works (2006-07 to 2010-11)

The year-wise break up of the completed, ongoing and yet-to-start works shows that while in 2006-07, 97 per cent of the works were completed, the completion ratio declined to 73 per cent in 2007-08, 62 per cent in 2008-09, 55.80 per cent in 2009-10, and 60.68 per cent in 2010-11. About one-tenth to one-fifth of the total sanctioned works were ongoing during different years of evaluation. However, during almost every year, a good number of works were not started.

The figures for the yet-to-be-started works were 16.59 per cent and 10.66 per cent in 2008-09 and 2009-10, respectively..

Figure 2.8: Year-wise Works Sanctioned, Completed Ongoing, and Not Started under BRGF (2006-07 to 2010-11) (In %)



Source: Same as that for Table 2.7.

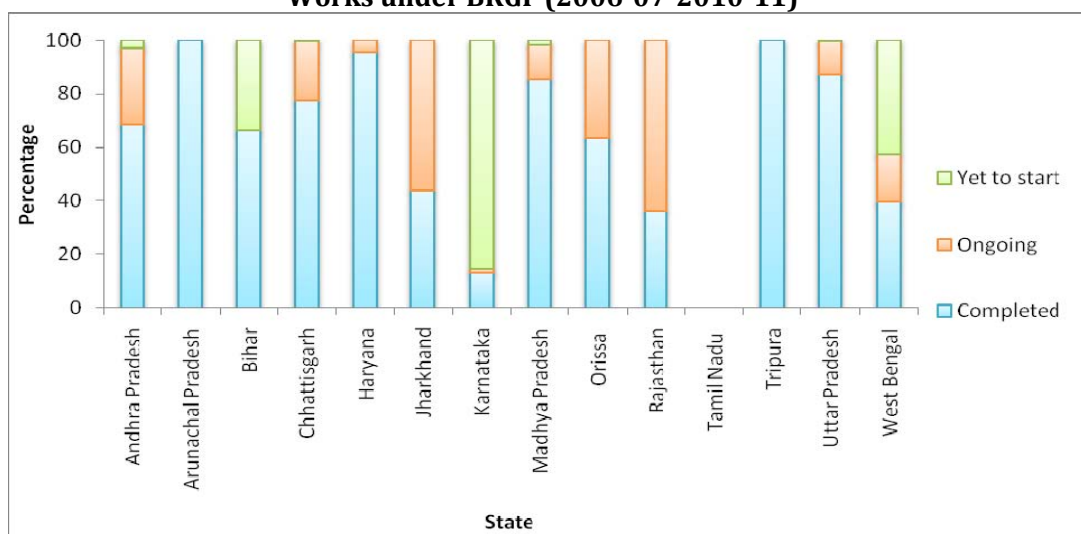
The main reasons for a large proportion of works falling in the category of ongoing or yet-to-be-started works include procedural delay, delay in the release of sanctioned money to the executive agencies, problem in the acquisition of land in a few cases, and other administrative difficulties. However, in the case of ongoing works, the general difficulty pertained to the timely inspection and submission of inspection reports by the supervisory authority, non-release of the second instalment of funds, and sometimes abandonment of the works by the contractors. The low completion ratio in the case of certain sectors was sometimes due to the nature of the work, but in most of the cases, it was related to administrative and procedural delays.

2.3.4: State-wise Status of Sanctioned, Completed, Ongoing and Yet-to-Start Work (2006-07 to 2010-11)

The state-wise trend in terms of the completion ratio shows that in a few states, the completion ratio was reasonably good. For example, completed works constituted 100 per cent of the total sanctioned works in Arunachal Pradesh and Tripura, 95.55 per cent in Haryana, 85.32 per cent in Madhya Pradesh (MP), and 86.96 per cent in Uttar Pradesh (UP). On the other hand, completed works constituted only 68.58 per cent of the sanctioned works in Andhra Pradesh, 66.16 per cent in Bihar, and 63.40 per cent in Odisha. The proportion of completed works was very low in states like Jharkhand (43.96 per cent), Karnataka (13.11 per cent), Rajasthan (36.13 per cent), and West Bengal (39.57 per cent).

The proportion of ongoing works was very high in Rajasthan (63.87 per cent) and Jharkhand (56.04 per cent). However, the proportion of yet-to-start works was unexceptionally high (85.55 per cent) in Karnataka, West Bengal (42.50 per cent) and Bihar (33.84).

Figure 2.9: State-wise Status of Completed, Ongoing and Yet-to-Start Works under BRGF (2006-07-2010-11)



Source: Same as that for Table 2.7.

The state-wise trend in the completion ratio shows that in UP, except for the *anganwadi* centre and Gram Panchayat Sachivalaya (GP Secretariat), the progress of other works was satisfactory. In the case of the GP Sachivalaya, 31.58 per cent of the works were ongoing while the corresponding figure was 8.20 per cent in the case of the *anganwadi* centre. However, the GP Sachivalaya and *anganwadi* centres constituted the highest proportion of the total works sanctioned in the state. As a whole, in the state, 12.72 per cent of the works were ongoing, and only 0.32 per cent were yet to be started.

In Rajasthan, about two-thirds of the sanctioned works were ongoing and only one-third were completed. The proportion of ongoing works was very high in the spheres of agriculture and irrigation, drinking water, Nirdhan Awas, Gram Vikas Kendra, Panchayat Bhavan, health centre, etc. In Odisha, 63.40 per cent of the total sanctioned works were completed while the rest 36.60 per cent were ongoing. The proportion of completed works was the highest in the case of house construction, minor irrigation, roads, etc., whereas the proportion of ongoing works was the highest in the areas of electrification, construction of a playground and a residential hostel.

In Andhra Pradesh, 68.58 per cent of the total sanctioned works were completed and 28.60 per cent were ongoing. About 3 per cent of the total sanctioned works were yet to be started. The proportion of completed works was higher in the case of *anganwadi* centres, drinking water, sanitation-related works and the backward caste hostel. On the other hand, the proportion of ongoing works was higher in the case of agriculture and animal husbandry fisheries, the health centres (PHC and CHC) and the hostel building for SCs and STs.

In Jharkhand, out of the total sanctioned works, 43.96 per cent were completed and 56 per cent were ongoing. *Anganwadi* centres and Panchayat Bhavans were taken in large numbers, but the progress in the completion of these works was slow. In the case of *anganwadi* centre, 45 per cent of the works were completed

and the rest were ongoing. Similarly, in the case of the Panchayat Bhavan, only 32 per cent of the sanctioned works were completed while the rest 68 per cent were ongoing. In contrast, about 76 per cent of the road construction works and 85 per cent of the bridges had been completed.

In MP, out of the total sanctioned works, 85.32 percent were completed, 12.73 per cent were ongoing, and 1.95 per cent were yet to be started. The proportion of completed works was the highest in the case of Apna Ghar (91 per cent) followed by electrification (88 per cent), irrigation (84 per cent), and rural *haats* (markets) (87 per cent). The proportion of ongoing works was the highest in the case of education (22 per cent), health (19.96 per cent), and roads and connectivity (38.41 per cent) followed by livelihoods (37 per cent) and veterinary works (25.70 per cent). The highest proportion of works that were yet to be started was related to irrigation (10 per cent).

In Chhattisgarh, 77.56 per cent of the total sanctioned works up to 2010-11 were completed, 22.25 per cent were ongoing, while merely 0.25 per cent were yet to be started. Most of the 'yet-to-be started' works pertained to nutrition and training. The proportion of ongoing works was the highest in the case of capacity building works (79.61 per cent), followed by commercial complex (47 per cent), community centre (31.62 per cent), drinking water (35.47 per cent), education (39 per cent), electrification (33 per cent), energy (23 per cent), and the GP Bhavan (17.50 per cent). The proportion of ongoing works was equally high in the case of school building (57 per cent), sanitation (37 per cent), housing, the health centre and other infrastructure.

In West Bengal, out of the total sanctioned works up to 2010-11, only a little more than half had been completed and a little more than one-third were ongoing, though the proportion of works that were yet to be started was only 2.11 per cent. The proportion of completed works was the highest in the case of commercial complex (100 per cent), community centre (81 per cent) and

electrification (83.56 per cent), The proportion of ongoing works was the highest in the case of flagship programmes (95 per cent), bridges and culverts (80 per cent), irrigation and check dams (55 per cent), PRI staff quarters (48 per cent) and school building (48.31 per cent).

**Table 2.8: Sector-wise Amount Sanctioned and Expenditure Incurred
2006-07 to 2010-11**

Sl. No.	Sector	Rs. (in lakh)		Expenditure as a Ratio of the Sanctioned Amount
		Sanctioned	Expenditure	
1	Agricultural	6082.51	4180.16	68.72
		0.98	0.84	
2	SC/ST Related	4283.19	2873.10	67.08
		0.69	0.58	
3	AC/HCC/WCD	89,294.58	64,502.77	72.24
		14.37	12.91	
4	Dairy	4331.66	3131.13	72.28
		0.70	0.63	
5	Connectivity	1,91,734.61	1,46,206.64	76.25
		30.86	29.26	
6	Boundary Wall and Playground	850.32	1134.20	133.39
		0.14	0.23	
7	Check Dam/ Irrigation	4417.98	4397.50	99.54
		0.71	0.88	
8	General Community Assets	51,300.14	28,073.98	54.72
		8.26	5.62	
9	Drinking Water	37,872.96	36,459.23	96.27
		6.10	7.30	
10	Education	7252.32	10,685.88	147.34
		1.17	2.14	
11	Electrification	55,575.44	43,961.60	79.10
		8.94	8.80	
12	GP, Bhavan, etc.	42,908.45	32,373.41	75.45
		6.91	6.48	
13	Sanitation	33,760.23	23,662.03	70.09
		5.43	4.74	
14	Others	91,664.99	97,990.70	106.90
		14.75	19.61	
	Total	6,21,414.63	4,99,712.70	80.42
		100.00	100.00	

Source: Data collected from the Departments of Panchayati Raj and Rural Development of various state governments.

Note: Figures in parentheses show the percentages of the total expenditure.

In Bihar, out of the total sanctioned works, 66.16 per cent had been completed while 33.84 per cent were yet to start. The completion ratio varied across the sectors. In the case of agriculture, only 54 per cent of the sanctioned works had been completed. Similarly, the completion ratio was low in the case of animal husbandry and fisheries, civic amenities, infrastructure, minor irrigation, construction of playgrounds, sanitation, and social welfare projects, among others.

The progress in the completion ratio was more than 95 per cent in Haryana and 100 per cent in the smaller states of Tripura and Arunachal Pradesh. Tamil Nadu has not reported any ongoing and yet-to-be-started works.

2.4 Expenditure Ratio of the Sanctioned Amount on Works

The overall expenditure ratio of the total amount sanctioned for the various types of BRGF works was 80.40 per cent. The expenditure ratio of the sanctioned amount is higher than the overall utilization ratio as reported on the official website. This discrepancy is due to the reason that the utilization ratio is based on the final audited statement of the spent amount and the utilization ratio of the sanctioned expenditure is based on the utilization of the amount as reported by the executive agencies.

The sector-wise expenditure ratio was 99.54 per cent in the case of check dam and other irrigation works, 96.27 per cent in the case of drinking water, 76.25 per cent in connectivity, 79 per cent in electrification, etc. In terms of the state-wise trend regarding the expenditure ratio of the sanctioned amount, Arunachal Pradesh, Tripura and Haryana were able to spend the maximum out of the total sanctioned amount on the total works.

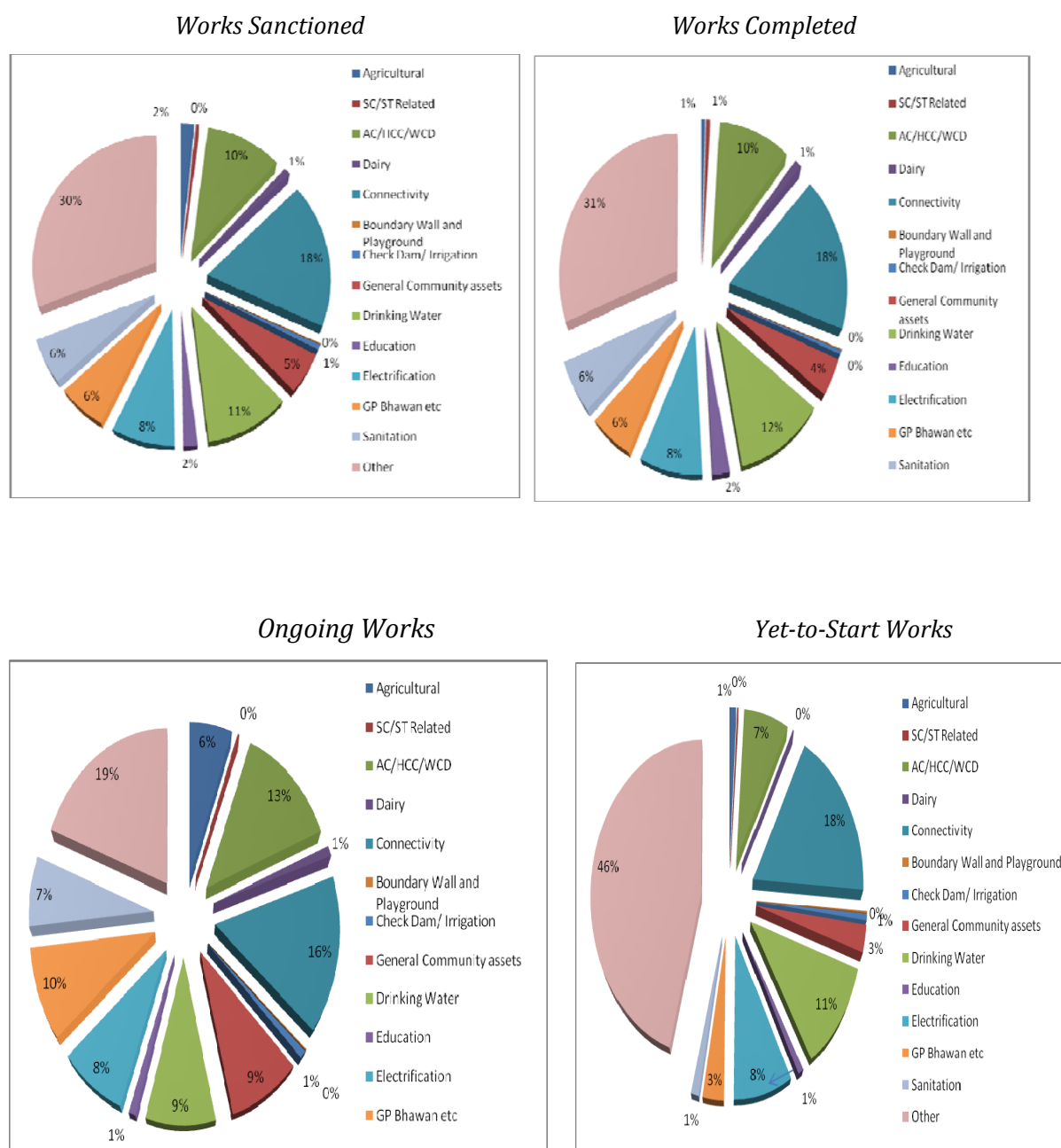
2.5 Types of Works Undertaken/Assets Created

2.5.1 Overall for all States

More than 40 types of works were undertaken across the states. These included projects pertaining to agriculture and allied activities, related infrastructure, the health and *anganwadi* centres, dairy and animal husbandry, veterinary hospital-related infrastructure, roads, bridges, culverts, drainage systems, playgrounds, stadiums, check dams, water conservation and harvesting works, tubewells and drinking water supply works, school buildings, construction of additional class rooms, electrification works, the Gram Vikas Kendra, and the GP Bhavan, among others. The nature of assets created varied in the rural and urban areas. While in the rural areas, the focus was more on building roads, bridges, culverts, irrigation works, the *anganwadi* centre, school buildings and health centres, in the urban areas, greater attention was accorded to the construction and organizing of community halls, market sheds, public toilets, garbage collection bins and drainage systems.

The distribution of these assets into various sectors suggests that about 5.18 per cent of the total sanctioned works were related to general community assets like community centres, commercial complexes, bus stands, market sheds, kitchens for providing mid-day-meals and the boundary wall of the crematorium. About 17.95 per cent of these works pertained to the construction of roads, culverts, and bridges, while 10.23 per cent pertained to the *anganwadi* and health centres, and another 10.66 per cent pertained to projects for drinking water supply. Upgradation of the GP Bhavan and Gram Vikas Kendra constituted about 5 per cent of the works while another 1 per cent related to the school building and construction of additional classrooms. Sanitation and drainage related works were mostly undertaken by the urban local bodies and constituted 5.68 per cent of the total sanctioned work. About one-third of the total works were related to other projects.

Figures 2.10a, 2.8b, 2.8c 2.8d: Sector-wise Types of Works Sanctioned, Completed, Ongoing and Yet-to-Start (Total of the Surveyed States)



Source: Same as that for Table 2.7.

The types of works undertaken shows that a huge proportion of them pertained to basic amenities like education, healthcare, sanitation and infrastructure

including roads, bridges and culverts. The investment in productive community assets was very low. For example, only 1.78 per cent of the total sanctioned works pertained to irrigation and other agriculture-related infrastructure, and less than 1 per cent were related to projects concerning check dams, water conservation, and flood control, among other things.

The nature and types of works undertaken suggest that most of the works were related to the creation of infrastructure and basic community assets. However, even in the case of infrastructure-related works, the absence of large infrastructural projects was noticeable. Most importantly, the main objective of the programme, that is, of bridging the critical infrastructural gap, does not seem to have been fulfilled through the construction of general community assets and other infrastructural works. Here, it must be pointed out that bridging the infrastructural gap under BRGF is critical for the development of the district as no other resources are available for this purpose. On the other hand, the building of schools, health centres and other such works can be undertaken through other Government programmes too, which provide the resources for the same.

As per the BRGF Guidelines, special attention should be paid to fulfilling the needs of socially and economically deprived groups like the SCs, STs and women. However, the distribution of the types of assets created suggests that less than one per cent of the total works were targeted at the welfare of the SCs and STs, though the proportion of assets created for the welfare of women was about one-tenth of the total. Further, in most of the states, the works for the SCs and STs were mainly related to the construction of hostels for them.

2.5.2 State-wise Types of Works Undertaken under BRGF

In UP, out of the total sanctioned works (between 2006-07 and 2010-11), the GP Bhavan constituted one-third, while building of roads and drainage systems constituted another one-fourth. Other works included electrification (7.39 per cent), *anganwadi* centre (3.20 per cent) and interlocking projects (9.70 per

cent). Unlike many other states, the types of works selected in UP were the least diversified. It was learnt during the study that the selection of works in UP was done in a centralized manner at the state level. Even the decision regarding the appointment of the executive agency for undertaking the various tasks was taken at the state level. All the GP Bhavans were constructed by the UP Project Corporation Limited (UPPCL). The Panchayati Raj Institutions (PRIs) were hardly involved in either the selection of the work, or its execution.

In Rajasthan, construction relating to GP Bhavan, *pucca* roads, agriculture and irrigation projects, and women and child development works (like the ICDS Centre) were accorded priority. The above four types of works constituted 68 per cent of the total sanctioned works. The other works that were given priority under the BRGF included sewerage facilities, the Nirdhan Awas (house for poor people), education (entailing the construction of school buildings and classrooms) and supply of drinking water.

In Odisha, priority was given to road construction, including both *kachcha* and *pucca* roads, which constituted almost half of the total sanctioned works. The types of works undertaken were confined to a few sectors only, including construction of houses for poor people and intermediate college hostels, and drinking water supply and minor irrigation projects.

In Andhra Pradesh, priority was clearly accorded to projects concerning the supply of drinking water (21.63 per cent), building of roads and drainage projects (20 per cent) and sanitation works (16.37 per cent). Construction at the GP Bhavan and electrification works were also undertaken, though in fewer numbers. In Tamil Nadu, road construction works constituted almost 50 per cent of the total sanctioned works. Construction of the new houses for the poor people was also given priority, and constituted 16.41 per cent of the total sanctioned works. The construction of culverts for facilitating connectivity and complementing the road construction works constituted about 8 per cent of the total sanctioned works.

In Karnataka, out of the total sanctioned works, projects concerning the provision of drinking water supply, electrification, school building (classrooms), community centres, and the *anganwadi* and health centres were accorded priority. Social welfare works of various types were also given importance.. In the terms of the distribution of expenditure, allocation of funds to the construction of school buildings and additional class rooms, electrification, health centres and anganwadi centres were given priority.

In Jharkhand, more than four-fifths of the total works were related to the refurbishment of the Panchayat Bhavan and *anganwadi* centres. While the former constituted 31 per cent of the total works sanctioned, the latter accounted for about half of the total sanctioned works.

The tendency to confine works to a limited sector was found in other states as well. For example, in MP, the Apna Ghar (house for the poor) project constituted 64 per cent of the total sanctioned works. Women and child development works, roads and Panchayat Bhavans were other sectors that were given priority. About 3 per cent of the works were related to telephone expenditure, which is not found in any other states. Also, it is not clear for what purposes this telephone (expenditure) related works were undertaken.

In Arunachal Pradesh and Tripura, most of the works were confined to a few sectors. In Arunachal Pradesh, agriculture and irrigation-related works constituted 47.26 per cent of the works while the Gram Vikas Kendra and Panchayat Bhavan constituted another 10.24 per cent of the total works. Similarly, in Tripura, the construction of school buildings (56.6 per cent) and veterinary centres (31.67 per cent) constituted most of the works. Interestingly, about 7 per cent of the total works were also related to ensuring the accrual of benefits to the SC and ST communities.

In Haryana, the selection of works showed two tendencies. First, there was a tendency to accord priority to the works pertaining to women and child

development. Second, these works were selected from various sectors. Works for women and child development constituted 34 per cent of the total sanctioned works, while the building of a kitchen shed for mid-day meals accounted for another 12.74 per cent of the works. The rest of the works were fairly distributed among different categories like the *anganwadi* centre (5.85 per cent), animal husbandry (7.22 per cent), bore wells (3.32 per cent), education, that is, mainly school buildings (5.61 per cent), and health and medical care (6.98 per cent).

The types of works sanctioned were diversified in the case of Chhattisgarh, though a few sectors like works related to livelihood promotion, and the construction of houses for the poor people were given clear priorities. The rest of the works were distributed in about 60 sectors.

In West Bengal, two types of works were given priority: one which pertained to the provision of drinking water supply and another that pertained to the procurement of garbage vehicles, dustbins, sheds, *ghats* at the river, and so on. Development works intended to benefit the SCs and ST were also given priority. However, in terms of the distribution of expenditure, construction of *anganwadi* centres, drinking water facilities, roads, markets, sheds, and parking sheds for rickshaw pullers were also accorded priority.

In Bihar, the construction of roads and water supply were given clear priority. Out of the total sanctioned works, more than 50 per cent were related to road construction and water supply. In terms of the distribution of expenditure too, more than 50 per cent of the funds were allocated for road construction. The rest of the amount was distributed to various other sectors.

2.6 Distribution of Expenditure

The distribution of expenditure corresponds to the types of work undertaken. Nevertheless, some works are more cost-intensive than others. Of the total amount spent between 2006-07 and 2010-11, about one-fourth was spent on

roads, bridges, culverts and other projects related to connectivity. Another 31 per cent of the allocated amount was spent on *anganwadi* and healthcare centre. The other works in order of importance were concerned with electrification (8.24 per cent), water supply (6.10 per cent), GP Bhavan (6.91 per cent) and sanitation (5.43 per cent). Works related to sanitation, drainage and sewerage, which were mostly taken up by the urban local bodies, were also given priority in terms of expenditure. Expenditure on agriculture constituted only 0.98 per cent of the total expenditure, while expenditure on SC/ST hostels/buildings meant for SCs and STs constituted less than 1 per cent of the total expenditure.

The state-wise figures show that the trend in expenditure generally corresponds to the types of assets created. For example, in Rajasthan, 30 per cent of the total expenditure was incurred on the Gram Vikas Kendra and Panchayat Bhavan, another 21.49 per cent on building *pucca* roads, 17.33 per cent on the development of women and children, 10 per cent on sewerage works and 8.76 per cent on education. In Odisha, 41.15 per cent of the expenditure was incurred on making concrete roads and another 15.75 per cent on other works, with both these types of projects accounting for the largest share of the total expenditure.

In Andhra Pradesh, the expenditure on roads and drainage, sanitation and drinking water works accounted for the largest share. Expenditure on the *anganwadi* centre constituted another significant share (11.06 per cent). In Karnataka, the distribution of expenditure was fairly wide across sectors and interestingly, none of the sectors received even 10 per cent of the total expenditure, unlike in most other states.

In Arunachal Pradesh, the expenditure on agriculture and irrigation constituted 36.31 per cent of the total expenditure, while expenditure incurred on the Gram Vikas Kendra and Panchayat Bhavan constituted another 15 per cent of the total expenditure. In Tripura, the highest share of the expenditure was incurred on electrification, followed by expenditure on the school building, whereas

expenditure on other sectors accounted for a very small proportion of the total expenditure.

In Haryana, the highest expenditure was incurred on the school building and infrastructure, the *anganwadi* centre, and women and child development works, whereas expenditure on the other sectors was thinly spread out. In Chhattisgarh, expenditure on infrastructure and promotion of the nutrition programme was the highest. However, in West Bengal, the highest expenditure was incurred on the *anganwadi* centre, followed by expenditure on the garbage collection vehicle, the vegetable market shed, washerman's *ghat*, and shelter for rickshaw-pullers. Expenditure on roads and drinking water was also given priority in the state.

Chapter III

Financial and Physical Progress at the District Level

3.1 *Inter se* Allocation of BRGF Grants

Each BRGF state is supposed to develop its own formula for the *inter se* allocation of BRGF grants to Panchayats and Urban Local Bodies (ULBs), and further to the three tiers of Panchayats, viz. the Gram Panchayats (GPs), Intermediate Panchayats (IPs), and Zila Panchayats (ZPs). The BRGF Guidelines prescribe that the allocation formula must incorporate the share of Panchayats and ULBs, as also the share of each PRI, viz., the GPs, IPs and ZPs within the district. The Guidelines also prescribe that the formula must consider the level of backwardness within each district, and the specific district-wise priorities, while also giving weightage to performance-based incentives.

Although most of the states have devised a formula indicating distribution between the ULBs and Panchayats, and also among the three tiers of PRIs, yet the distribution formula is not based on the above-mentioned criteria. Among the states, the distribution formula of Odisha, Haryana, Assam and Tamil Nadu prescribes allocation between the Panchayats and ULBs in the ratio of 75:25. Some other states like Karnataka and Uttar Pradesh (UP) have prescribed the allocation between Panchayats and ULBs in the ratio of 80:20. On the other hand, Andhra Pradesh (AP) has prescribed distribution in the ratio of 84:16, Bihar in the ratio of 86:14, Jammu & Kashmir (J&K) in the ratio of 90:10, and Madhya Pradesh (MP) and Chhattisgarh in the ratio of 87:13 each.

Most of the surveyed states have also evolved a norm for inter-Panchayat allocations. While Chhattisgarh, Odisha, J&K, AP and Arunachal Pradesh have allocated 50 per cent of the total available allocation for Panchayats to the GPs, 30 per cent to the IPs and 20 per cent to the ZPs, Bihar and UP have given a greater share to the GPs and a lower share to the ZPs. Thus, in Bihar and UP, the

GPs have been allocated 70 per cent, the IPs 30 per cent, and the ZPs 10 per cent after allocation of the share of ULBs.

As against the norms of allocation, a little variation can be seen in the actual distribution in some states. Table 3.1 shows the norms and actual distribution in the surveyed states as also the deviations from the norms in actual distribution.

Table 3.1: Distribution of BRGF Grants between ULBs and Panchayats, and among the Three Tiers of Panchayats in the Surveyed States (in %)

Region	State	Distribution Norms and Deviations											
		Urban Local Bodies			Gram Panchayat			Intermediate Panchayat			Zila Parishad		
		Norms	Actual	Deviation	Norms	Actual	Deviation	Norms	Actual	Deviation	Norms	Actual	Deviation
Central and West	Chhattisgarh	13.00	10.99	2.01	50.00	48.76	1.24	30.00	16.03	13.97	20.00	35.20	-15.20
	Madhya Pradesh	13.00	13.41	-0.41		44.32			7.44			48.25	
	Rajasthan		15.72			100.00			0.00			0.00	
East	Bihar	14.00	14.08	-0.08	70.00	76.55	-6.55	20.00	15.44	4.56	10.00	8.01	1.99
	Jharkhand		0.00			0.00			0.00			100.00	
	Odisha	25.00	23.64	1.36	50.00	15.71	34.29	30.00	66.87	-36.87	20.00	17.42	2.58
	West Bengal		8.91			57.98			19.79			22.23	
North	Haryana	25.00	20.21	4.79		87.05			12.95			0.00	
	Jammu and Kashmir	10.00	10.53	-0.53	50.00	46.74	3.26	30.00	32.02	-2.02	20.00	21.24	-1.24
	Uttar Pradesh	20.00	13.91	6.09	70.00	50.78	19.22	20.00	11.78	8.22	10.00	37.43	-27.43
North-East	Arunachal Pradesh		0.00		50.00	46.34	3.66	30.00	28.70	1.30	20.00	24.96	-4.96
	Assam	25.00	28.23	-3.23		0.00			23.77			76.23	
	Tripura		6.82			0.00			100.00			0.00	
South	Andhra Pradesh	16.00	15.96	0.04	50.00	47.96	2.04	30.00	31.30	-1.30	20.00	20.74	-0.74
	Karnataka	20.00	20.00	0.00		0.00			0.00			100.00	
	Tamil Nadu	25.00	12.50	12.50		0.00			80.00			20.00	
Grand Total			14.20			48.23			24.45			27.32	

Source: Data collected from the surveyed districts.

The above deviation was observed more at the level of distribution between the ULBs and Panchayats than among the three tiers of Panchayats. For example, Chhattisgarh adhered to the distribution norms in the case of ULBs and Panchayats, but deviated from the norms in terms of allocation to the GPs, IPs and ZPs. The ZPs were given 35 per cent of the total allocation to the Panchayats as against the state's norms of 20 per cent, and the IPs were given only 16 per

cent as against the norms of 30 per cent. Odisha, on the other hand, followed the norms of allocation between the ULBs and Panchayats, but deviated from the norms in terms of allocation among the Panchayats. As against the allocation norms of 50 per cent to the GPs in the state, the actual distribution was merely 15.71 per cent. On the other hand, as against the allocation norms of 30 per cent to the IPs, the actual distribution was 66.87 per cent. The ZPs were given around 17.42 per cent as against the allocation norms of 20 per cent. Meanwhile, states like Bihar, J&K and AP have followed the norms while making the actual distribution.

The state of Arunachal Pradesh, which has allocated the entire money to rural Panchayats, has been an exception to the above norms, whereas Jharkhand has been doing the corresponding distribution on an ad hoc basis, as the state government issued no clear instructions to the districts as to how to distribute the allocated funds.

A few states have not developed any criteria and allowed them to be determined by the respective district planning committees at the district levels. For example, the state government of J&K has not developed any formula for distribution between Panchayats and ULBs, or among the three tiers of Panchayats, but has left the decision to determine the district level allocations to the concerned districts.

There are district level variations even within a state. For example, in Chhattisgarh, the allocation to ULBs was almost in the same proportion in both the surveyed districts, but allocation to the three tiers of the GPs, IPs and ZPs varied between the two districts. In Bastar district, all the allocation intended for the Panchayats was given to GPs. On the other hand, in Sarguja district, all the allocation intended for the Panchayats was given to the IPs and ZPs. In MP, on the other hand, the allocation intended for the three tiers of the GPs, IPs and ZPs varied across the districts, but in Bihar, the allocation to ULBs varied in the

**Table 3.2: Allocation of BRGF Development Grants to Different Local Bodies in the Surveyed Districts
(2006-07 to 2010-11)**

(Rupees in Lakhs)

Regions	States	Districts	Urban Local Bodies		Gram Panchayats		Intermediate Panchayats		Zila Panchayats		Total
			Amount	Share (%)	Amount	Share (%)	Amount	Share (%)	Amount	Share (%)	Amount
Central and West	Chhattisgarh	Bastar	922.11	10.70	7692.99	100.00	0.00	0.00	0.00	0.00	8615.10
		Sarguja	1025.03	11.25		0.00	2529.68	31.29	5553.71	68.71	9108.42
	Madhya Pradesh	Balaghat	783.04	13.20	2817.00	54.71	194.46	3.78	2137.12	41.51	5931.62
		Panna	909.78	13.59	2027.40	35.06	618.45	10.69	3137.18	54.25	6692.81
	Rajasthan	Jhalawar	622.84	12.83	4232.16	100.00		0.00		0.00	4855.00
		Sawai Madhopur	1060.28	18.12	4790.72	100.00		0.00		0.00	5851.00
East	Bihar	Aurangabad	512.61	8.74	4226.35	78.94	695.02	12.98	432.77	8.08	5866.75
		Bhagalpur	1241.28	31.18	1925.15	70.28	540.24	19.72	273.98	10.00	3980.65
		Gaya	802.52	13.70	3940.24	77.96	755.01	14.94	359.23	7.11	5857.00
		Purnea	564.31	8.74	4483.26	76.11	949.19	16.11	458.24	7.78	6455.00
	Jharkhand	Hazaribagh		0.00		0.00		0.00	3189.84	100.00	3189.84
		Lohardaga									
	Odisha	Deogarh	1086.53	21.23		0.00	4031.47	100.00		0.00	5118.00
		Dhenkanal	1279.80	23.56	1881.08	45.30	1518.68	36.58	752.44	18.12	5432.00
		Malkangiri	1341.78	26.13		0.00	2459.26	64.83	1333.91	35.17	5134.95
	West Bengal	Birbhum	536.53	7.46	3907.60	58.74	1302.54	19.58	1442.26	21.68	7188.93
		Paschim Medinipur	1184.11	9.78	6285.21	57.52	2175.85	19.91	2466.64	22.57	12111.81
North	Haryana	Sirsa	860.65	20.21	2958.14	87.05	440.02	12.95	0.00	0.00	4258.81
	Jammu and Kashmir	Poonchh	247.50	10.53	982.75	46.74	673.25	32.02	446.50	21.24	2350.00
		Ambedkar Nagar	892.75	26.03	1333.24	52.54	126.87	5.00	1077.34	42.46	3430.20
	Uttar Pradesh	Jalaun	294.20	7.42	2229.95	60.76	612.60	16.69	827.25	22.54	3964.00
		Lalitpur	415.28	10.09	2013.21	54.38	655.60	17.71	1033.19	27.91	4117.28
		Sonbhadra	702.66	13.89	1668.45	38.29	286.17	6.57	2402.39	55.14	5059.67
North East	Arunachal Pradesh	Upper Subansiri		0.00	1243.93	46.34	770.24	28.70	670.01	24.96	2684.18
	Assam	Lakhimpur	344.00	25.46		0.00		0.00	1007.00	100.00	1351.00
		NC Hills	562.33	30.25		0.00	547.50	42.22	749.24	57.78	1859.07
	Tripura	Dhalai	289.46	6.82		0.00	3952.54	100.00		0.00	4242.00
South	Andhra Pradesh	Khammam	1551.42	13.02	5163.92	49.82	3134.35	30.24	2066.79	19.94	11916.48
		Warangal	1879.16	19.62	3498.49	45.45	2519.08	32.73	1679.39	21.82	9576.12
	Karnataka	Chitradurga	1212.60	20.00		0.00		0.00	4850.40	100.00	6063.00
	Tamil Nadu	Villupuram	652.66	12.50		0.00	3653.82	80.00	913.40	20.00	5219.88
	Grand Total		23777.21	14.20	69301.23	48.23	35141.89	24.45	39260.22	27.32	167480.55

Source: Data collected from the surveyed districts.

surveyed districts. In Odisha, the allocation to the ULBs was similar, but allocations to the GPs, IPs and ZPs were made in varying proportions. In UP, the allocation to both the ULBs and Panchayats varied across districts.

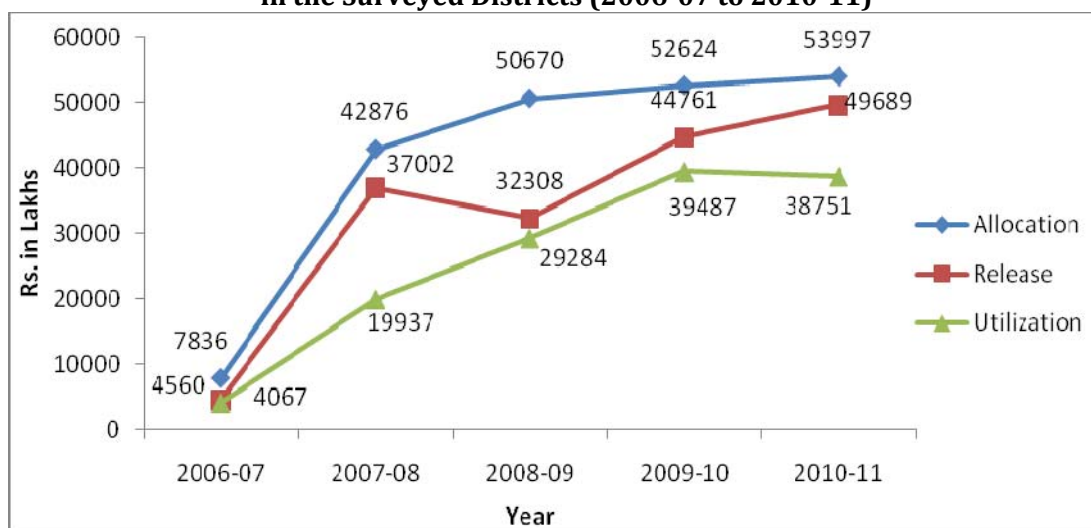
The district-wise details of actual distribution of development grants to the ULBs and the three tiers of the PRIs are given in Table 3.2.

3.2 Allocation, Release and Utilization of Development Grants in the Surveyed Districts

3.2.1 Overall Figures for the Surveyed Districts

These overall release and utilization ratios in the surveyed districts were better than the corresponding figures for the respective states. In the 31 surveyed districts, a sum of Rs. 2080 crores was allocated between 2006-07 and 2010-11. Out of that, a sum of Rs. 1683 crores was released and an amount of Rs. 1315 crores was actually utilized. The year-wise details of the allocation, release and utilization of BRGF development grants are shown in Figure 3.1.

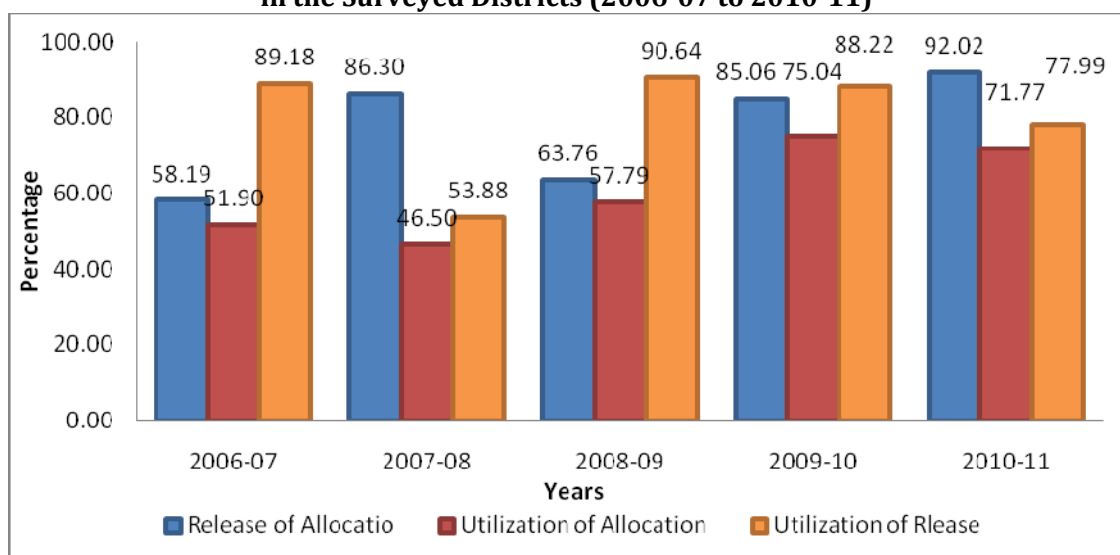
Figure 3.1: Release and Utilization Ratios of BRGF Development Grants in the Surveyed Districts (2006-07 to 2010-11)



Source: Same as that for Table 3.2.

The overall release ratio of BRGF development grants was 80.92 per cent while the corresponding utilization ratio was 78.14 per cent. However, the year-wise trend in the release and utilization ratios varied (Figure 3.2). For example, in 2007-08, the overall release and utilization ratios (of the 31 surveyed districts) were 86.30 per cent and 53.88 per cent, respectively. The release ratio declined to 63.76 per cent in 2008-09, but increased to 85.06 per cent in 2009-10, and further to 92.02 per cent in 2010-11. Similarly, the utilization ratio varied over the years. It was 53.88 per cent in 2007-08, which increased to 90.64 per cent in 2008-09, and then declined to 88.22 per cent in 2009-10. It declined further to 77.99 per cent in 2010-11.

Figure 3.2: Release and Utilization Ratios of BRGF Development Grants in the Surveyed Districts (2006-07 to 2010-11)

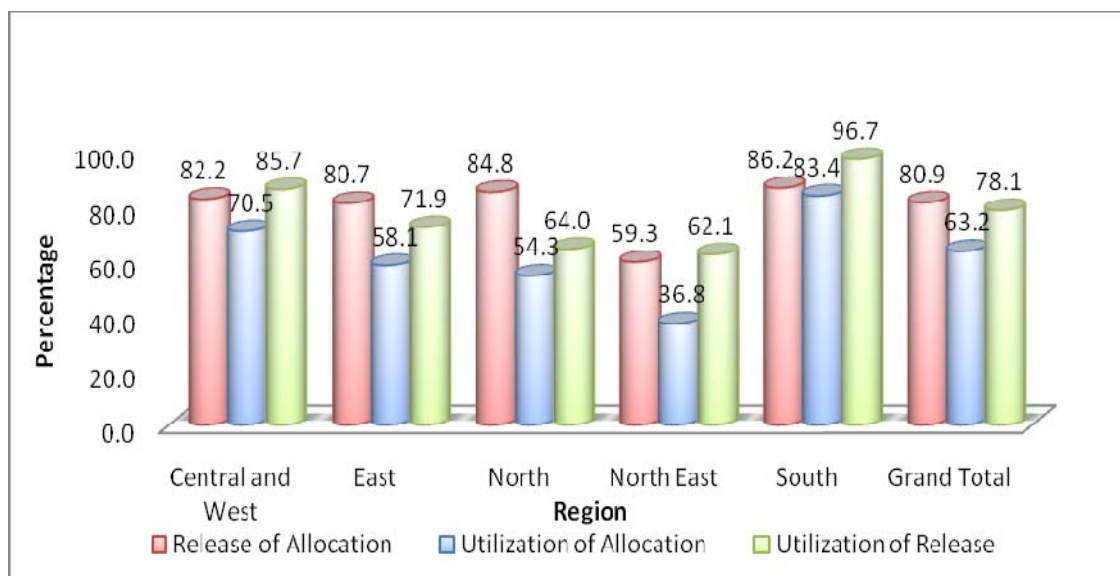


Source: Same as that for Table 3.2.

3.2.2 Region-wise Figures for the Surveyed Districts

The region-wise trend in the release and utilization ratios varied in the surveyed districts. The release of allocation was the highest in the surveyed districts of South and North India, while it was the lowest in the districts of the North-east and the second lowest in the districts of East India (Figure 3.3).

Figure 3.3: Region-wise Release and Utilization Ratios (2006-07 to 2010-11)



Source: Same as that for Table 3.2.

The region-wise trends in the release and utilization ratios suggests that both these ratios were the highest in the southern region (in the states of AP, Karnataka and Tamil Nadu), followed by the Central and Western regions (in the states of Rajasthan, MP and Chhattisgarh). The lowest release and utilization ratios were found in the North-east (in the states of Arunachal Pradesh, Assam and Tripura), North (in the states of UP, Haryana & J&K), and the East (in the states of Bihar, West Bengal, Odisha and Jharkhand). The low utilization ratio reflects the poor absorptive capacity of the region. The release of allocation shows the ability of the districts to prepare their annual action plans as per the guidelines and to get them approved by the Centre for the release of the respective funds.

3.2.3. District-wise Allocation, Release and Utilization Ratios

The district-wise trend in the release and utilization ratios shows that out of the 31 surveyed districts, all the districts except the Upper Subansiri district of Arunachal Pradesh, released more than 60 per cent of the respective allocations. The leading districts in terms of the release ratio included Chitradurga in Karnataka and Lakhimpur in Assam, both of which received 100 per cent of their respective allocations. The districts wherein more than 90 per cent of the respective

allocations were released included Bastar (MP), Sawai Madhopur (Rajasthan), Aurangabad and Purnea (Bihar), Malkangiri (Odisha), Paschim Medinipur (West Bengal), Sonbhadra (UP), and Khammam and Warangal (AP).

**Table: 3.3: Overall Release and Utilization Ratios in the Surveyed Districts
(2006-07 to 2010-11)**

Region	State	District	Rs. (in Lakhs)			In Percentage		
			Allocation	Release	Utilization	Release of Allocation	Utilization of Allocation	Utilization of Release
Central and West	Chhattisgarh	Bastar	9144.00	8425.26	6995.34	92.14	76.50	83.03
		Sarguja	10,020.00	8715.00	7690.48	86.98	76.75	88.24
	Madhya Pradesh	Balaghat	9345.00	6695.03	4538.57	71.64	48.57	67.79
		Panna	8039.00	6196.00	6702.81	77.07	83.38	108.18
	Rajasthan	Jhalawar	6740.00	4855.00	4623.00	72.03	68.59	95.22
		Sawai Madhopur	6280.00	5847.00	4374.00	93.11	69.65	74.81
	Total		49,568.00	40,733.29	34,924.20	82.18	70.46	85.74
East	Bihar	Aurangabad	6704.00	6068.00	0.00	90.51	0.00	0.00
		Bhagalpur	6876.00	6145.35	6804.82	89.37	98.96	110.73
		Gaya	8472.00	6673.00	5660.20	78.77	66.81	84.82
		Purnea	7168.00	6455.00	4248.48	90.05	59.27	65.82
	Jharkhand	Hazaribagh	5535.00	3186.84	1560.29	57.58	28.19	48.96
		Lohardaga	4732.00	3151.00	1802.00	66.59	38.08	57.19
	Odisha	Deogarh	6138.00	4679.43	4698.00	76.24	76.54	100.40
		Dhenkanal	7449.00	5432.00	4981.11	72.92	66.87	91.70
		Malkangiri	5536.00	5135.00	4277.07	92.76	77.26	83.29
	West Bengal	Birbhum	11,428.00	8770.00	6003.00	76.74	52.53	68.45
		Paschim Medinipur	7944.00	7242.00	5248.49	91.16	66.07	72.47
	Total		77,982.00	62,937.62	45,283.46	80.71	58.07	71.95
	North	Haryana	Sirsa	6168.00	5259.50	5046.32	85.27	81.81
Jammu and Kashmir		Poonchh	2612.00	2311.00	1927.86	88.48	73.81	83.42
		Ambedkar Nagar	4842.00	3485.00	1414.00	71.97	29.20	40.57
Uttar Pradesh		Jalaun	4908.00	3964.00	3062.85	80.77	62.41	77.27
		Lalitpur	4680.00	4018.00	0.00	85.85	0.00	0.00
		Sonbhadra	5361.00	5181.93	4052.62	96.66	75.59	78.21
Total			28,571.00	24,219.43	15,503.65	84.77	54.26	64.01
North East	Arunachal Pradesh	Upper Subansiri	7018.00	3286.00	1989.00	46.82	28.34	60.53
	Assam	Lakhimpur	1351.00	1351.00	1064.00	100.00	78.76	78.76
		NC Hills	2746.00	1880.07	0.00	68.47	0.00	0.00
	Tripura	Dhalai	4884.00	2974.25	2837.00	60.90	58.09	95.39
	Total		15,999.00	9491.32	5890.00	59.32	36.81	62.06
South	Andhra Pradesh	Khammam	10,704.00	9757.00	9389.60	91.15	87.72	96.23
		Warangal	10,424.00	9553.00	9487.93	91.64	91.02	99.32
	Karnataka	Chitradurga	6063.00	6063.00	5481.00	100.00	90.40	90.40
	Tamil Nadu	Villupuram	8692.00	5566.00	5566.00	64.04	64.04	100.00
	Total		35,883.00	30,939.00	29,924.53	86.22	83.39	96.72
Grand Total			2,08,003.00	1,68,320.66	1,31,525.84	80.92	63.23	78.14

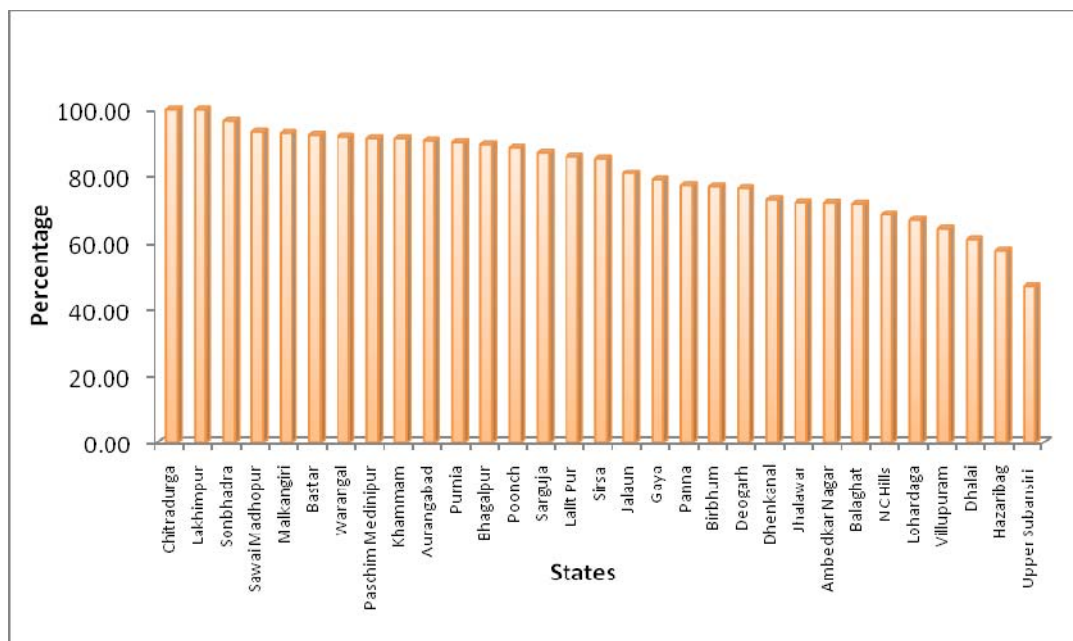
Source: Data collected from the surveyed districts.

The district-wise trend in the utilization ratio shows that 4 out of the 31 surveyed districts (Bhagalpur, Panna, Deogarh and Villupuram) were able to utilize 100 per cent of the respective released amounts, 7 districts (Jhalawar, Dhenkanal, Sirsa, Dhalai, Khammam, Warangal and Chitradurga) were able to utilize more than 90 per cent of the respective released amounts, while 5 districts (Bastar, Sarguja, Gaya,

Malkangiri and Poonchh) were able to utilize more than 80 per cent of the respective released allocations. The overall release and utilization ratios in all the surveyed districts for the four-year period from 2006-07 to 2010-11 have been delineated in Table 3.3.

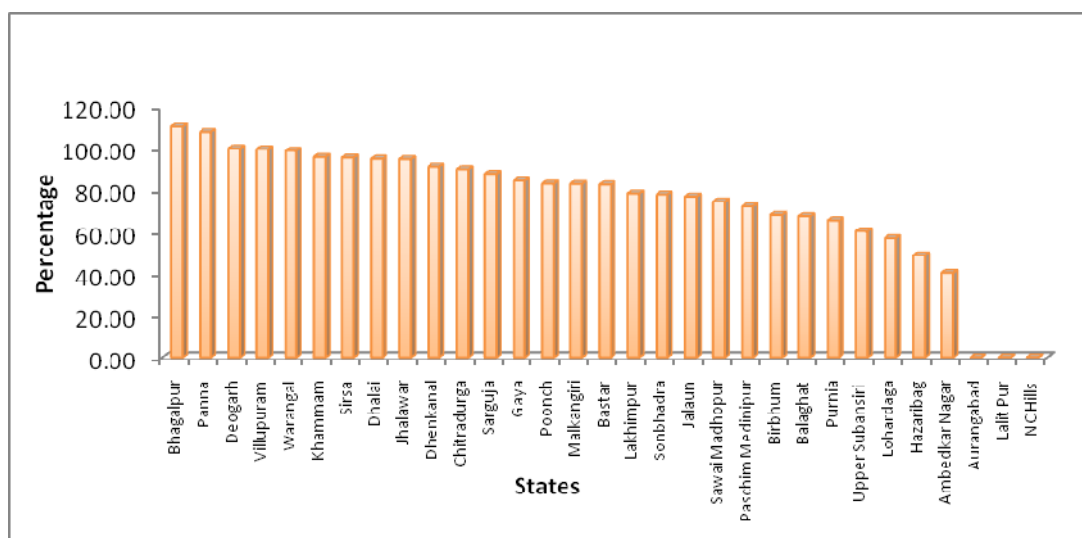
The districts with very low utilization ratios include Hazaribagh and Lohardaga in Jharkhand, Ambedkar Nagar in UP, and Upper Subansiri in Arunachal Pradesh. The lowest utilization ratio was found in Aurangabad in Bihar, Lalitpur in UP and N.C. Hills in Assam. The overall district-wise release and utilization ratios for all the states for the period under study are seen in Figures 3.4 and 3.5, respectively. Figure 3.6, on the other hand, shows the overall district-wise utilization ratios of allocation for the concerned districts.

Figure 3.4: Overall District-wise Release Ratios (2006-07 to 2010-11)



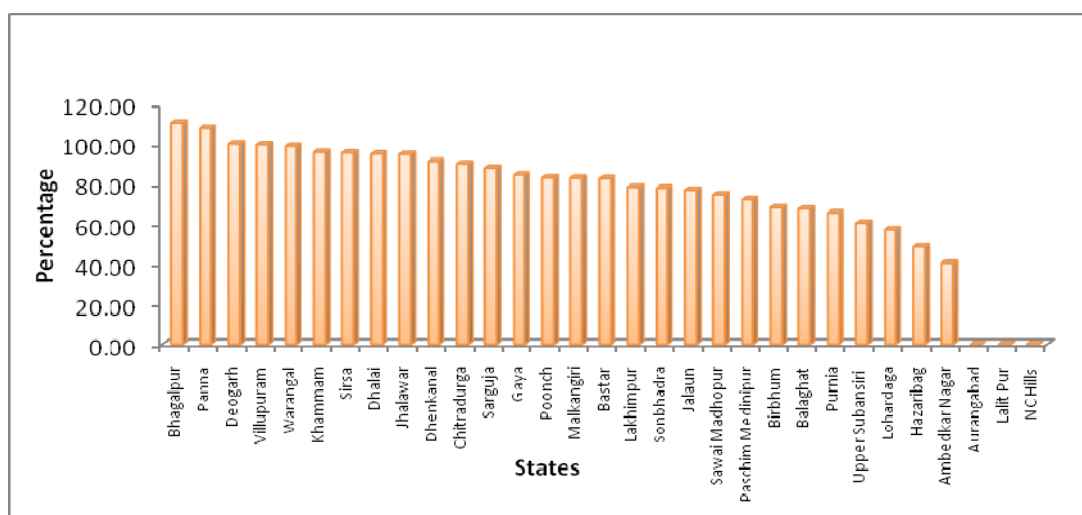
Source: Data collected from the surveyed districts.

Figure 3.5: Overall District-wise Utilization Ratios (2006-07 to 2010-11)



Source: Data collected from the surveyed districts.

Figure 3.6: Overall District-wise Utilization Ratio of Allocation (2006-07 to 2010-11)



Source: Data collected from the surveyed districts.

3.3 Allocation, Release and Utilization of Capacity Building Grants in the Surveyed Districts

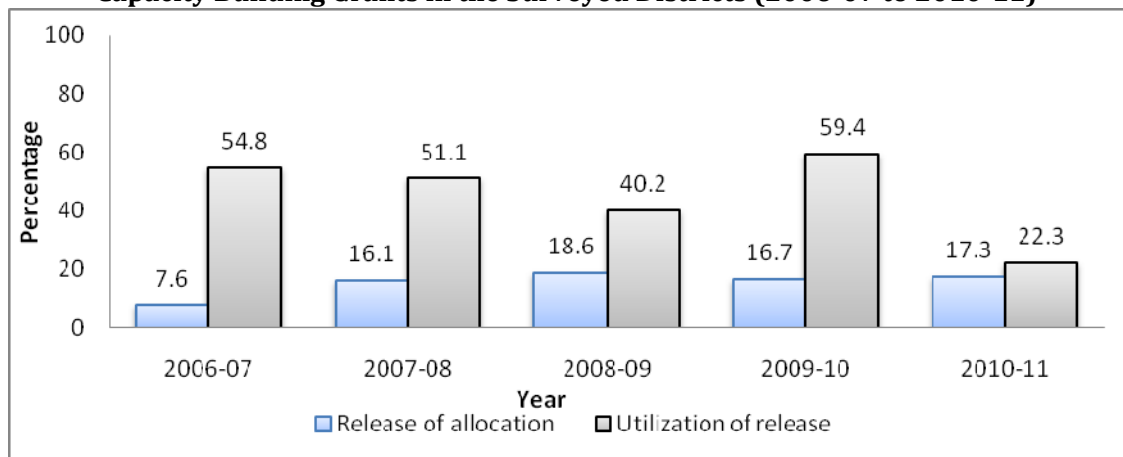
3.3.1 Overall Figures for the Surveyed Districts

Allocation

Although the BRGF Guidelines prescribed an annual grant of Rs. one crore per district per annum, it was found that a large number of the surveyed districts had

not received the capacity building grants annually. For example, out of the 31 surveyed districts, only 5 had received capacity building grants in 2006-07; 6 in 2007-08; only 5 in 2008-09; 9 in 2009-10; and 11 in 2010-11 (Figure 3.7). Less than one-third of the surveyed districts were thus receiving the capacity building grants during a year under the programme.

Figure 3.7: Year-wise Overall Release and Utilization Ratios of the BRGF Capacity Building Grants in the Surveyed Districts (2006-07 to 2010-11)



Source: Same as that for Table 3.3.

There are two noticeable reasons for this. First, the release of the capacity building grants to only a limited number of states by the Centre, as against the provision of regular allocation to all the BRGF districts, is due to the non-submission of the proposal for capacity building grants, as was clarified by officials of the Ministry of Panchayati Raj. The second reason is the decision taken by a large number of state governments to utilize the capacity building grants in a centralized manner, and mostly through the State Institute of Rural Development (SIRD). In such a situation, the respective state governments released the money to the SIRD, and the latter was asked to provide capacity building training to all the BRGF districts. In a few states, the state governments released certain proportions of the capacity building grants to the SIRD and to the BRGF districts, respectively. These were the main reasons for variations in the release of capacity building grants across the surveyed districts.

Table 3.4: District-wise Overall Release and Utilization of Capacity Building Grants in the Surveyed Districts (2006-07 to 2010-11)

Region	States	Districts	Rs. (in Lakhs)			In Percentage		
			Allocation*	Released	Utilization	Release of Allocation	Utilization of Allocation	Utilization of Release
Central and West	Chhattisgarh	Bastar	500	276.53	182.75	55.31	36.55	66.09
		Sarguja	500	338.06		67.61	0.00	0.00
	Madhya Pradesh	Balaghat	500	125.9	146.58	25.18	29.32	116.43
		Panna	500	79	79	15.80	15.80	100.00
	Rajasthan	Jhalawar	500	26.18	9.04	5.24	1.81	34.53
		Sawai						
		Madhopur	500	22	98.55	4.40	19.71	447.95
Total			3000	867.67	515.92	28.92	17.20	59.46
East	Bihar	Auran-gabad	500	73.54		14.71		0.00
		Gaya	500					
		Purnea	500					
		Bhagalpur	500					
	Jharkhand	Lohardaga	500	1.71	2.75	0.34	0.55	161.12
		Hazaribagh	500	53	23.21	10.60	4.64	43.78
	Odisha	Dhenkanal	500	1.8	1.74	0.36	0.35	96.67
		Deogarh	500	1.44	1.44	0.29	0.29	100.00
		Malkangiri	500				0.00	
	West Bengal	Birbhum	500	250	89	50.00	17.80	35.60
		West Medinipur	500				0.00	
	Total			5500	381.49	118.14	6.94	2.15
North	Haryana	Sirsa	500	32.68		6.54	0.00	0.00
	J & K	Poonchh	500	76.18	16.62	15.24	3.32	21.82
		Jalaun	500	32.15	32.15	6.43	6.43	100.00
	Uttar Pradesh	Lalitpur	500	61.78	16.46	12.36	3.29	26.64
		Sonbhadra	500	49.58	49.58	9.92	9.92	100.00
		Ambedkar Nagar	500	42.4	13.76	8.48	2.75	32.45
	Total			3000	294.77	128.57	9.83	4.29
North East	Arunachal Pradesh	Upper Subansiri	500					
		Lakhimpur	500					
	Assam	N.C. Hills	500					
		Tripura	Dhalai	500	273.52	227.45	54.70	45.49
	Total			2000	273.52	227.45	13.68	11.37
South	Andhra Pradesh	Warangal	500					
		Khammam	500					
	Karnataka	Chitradurga	500				0.00	
	Tamil Nadu	Villupuram	500	361.74	54.81	72.35	10.96	15.15
	Total			2000	361.74	54.81	18.09	2.74
Grand Total			15,500	2179.18	1044.89	14.06	6.74	47.95

Source: Data collected from the surveyed districts.

Note*: Fund allocation is calculated on the basis of the entitlement of Rs. one crore per district per annum.

Release

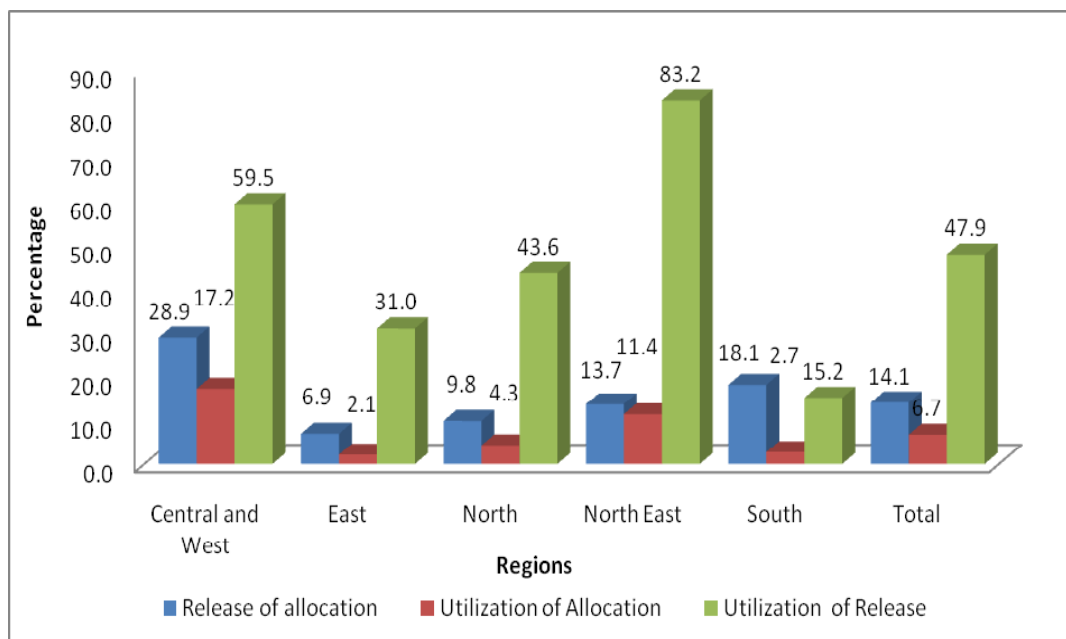
The overall release ratio was merely 14 per cent of the proposed allocation in the selected districts over the four-year period under study. As regards the district-wise release ratio, it was 14.70 per cent in the Aurangabad district of Bihar, 15 per cent in the Poonchh district of J&K, 10.6 per cent in the Hazaribagh district of Jharkhand, 15.8 per cent in the Panna district of MP, and 12.35 per cent in the Lalitpur district

of UP. It was less than 10 per cent of the proposed allocation in districts like Ambedkar Nagar and Jalaun in UP, Sawai Madhopur in Rajasthan, Deogarh and Dhenkanal in Odisha, and Sirsa in Haryana. The overall release ratio was greater than 50 per cent in only a few districts, namely, Dhalai and Villupuram in Tamil Nadu, and Sarguja and Bastar in Chhattisgarh. The year-wise release ratio was 7.6 per cent of the total allocation in 2006-07, 16.1 per cent in 2007-08, 18.6 per cent in 2008-09, 16.7 per cent in 2009-10, and 17.3 per cent in 2010-11.

Utilization

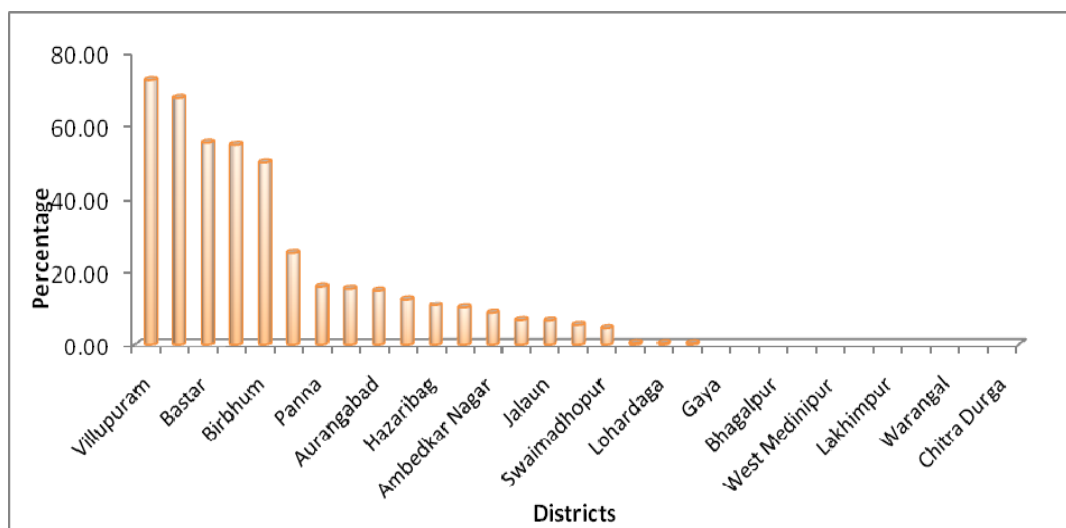
The overall utilization ratio was, however, better than the release ratio. The utilization ratio of the capacity building grants over the four- year period under study in the surveyed districts was about 48 per cent, which varied across the districts. The overall utilization ratio of the capacity building grants was relatively better in the Bastar, Balaghat, Dhenkanal and Dhalai districts. The year-wise trend in the utilization of the capacity building grants shows that it was 54.8 per cent in 2006-07, 51.10 per cent in 2007-08, 40.2 per cent in 2008-09, 59.4 per cent in 2009-10, and 22.3 per cent in 2010-11. The district-wise overall release and utilization of capacity building grants in the surveyed districts for the period 2006-07 to 2010-11 are given in Table 3.4.

Figure 3.8: Region-wise Release and Utilization of the BRGF Capacity Building Grants in the Surveyed Districts (2006-07 -2010-11)



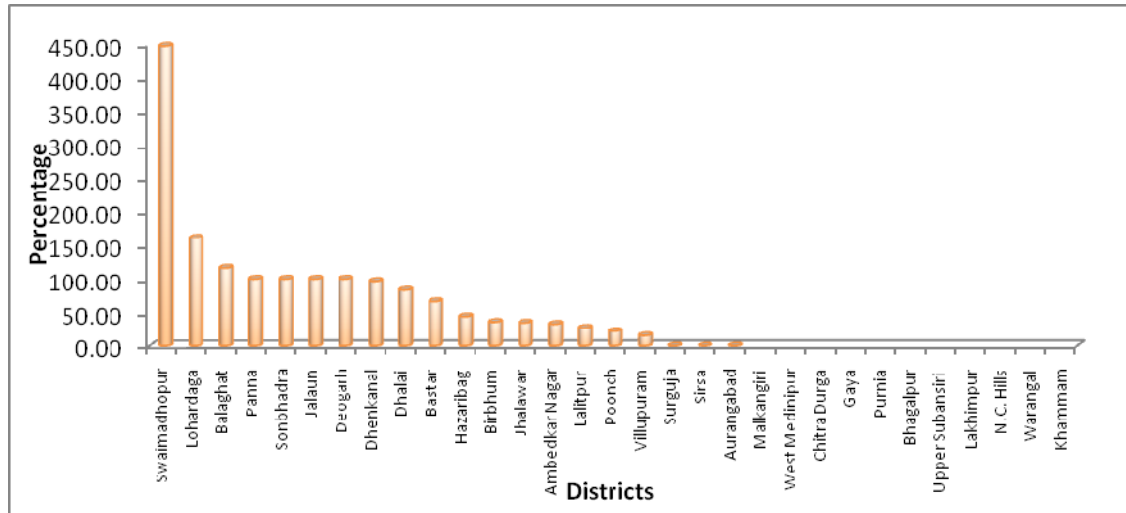
Source: Same as that for Table 3.4.

Figure 3.9: District-wise Overall Release ratio of BRGF Capacity Building Grants in the Surveyed Districts (2006-07 to 2010-11)



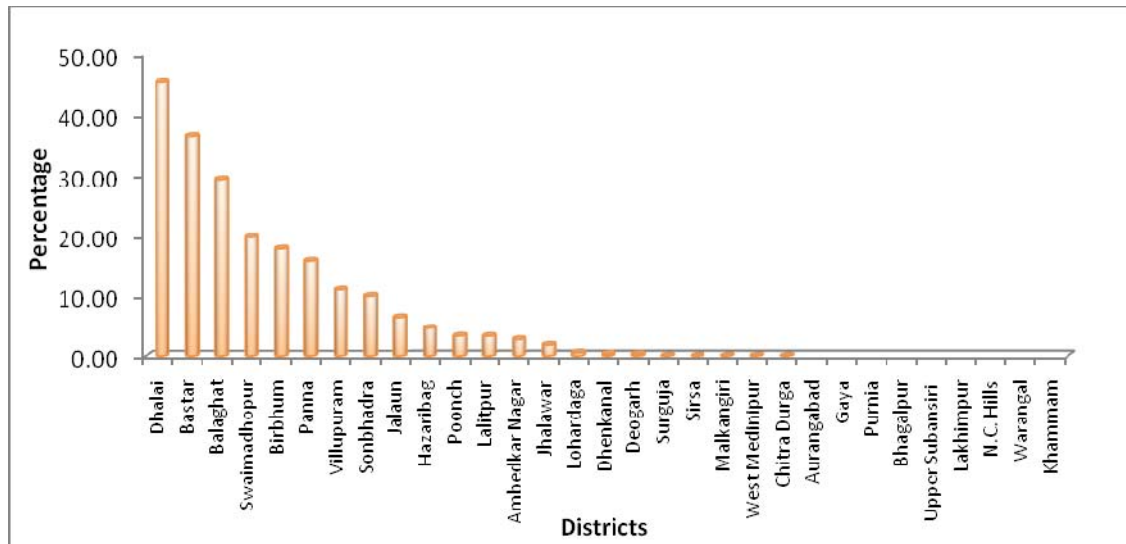
Source: Same as that for Table 3.4.

Figure 3.10: District-wise Overall Utilization (of Release) Ratio of BRGF Capacity Building Grants in the Surveyed Districts (2006-07 to 2010-11)



Source: Same as that for Table 3.4.

Figure 3.11: District-wise Overall Utilization (of Allocation) Ratio of BRGF Capacity Building Grants in the Surveyed Districts (2006-07 to 2010-11)



Source: Same as that for Table 3.4.

**Table 3.5: District-wise and Year-wise Release and Utilization of BRGF Capacity Building Grants
in the Surveyed Districts (2006-07-2010-11)**

(In Lakhs)

States	Districts	Funds Released (in Lakhs)					Funds Utilized (in Lakhs)				
		2006-07	2007-08	2008-09	2009-10	2010-11	2006-07	2007-08	2008-09	2009-10	2010-11
Andhra Pradesh	Warangal										
	Khammam										
Arunachal Pradesh	Upper Subansiri										
Assam	Lakhimpur										
	N.C. Hills										
Bihar	Aurangabad	34.9	66.56								
	Gaya										
	Purnea										
	Bhagalpur										
Chhattisgarh	Bastar	0	58.9	139.3	68.33	10	0	0	124.75	58	
	Sarguja	53.9	0	200.8	116.48	10					
Haryana	Sirsa					32.68					
J & K	Poonchh				76.18					16.62	
Jharkhand	Lohardaga	8.534					2.75				
	Hazaribagh			53					23.205		
Karnataka	Chitradurga										
Madhya Pradesh	Balaghat	29.48	120				28.58	118			
	Panna		79					79			
Odisha	Dhenkanal					1.8					1.74
	Deogarh					1.4385					1.4385
	Malkangiri										
Rajasthan	Jhalawar		26.184					9.042			
Sawai Madhopur		110					98.55				
Tamil Nadu	Villupuram				60	301.739				54.81	
Tripura	Dhalai			83.61	88.84	101.07			83.61	88.84	55
Uttar Pradesh	Jalaun				16.92	15.23				16.92	15.23
	Lalitpur				37.2	24.58				10.63	5.83
	Sonbhadra				27	22.58				27	22.58
	Ambedkar Nagar				27	15.4				13.76	
West Bengal	Birbhum		150	100				50		21	18
	West Medinipur										
	Grand Total	236.814	500.644	576.71	517.95	536.5175	129.88	256.042	231.565	307.5803	119.8185

Source: Data collected from the surveyed districts.

**Table 3.6: District-wise and Year-wise Release and Utilization of BRGF
Capacity Building Grants in the Surveyed Districts (2006-07 -2010-11)**

(In %)

States	Districts	Release of Allocation (in %)					Utilization of Release in %				
		2006-07	2007-08	2008-09	2009-10	2010-11	2006-07	2007-08	2008-09	2009-10	2010-11
Andhra Pradesh	Warangal										
	Khammam										
Arunachal Pradesh	Upper Subansiri										
Assam	Lakhimpur										
	N.C. Hills										
Bihar	Aurangabad	34.9	66.6								
	Gaya										
	Purnea										
	Bhagalpur										
Chhattisgarh	Bastar	0.0	58.9	139.3	68.3	10.0		0.00	89.55	84.88	
	Sarguja	53.9	0.0	200.8	116.5	10.0					
Haryana	Sirsa					32.7					
J & K	Poonchh				76.2					21.82	
Jharkhand	Lohardaga	8.5					32.22				
	Hazaribagh			53.0					43.78		
Karnataka	Chitradurga										
Madhya Pradesh	Balaghat	29.5	120.0				96.95	98.33			
	Panna		79.0					100.00			
Odisha	Dhenkanal					1.8					96.67
	Deogarh					1.4					100.00
	Malkangiri										
Rajasthan	Jhalawar		26.2					34.53			
	Sawai Madhopur	110.0					89.59				
Tamil Nadu	Villupuram				60.0	301.7				91.35	
Tripura	Dhalai			83.6	88.8	101.1			100.00	100.00	54.42
Uttar Pradesh	Jalaun				16.9	15.2				100.00	100.00
	Lalitpur				37.2	24.6				28.58	23.72
	Sonbhadra				27.0	22.6				27.00	100.00
	Ambedkar Nagar				27.0	15.4				50.96	
West Bengal	Birbhum		150.0	100.0				33.33			
	West Medinipur										
	Grand Total	7.6	16.1	18.6	16.7	17.3	54.84	51.14	40.15	59.38	22.33

Source: Data collected from the concerned districts.

3.4 Status of Works undertaken in the Surveyed Districts

In the 31 surveyed districts, a total of 99,770 works were sanctioned between 2006-07 and 2010-11. Out of the sanctioned works, 73,332 (73.50 per cent) were completed; 18,454 (18.50 per cent) were ongoing projects; and 7984 (8 per cent) were yet to start.

3.4.1 Sector-wise Status of the Sanctioned, Completed and Ongoing Works (Overall of the Surveyed Districts)

The sectoral distribution of the overall works shows that the works related to women and child development (that is, mostly the construction of *anganwadi* centres and *pucca* roads), drinking water and education were undertaken in almost equal proportion (Table 3.7). Each one of them constituted a little more than one-tenth of the total works and all of them together constituted a little less than 50 per cent of the total works. The works related to agriculture and irrigation constituted 9.61 per cent of the total works while the GP Bhavan and Gram Vikas Kendra constituted 5.29 per cent of the total works. The erection of street lights, on the other hand, constituted about 7 per cent of the total works.

Table 3.7: Sector-wise Status of Sanctioned, Ongoing and Yet-to-be-Completed Works in the Surveyed Districts (2006-07 to 2010-11)

Category	In Number				In Percentage			
	Sanctioned Works	Completed Works	Ongoing Works	Yet-to-be-Started Works	Completed Works	ongoing Works	Yet-to-be-Started Works	Works Sanctioned
Agriculture/Irrigation	9585	7016	1957	612	73.20	20.42	6.38	9.61
Health and Medical care	2997	1947	832	218	64.98	27.75	7.27	3.00
Women and Child Development	11,848	8419	3336	93	71.05	28.16	0.78	11.88
Education	12,083	9440	1451	1192	78.13	12.01	9.87	12.11
Drinking water	10,947	7916	2541	490	72.31	23.21	4.48	10.97
<i>Pucca</i> roads	11,553	7872	1470	2211	68.14	12.72	19.14	11.58
GP Bhavans/Gram Vikas Kendras	5280	3780	1482	18	71.58	28.07	0.34	5.29
Street lights	6903	5513	1129	261	79.86	16.36	3.78	6.92
Sewerage	325	293	30	2	90.15	9.23	0.62	0.33
Transport	542	367	167	8	67.71	30.81	1.48	0.54
Others	27,707	20,769	4059	2879	74.96	14.65	10.39	27.77
Total	99,770	73,332	18,454	7984	73.50	18.50	8.00	100.00

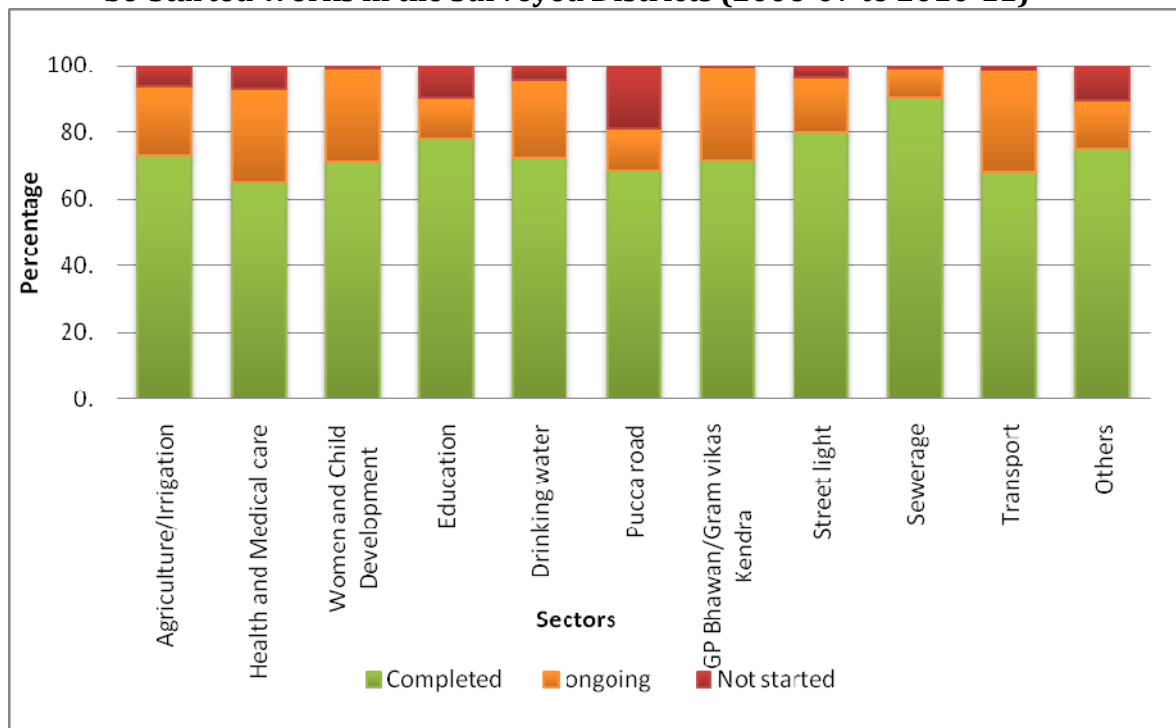
Source: Data collected from the surveyed districts.

The sector-wise status of the completed, ongoing and 'yet-to-be-started' works suggests that the proportion of completed works was the highest in the case of projects related to sewerage, street lights, and education. However, most of the sewerage and street light works were undertaken by the municipal bodies.

The proportion of the ongoing works was the highest in the case of transport projects, followed by works related to women and child development, the GP Bhawan/Gram Vikas Kendra, and health- and medical care-related works.

In the category of yet-to-be-started works, 19.14 per cent pertained to the construction of *pucca* roads. The proportion of yet-to-be-started works was also high in the case of health and medical care, and education and drinking water-related works. The sector-wise status of the completed, ongoing and yet-to-be-started works for the period under study is shown in Figure 3.12.

Figure 3.12: Overall Sector-wise Status of the Completed, Ongoing and Yet-to-be-Started Works in the Surveyed Districts (2006-07 to 2010-11)



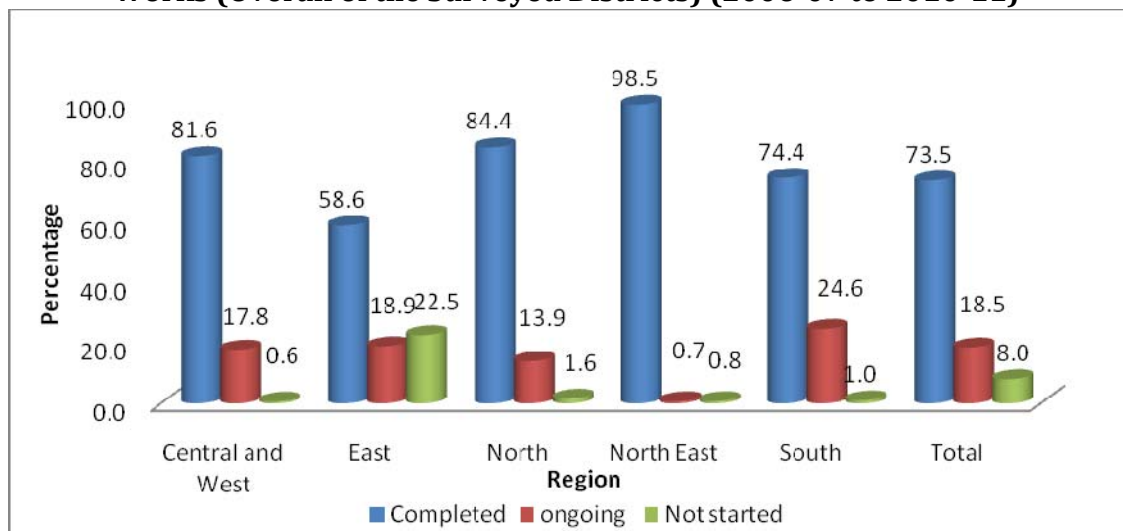
Source: Data collected from the surveyed districts.

There is no clear explanation as to why the proportion of pending or incomplete works was high in a particular sector. However, various factors like the nature of the implementing agencies, the type of works itself, delay in the release of money, and difficulty in land acquisition can be cited as some of the reasons for the above delay.

3.4.2 Region-wise Status of Sanctioned, Completed and Ongoing works (Overall in the Surveyed Districts)

Region-wise and district-wise variations were observed in the status of the completed, ongoing and yet-to-be-started works (Figure 3.13). In terms of the region, the ratio of the completed works was the highest in the surveyed states of the North-east and North, and then in the states of the central and western regions. The ratio of the completed works was the lowest in the case of the eastern states of Bihar, West Bengal and Odisha. The ratio of the ongoing works was the highest in the case of states in southern India while the ratio of the 'yet-to-be-started' works was the highest in the case of the eastern states.

Figure 3.13: Region-wise Status of Completed, Ongoing and Yet-to-be-Started Works (Overall of the Surveyed Districts) (2006-07 to 2010-11)



Source: Data collected from the surveyed districts.

3.4.3 District-wise Status of the Sanctioned, Completed and Ongoing Works

The status of completed works across the districts suggests wide variations in terms of the completion ratios (Table 3.8). The completion ratio, signifying the completed

works out of the total sanctioned works between 2006-07 and 2010-11, was 100 per cent in the Upper Subansiri district of Arunachal Pradesh, Sirsa district of Haryana, and the Dhalai district of Tripura. It was more than 90 per cent in the Chitradurga district of Karnataka, Dhenkanal district of Odisha, Villupuram district of Tamil Nadu, and Ambedkar Nagar district of UP. It was between 50 and 80 per cent in the Khammam and Warangal districts of AP, Lakhimpur and N.C. Hills districts of Assam, Gaya district of Bihar, Bastar and Sarguja districts of Chhattisgarh, Poonchh district of J&K, Hazaribagh and Lohardaga districts of Jharkhand, Balaghat district of MP, Malkangiri district of Odisha, Jhalawar district of Rajasthan, the Lalitpur and Sonbhadra districts of UP, and the Birbhum district of West Bengal. The completion ratio was the lowest in the Purnea district of Bihar, and the second lowest in the West Medinipur district of West Bengal.

The district-wise status of the 'yet-to-be-started' works shows that they were mostly from a few selected districts, that is, they were the highest in the Purnea (42.77 per cent) and Aurangabad districts of Bihar, the West Medinipur district of West Bengal, N.C. Hills district (21.62 per cent) of Assam, Jalaun district (12.28 per cent) district of UP, the Balaghat (44.42 per cent) district of MP, the Bhagalpur (33.07 per cent) district of Bihar, and the Deogarh district of Odisha (Figure 3.14).

Table 3.8: District-wise Status of Sanctioned Completed, Ongoing and 'Yet-to-be-Started' Works in the Surveyed Districts (2006-07 to 2010-11)

Region	State	District	In Number				In Percentage		
			Sanctioned Works	Completed Works	Ongoing Works	Yet-to-be-started Works	Completed Works	Ongoing Works	Yet-to-be-Started Works
Central and West	Chhattisgarh	Bastar	5538	4698	840	0	84.83	15.17	0.00
		Sarguja	7913	6668	1245	0	84.27	15.73	0.00
	Madhya Pradesh	Balaghat	1227	767	329	131	62.51	26.81	10.68
		Panna	2072	1785	280	7	86.15	13.51	0.34
	Rajasthan	Jhalawar	1959	1164	795		59.42	40.58	0.00
		Sawai Madho-pur	2537	2250	287		88.69	11.31	0.00
	Total			21,246	17,332	3776	138	81.58	17.77
East	Bihar	Auran-gabad	950	528		422	55.58	0.00	44.42
		Bhagal-pur	2788	1866		922	66.93	0.00	33.07
		Gaya	1320	952		368	72.12	0.00	27.88
		Purnea	2116	733		1383	34.64	0.00	65.36
	Jharkhand	Haza-ribagh	320	189	130	1	59.06	40.63	0.31
		Lohar-daga	376	240	135	1	63.83	35.90	0.27
	Odisha	Deo-garh	1089	953	78	58	87.51	7.16	5.33
		Dhen-kanal	1680	1570	104	6	93.45	6.19	0.36
		Mal-kangiri	5276	3133	1847	296	59.38	35.01	5.61
	West Bengal	Birbhum	5909	4064	1512	333	68.78	25.59	5.64
		Paschim Medi-nipur	10,937	4979	2374	3584	45.52	21.71	32.77
	Total			32761	19207	6180	7374	58.63	18.86
North	Haryana	Sirsa	2123	2123	0	0	100.00	0.00	0.00
	Jammu & Kashmir	Poonchh	602	421	178	3	69.93	29.57	0.50
	Uttar Pradesh	Ambed-kar Nagar	297	284	11	2	95.62	3.70	0.67
		Jalaun	521	260	197	64	49.90	37.81	12.28
		Lalitpur	588	431	154	3	73.30	26.19	0.51
		Son-bhadra	364	277	87		76.10	23.90	0.00
	Total			4495	3796	627	72	84.45	13.95
North East	Arunachal Pradesh	Upper Subansiri	859	859			100.00	0.00	0.00
	Assam	Lakh-impur	122	102	20		83.61	16.39	0.00
		NC Hills	333	211	50	72	63.36	15.02	21.62
	Tripura	Dhalai	8194	8194	0	0	100.00	0.00	0.00
Total			9508	9366	70	72	98.51	0.74	0.76
South	Andhra Pradesh	Kha-mmam	16,425	10,473	5624	328	63.76	34.24	2.00
		War-angal	10,096	8089	2007	0	80.12	19.88	0.00
	Karnataka	Chitra-durga	1238	1155	83		93.30	6.70	0.00
	Tamil Nadu	Villu-puram	4001	3914	87		97.83	2.17	0.00
	Total			31760	23631	7801	328	74.40	24.56
Grand Total			99770	73332	18454	7984	73.50	18.50	8.00

Source: Data collected from the surveyed districts.

3.5 District-wise Types of Assets Created

Various types of works were undertaken in the surveyed districts, which have been reduced to 11 categories for the convenience of interpretation.

In the Khammam district of AP, works related to drinking water were given the topmost priority, which constituted 29.28 per cent of the total completed works and 24.76 per cent of the sanctioned works. However, in the Warangal district of the same state, works related to street lights constituted about 50 per cent of the total completed works. Projects pertaining to the provision of drinking water were given priority in both the districts, as they suffer from a shortage of drinking water.

In the Upper Subansiri district of Arunachal Pradesh, works related to agriculture and irrigation, followed by those pertaining to transport, were given the topmost priority. Works relating to the GP Bhavan/Gram Vikas Kendra and education and drinking water were also accorded importance.

In the two districts of Assam, however, the prioritization of works was different. In Lakhimpur, the construction of *pucca* roads and GP Bhavans were given the topmost priority and accounted for about two-thirds of the total sanctioned works, but in the NC Hills district, along with *pucca* roads, works pertaining to drinking water were also given priority.

In the four districts of Bihar, different sectors were accorded priority. For example, in Aurangabad district, works related to the construction of *pucca* roads and agriculture and allied activities were given first priority, but in Bhagalpur district, works related to education and street lights were prioritized. In Gaya district, the construction of *pucca* roads and erection of street lights were given priority in that order; whereas in Purnea district, *pucca* roads were given first priority, and education the second.

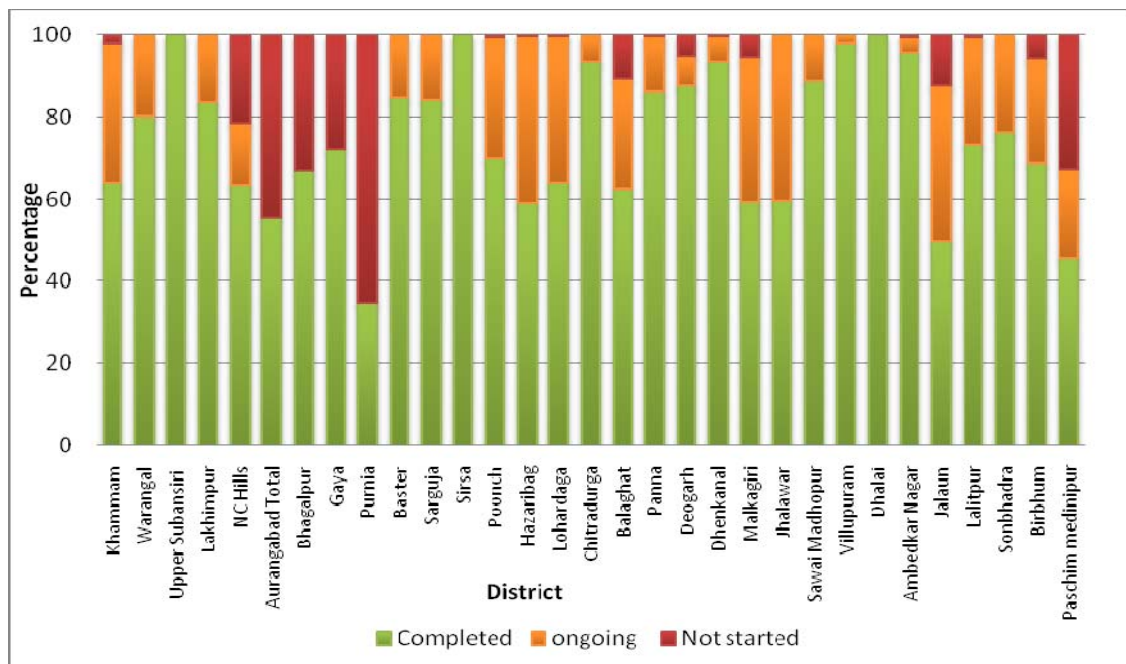
In the two districts of Chhattisgarh, agriculture and irrigation works were accorded first priority. In Sirsa district of Haryana, the majority of works pertained to women

and child development, and health and medical care. Education and drinking water too were given priority. In the Poonchh district of J&K, the selection of works was fairly distributed among agriculture and irrigation works, drinking water, *pucca* roads, and street lights. The overall emphasis was on infrastructural development.

In the Hazaribagh district of Jharkhand, several GP Bhavans and Gram Vikas Kendras were constructed, but in the Lohardaga district of the same state, the emphasis instead was on the construction of a large number of ICDS centres for women and child development. In the Chitradurga district of Karnataka, the construction of *pucca* roads and works related to education and drinking water were also given priority.

In the Balaghat district of MP, priority was accorded to the building of ICDS centres for women and child development, *pucca* roads, GP Bhavans, and street lights. In the Panna district of the same state, however, a large number of ICDS centres and GP Bhavans were constructed.

Figure 3.14: District-wise Status of Completed, Ongoing and Yet-to-be-Started Works (2006-07 to 2010-11)



Source: Data collected from the surveyed districts.

In the Deogarh district of Odisha, about 70 per cent of the works were related to the construction of *pucca* roads. The other important works included school buildings, ICDS centres, and agriculture and irrigation works. The building of *pucca* roads was also accorded priority in the Dhenkanal district of Odisha, but in Malkangiri district, works related to agriculture and irrigation were given the topmost priority, while there were no works at all for the construction of *pucca* roads in the district. One of the reasons for this could be the fact that Malkangiri is a Maoist-affected district and it is believed that the Maoists are opposed to road construction, which is why not even a single project for road construction was undertaken in the district despite the need for better roads in the region. In the Jhalawar district of Rajasthan, projects pertaining to *pucca* roads, followed by those for the construction of GP Bhavans, were given priority, while in Sawai Madhopur district, the order of priority was the construction of *pucca* roads followed by ICDS centres.

In the Villupuram district of Tamil Nadu, *pucca* roads followed by works related to agriculture and irrigation were given the topmost priority, whereas in the Dhalai district of Tripura, works related to education were accorded priority over others .

In all the four surveyed districts of UP, a large number of *pucca* roads and GP Bhavans were constructed. In Ambedkar Nagar, Jalaun and Sonbhadra districts, on the other hand, *pucca* roads were given the topmost priority while in the Lalitpur district, works related to the supply of drinking water were prioritized. This could be because Lalitpur falls in the Bundelkhand region, which suffers from a severe shortage of drinking water, thereby necessitating more works for augmenting drinking water supply.

In the two districts of West Bengal, that is, Birbhum and West Medinipur, the topmost priority was given to the building of ICDS centres, which accounted for 30 per cent and 44 per cent, respectively, of the total completed works in the two districts. In addition, works relating to the enhancement of drinking water supply constituted about 24 per cent of the total completed works in West Medinipur.

The above analysis indicates that a variety of works were undertaken in the different districts of various states under the BRGF programme during the reference period of the study. While the works in some districts were mostly chosen from one or two sectors, in others, the works were chosen from various categories. The mode of selection of the works in most of the cases suggests that people's participation and needs were taken into account during the selection of the works. However, it is also true that in a number of districts, works belonging to only 2-3 categories were executed in large numbers, which implies the possibility of imposition of choice in the selection of works. Moreover, it was also observed that wherever the works were selected on the basis of inputs provided by the people, they served to bridge the gaps by fulfilling people's needs but when they were imposed from above, say the state or district levels, the gaps were overlooked and not given adequate priority.

3.6 Distribution of Expenditure on Types of Assets

The distribution of expenditure across different sectors in the surveyed districts shows that the expenditure on projects pertaining to drinking water constituted one-fourth of the total expenditure, which was the highest among all the sectors. The expenditure on the building of women and child development centres under the ICDS scheme constituted 12.55 per cent of the total expenditure, which was the second highest on any sector. In addition, the construction of GP Bhavans and school buildings accounted for a sizeable share in the total expenditure. The year-wise trends in expenditure do not show any significant variations, thereby indicating that the priority accorded to the different sectors did not change during successive years. It thus indicates the prevalence of a huge deficit in infrastructure in the priority sectors, which implies the need for regular investment in the critical sectors in the future.

Chapter IV

Institutional Arrangements and Implementation Processes

4.1 Programme Guidelines

The BRGF Programme Guidelines (henceforward 'Guidelines') is an extensive document detailing the institutional arrangement and implementation processes. The guidelines have been prepared with a view to facilitating implementation of the programme for fulfilling the main objectives of the BRGF. The guidelines explain the basic features of the programme, describe its objectives, elaborate on the institutional arrangement and implementation processes at each level of the programme, and also provide a detailed mechanism of monitoring and evaluation including monitoring and vigilance by citizens.

However, unlike the guidelines of many other flagship programmes, say the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), the Public Distribution System (PDS), and the Integrated Child Development Scheme (ICDS), which create a separate institutional structure, the BRGF guidelines contain elaborate provisions for the implementation of the programme, but through the existing institutions. More specifically, they delineate detailed implementation processes involving the Panchayati Raj institutions (PRIs) and urban local bodies (ULBs) and emphasize the activation/strengthening of the provisions of Articles 243G, 243W and 243ZD of the Constitution incorporated under the 73rd and 74th Constitutional Amendment Acts. The guidelines also explain in detail the planning processes and methods to be adopted at each stage of planning in the BRGF districts covered under Parts IX and IXa of the Constitution, and in the BRGF districts

lying outside the purview of Parts IX and IXa of the Constitution. The guidelines also elaborate on the planning component of the capacity building measures to be adopted under the programme.

This chapter analyses the actual working of the institutional mechanism in the surveyed districts with a focus on the planning processes, monitoring and vigilance mechanism, people's participation in the planning and monitoring processes, and programme management. The first part of this chapter explains the planning processes in the BRGF districts and then evaluates their functioning. The next part of the chapter deals with the vigilance and monitoring mechanisms, while the last part evaluates the programme management mechanism at all levels of implementation.

4.2 Planning Processes

One of the major objectives of the BRGF is to promote decentralized development planning at the grassroots levels through the institutions of local self-government, and through the provision of technical and financial support to the PRIs and ULBs. The BRGF guidelines clearly state:

“The (BRGF) fund will provide financial resources for supplementing and converging existing development inflows into identified districts, so as to....:

- (a) Strengthen...Panchayat and municipality level governance to facilitate participatory planning, decision-making, implementation and monitoring, to reflect local needs,
- (b) Provide professional support to local bodies for planning, implementation and monitoring their plans,
- (c) Improve the performance and delivery of critical functions assigned to Panchayats...” (BRGF Guidelines, 2007).

The guidelines further elaborate the planning processes as follows:

“The Panchayats at the village, intermediate and district level, referred to in Part IXC of the Constitution, will undertake planning and implementation of the programmes in keeping with the letter and spirit of Article 243g, while the Municipalities referred to in Part IXA will similarly plan and implement the programme in urban areas in conformity with the letter and spirit of Article 243W, read with Article 243Z of the constitution” (ibid).

Explaining the other features of the planning process, the Guidelines state: “Programmes identified for implementation under the fund will be selected through peoples’ participation, particularly through Gram and Ward Sabhas in the rural areas and Areas Sabhas and Ward Committees in the urban areas.” (ibid.)

Explaining the nature and resource base of the plan, the Guidelines mention: “Participatory plans will be prepared in each Panchayat and Municipality, which would take into account all resources being spent in the area of the Panchayat, which would cover at the very least:

- (a) Sectoral and district segments of the state plan;
- (b) Centrally-sponsored schemes;
- (c) Fund inflows on account of the National Rural Employment Guarantee Programme (NREGP);
- (d) Tied and united grants from the Central and State Finance Commissions; and
- (e) Fund flow on account of the Bharat Nirman Programme.” (ibid.)

As regards the participatory plan at each level and its integration with the district plan, the Guidelines say, “The participatory plans prepared by each Panchayat and Municipality would be consolidated into the district plan by the District Planning Committee (Article 243ZD of the Constitution). This would

reflect all the financial resources available in the district, and ensure their optimal use.” (ibid.)

Even though an elaborate mechanism has been laid down for planning ranging from the village panchayat level to the district level, and integration of all the plans into the district plan, the planning process itself, especially at the Gram Panchayat (GP) and Intermediate Panchayat (IP) levels, was found to be weak in most of the states. Moreover, the integration of the plan at the district level was also found to be weak in most of the districts surveyed. This is because the availability of inadequate infrastructure, manpower and finance remain as the major bottlenecks in most of the states even after two decades of the enactment of the 73rd and 74th Amendment Acts.

4.2.1 The Baseline Survey and Perspective Plan

The Guidelines stipulate that the BRGF districts should prepare a perspective plan for five years and a district level annual action plan for every year. In order to prepare the perspective plan, it has been mandated that a baseline survey of each district would have to be undertaken, and that this baseline survey would inform the perspective plan. While realizing the low capacity of the local institutions to conduct the survey and prepare the perspective plan, the programme Guidelines have made a provision for taking assistance from the Technical Support Institutions (TSIs).

It was, however, found that the baseline survey was conducted with the help of the TSIs only in a few states. For example, the government of Assam got the baseline survey done through the support of the TSI, that is, the OKD Institute of Social Change and Development, Guwahati. Although this baseline survey was not very comprehensive, yet it provided a list of priority areas that needed attention in the perspective plan. The baseline survey of the BRGF districts of Assam developed the indicators for measuring intra-district backwardness with respect to six major indicators identified by the Guidelines for intervention

under the BRGF. However, the study was not undertaken during the year of the commencement of the programme.

In the Sirsa district of Haryana, a perspective plan of the district was prepared with the help of the TSI, Centre for Research in Rural and Industrial Development (CRIID). This perspective plan is based on a survey identifying critical development gaps in the districts and priorities for the district.

In Uttar Pradesh (UP), five TSIs were selected for providing technical support to the BRGF districts for conduction of the baseline survey and preparation of the perspective plan. While the Agricultural Finance Corporation Ltd. (AFC), Mumbai, was assigned the job of providing technical support to 25 BRGF districts, four other agencies were enlisted for providing support to the remaining nine districts.

A close examination of the perspective plans prepared by the AFC for the Ambedkar Nagar and Lalitpur districts shows that they contained extensive information and data related to the development indicators and parameters of backwardness. The perspective plans were also clear in terms of the priorities and allocated the budget under different heads, though the priorities enlisted and identified did not seem to be strongly linked with the situational assessment of the respective districts. The perspective plans also followed the objectives of convergence and proposed convergence with various schemes in the plan including the convergence of resources.

In contrast to the perspective plans of Lalitpur and Ambedkar Nagar, the perspective plans of the Sonbhadra and Jalaun districts of UP were weak. As in the case of many other districts, the perspective plans for the latter two districts were like an inventory of works. Interestingly, plans were also prepared for various GPs in Lalitpur district.

In the Panna District of Madhya Pradesh (MP), the perspective plan was prepared by the rural development and Panchayati Raj department. The

preparation of the perspective plan by the Panchayati Raj department is an apt example of capacity building. However, it seems that the plan was prepared without the conduction of a baseline survey and a situational assessment. The perspective plan of the district lists the following as priority areas: road construction, irrigation, education, women and child development, strengthening of PRIs, human development, and construction of Apna Ghars for SCs and STs. The perspective plan accordingly allocates the year-wise proposed funds under different heads. The priorities enlisted in the perspective plans constitute a summation of priorities enlisted by the GPs and ULBs. However, these plans were neither informed by a baseline survey or a situational assessment, nor did they make any provision for the convergence of the BRGF programme with other resources and schemes.

The perspective plan of the Boudh district of Odisha was prepared by the local district administration with support from the Nabakrushna Choudhary Centre for Development Studies, Bhubaneswar, which was the designated TSI for the district. This plan contains a brief profile of the demographic and other characteristics of the district and provides a detailed list of priorities for the development for the district. The perspective plan also includes a vision document for the district, which identifies agriculture, horticulture, soil and water conservation, animal husbandry and dairy development, and fisheries as the priority areas for the overall development of the district. The other important areas targeted for future development in the district include irrigation and flood control; energy; industry and minerals; transport; science and technology; environment; and rural development. However, though the perspective plan integrates other development plans with the BRGF, it allocates the amount to the list of works consisting mostly of road and building construction, which does not match with the overall prioritization of development plans in the district and bridging of the gaps, as delineated in the document.

In Jharkhand, six TSIs were identified for assisting 23 BRGF districts in the state for preparation of the perspective plans. Action for Food Production (AFPRO), Ranchi, was the TSI that offered support for the preparation of the perspective plan for the district. This perspective plan provides a brief profile of the district and its development indicators, while also assessing the priority areas and highlighting the development gaps. The plan contains a detailed list of the works to be undertaken in the different blocks of the districts in accordance with the development priorities laid down for the district. However, while it provides a vision document, it does not provide for convergence in the action plan.

In Bihar, 37 out of 38 districts are covered under the BRGF, and accordingly, different agencies were assigned the task of helping the various districts in the task of preparation of their perspective plans. Among the surveyed districts, PRIA was assigned the task of helping the Bhagalpur district; CARE Trust, Delhi, in association with Bihar Economic Studies Institution, Patna, to help the Purnea district, and the Centre for Policy Analysis to help the Patna district.

An examination of the perspective plans of the surveyed districts of Bihar suggests that the quality of the plans leaves a lot to be desired. All the four perspective plans of the state that were evaluated start with a brief profile of the districts, followed by a brief analysis of Strengths, Weaknesses, Opportunities and Threats (SWOT), and then list the year-wise proposed works to be undertaken under the BRGF. The plans mention that the selection of works was based on the proposals sent by the different bodies of PRIs and ULBs, and that the district plan is a consolidated list of works to be undertaken under the BRGF. It seems that the baseline survey was not conducted in any of the districts surveyed and that the SWOT analysis too was not supported by the demographic and other characteristics of the concerned district. In the case of Bhagalpur, the secretary of the District Planning Committee had also complained to the Panchayati Raj Department against the TSI because of the latter's non-cooperation.

The perspective plan of Poonchh district of J&K was prepared with the support of the CRRID, Chandigarh. Like many other perspective plans, it mainly comprised a list of works to be undertaken under the BRGF. Since the panchayats were not in existence before 2010, all the proposals for works were suggested by the line departments.

The perspective plans of the Birbhum and West Medinipur districts were prepared by the planning department of the respective districts. These plans give a brief profile of the district, identify the critical gaps in development and suggest priorities for undertaking development works.

The main objective of preparing a perspective plan for each BRGF district was to ascertain the development needs of the district based on the assessment of critical gaps in development. The purpose of conducting a baseline survey was also to facilitate the preparation of the perspective plan of the district. However, the main reason for the preparation of the perspective plan without the conduction of a baseline survey was the delay in the preparation of the BRGF Guidelines and in the selection of the TSI. Consequently, in a few districts, the TSIs prepared perspective plans without conducting the baseline survey. It has thus been observed that in a number of cases, the perspective plan does not fulfil the main objectives of the BRGF. In fact, the purposes of integrating resources from all the available sources and of ensuring the convergence of the BRGF with other programmes were not clearly reflected in most of the perspective plans. Further, even though the perspective plans provide extensive information about the socio-economic conditions and infrastructural facilities in the district, this information collected in the perspective plan remains unused in most of the cases. The annual action plan of the district too was supposed to be based on the respective perspective plan and was mandated to clearly reflect the latter's objectives and priorities, but in many cases, the annual action plans seem to be independent exercises without exhibiting any link with the perspective plan concerned. Moreover, in most of the cases the annual action plan simply lists the

possible works to be undertaken in the district in a very mechanical manner. Most of the perspective plans too list only the proposed works to be undertaken over the coming years.

4.2.2 Technical Support Institutions

As per the BRGF Guidelines, the states were allowed to select TSIs at their own levels and discretion. Accordingly, most of the states selected their TSIs from the list prepared by the Ministry of Panchayat Raj. In a number of states, including Andhra Pradesh (AP), Odisha, UP, MP, Arunachal Pradesh and West Bengal, the Rural and Panchayati Raj Department or Planning Department selected the TSIs on the basis of the invited proposal submitted by the willing TSIs. However, a few states allowed the BRGF districts to select the TSIs at their own levels. For example, in Chhattisgarh, the TSI was selected by the District Magistrate of the BRGF district. In Tamil Nadu, the state government felt that the district planning department was capable of preparing the perspective and annual action plans and, hence, did not take the support of any TSI. However, since 2011 onwards, it has also started taking the help of the TSI.

A number of state governments reported that the services provided by the TSIs were not satisfactory. The examination of perspective plans across the surveyed districts shows that except for a few, most of the perspective plans did not fulfil the objectives of the programme. For example, the AP government has rated the services of three out of six TSIs as 'poor'. one as 'average' and only one each as 'good' and 'excellent'. Similarly, the Chhattisgarh government has rated the services of all the seven TSIs in the state as 'average'. However, it has also rated the only two TSIs for the state selected by the Centre as 'average'. Haryana has rated the TSIs in the state as 'good'. The District Planning Committee (DPC) Secretary of Bhagalpur district, in fact, wrote to the department about the non-cooperation of the TSI in the district.

4.2.3 The District Planning Committee

The DPCs were found to be in existence in all the surveyed states and districts. However, in Jharkhand, due to the late constitution of the PRIs and delay in the holding of panchayat elections, the DPC came into existence only in the year 2011. Similar was the case in J&K wherein the DPC came into existence only after the constitution of the PRIs in the state in 2010. The non-existence of the DPC was probably the reason for the fact that J&K did not receive any BRGF grants during the years 2006-07, 2007-08 and 2008-09.

In all the surveyed districts, except in two districts of Jharkhand, the respective DPCs were seen to be approving the annual action plans sent to the state level High Powered Committee (HPC) for final approval. In Jharkhand, due to the non-constitution of the DPC, the District Rural Development Agency (DRDA) accorded approval to the annual action plans up to the year 2010-11. However, since the constitution of the DPC in 2011-12, the approval is now being given by the DPC.

The process of constitution of the DPCs was also seen to vary slightly across the states. In states like Jharkhand, MP, Chhattisgarh and Odisha, there is a designated minister for the district while the minister in-charge is the Chairman of the DPC. In Jharkhand, the DPC is chaired by a Cabinet Minister of the state, who is an official member of the DPC. The other three official members of the DPC include the Deputy Commissioner (DC), Deputy Development Commissioner (DDC), and the District Planning Officer (DPO).¹ On the other hand, in the states like Bihar and West Bengal, the DPC is chaired by the chairman of the concerned Zila Panchayat (ZP).

¹ The DPC consists of 20 members. Of these, 15 are elected members (including 13 from the Zila Parishad and two from the ULBs). The 5 official members include a Minister, the DC, DDC, DPO and a state nominee.

Although the DPCs have been constituted in all the BRGF districts, they are functioning mainly as plan approval bodies rather than as vibrant and dynamic planning bodies. An examination of the minutes of the DPCs in a number of the BRGF districts shows that the inputs from the respective DPCs were mainly related to the selection of works. The members of the DPCs were also observed to be recommending proposals for inclusion in the annual action plans of the respective districts. However, they were not seen to be contributing significantly in terms of laying down the overall development priorities of the district.

The planning process was also observed to be weak in most of the districts. The idea of mooted a district plan was to integrate the resources of the district through a mapping of gaps in development in the district, but the planning exercise did not adequately address the issue of integration of all of the existing resources. Even the perspective plans, which should have reflected the integration process, failed to do so in most of the districts barring one or two districts. Further, even in the case of the districts, wherein the integration process was reflected, the perspective plan mainly lists the scheme of convergence without committing resources from that scheme or plan for the integration process in the district concerned.

Table 4.1 shows the status of the approval of the annual action plans as also the status of the component pertaining to SCs/STs and women in these plans.

Table 4.1: Approval of the District Plans and Inclusion of the SC/ST and Women Component in District Plans

Regions	States	Districts	Approved by		Special Component	
			DPC	DRDA	SCs/STs (Yes)	Women (Yes)
Central and West	Chhattisgarh	Bastar	Yes			
		Sarguja	Yes			
	Madhya Pradesh	Balaghat	Yes		Yes	
		Panna	Yes		Yes	Yes
	Rajasthan	Jhalawar	Yes		Yes	Yes
		Sawai Madhopur	Yes		Yes	
East	Bihar	Aurangabad	Yes		Yes	
		Gaya	Yes		Yes	
		Purnea	Yes		Yes	
		Bhagalpur	Yes		Yes	
		Lohardaga		Yes		
	Jharkhand@	Hazaribagh		Yes		
		Deogarh	Yes			
	Odisha	Dhenkanal	Yes			
		Malkangiri	Yes			
		Birbhum	Yes		Yes	Yes
	West Bengal	Paschim Medinipur	Yes		Yes	
North	Haryana	Sirsa	Yes		Yes	Yes
	Jammu and Kashmir	Poonchh	Yes			
		Ambedkar Nagar	Yes			
	Uttar Pradesh	Jalaun	Yes			Yes
		Lalitpur	Yes		Yes	
		Sonbhadra	Yes		Yes	
North-east	Arunachal Pradesh	Upper Subansiri	Yes			
		Lakhimpur	Yes			
	Assam	NC Hills	Yes			
South	Andhra Pradesh	Khammam	Yes		Yes	Yes
		Warangal	Yes		Yes	
	Karnataka	Chitradurga	Yes		Yes	
	Tamil Nadu	Villupuram	Yes		Yes	
Grand Total			29	2	16	6

Source: Data collected from the concerned districts.

@: After the constitution of the DPC in 2011, the approval is being given by the DPC.

Out of the 31 surveyed districts, 16 reported making special provisions for the SCs/STs under the respective annual action plans, while six districts also reported making special provisions for women under their annual action plans.

4.2.4 High Powered Committee and Approval of the Annual Action Plan

The High Powered Committee (HPC) was the final authority to sanction the proposal (annual action plan) sent by the DPC for final approval. This need to obtain the approval of the state level High Powered Committee has been removed by the Ministry of Panchayat Raj with effect from April 2011.²

The provision of obtaining the final approval of the state level HPC was against the principle and purpose of decentralization. It was also found to be a reason for delay in the commencement of the work, as the district had to wait for the final sanction of the state level HPC before implementing the plan. An even more disturbing factor and also a reason for the delay in implementation was the change in the annual action plan by the HPC. Further, the HPC was also found to be imposing its own decisions on the manner of utilization of funds, the types of projects to be undertaken, and even the selection of the executive agencies for the implementation of the plans. For example, in UP, the decision to construct a large number of Panchayat Bhavans under the BRGF programme was taken by the HPC. Also, most of the BRGF works were assigned to six state agencies, namely, the UP Project Corporation Limited, PACS, Social Welfare Construction Corporation Limited, the Rural Engineering Department, PWD and Labour Cooperative Federation Limited. The HPC not only decided the selection of executive agencies, but also got the estimate prepared in a centralized manner. Because of this, the executive agency faced considerable difficulties in completing the work. In the Sonbhadra district of UP, the boundary wall of a GP Bhavan was not constructed. The UPPCL, the executive agency responsible for the project pointed out that the land allotted for the GB Bhavan needed 6-7 feet of sand filling before the construction could be undertaken. This extra cost of land filling was not budgeted in the estimate as it was prepared at the state level

² See the notification vide Letter No. 11019 (442/2009-BRGF dated 15 April 2011.

and did not allow variations for local conditions and costs. In order to compensate for the cost of the land filling, the executive agency dropped the construction of the boundary wall which was otherwise part of the approved design of the plan. Moreover, if everything were to be decided at the level of the HPC, then the entire exercise of the preparation of the perspective plan and subsequently of the annual action plan made at the district level would be redundant.

The HPC was headed by the Chief Secretary of the state, and there would usually be a considerable delay in the holding of the meeting of the HPC because of the preoccupation of the Chief Secretary with other matters. Further, it was reported that the HPC meeting was held only once or twice in a year. In most of the states, the HPC meeting was called only after the receipt of the annual action plans by all the BRGF districts, which would lead to a delay in obtaining approval even from the districts that had submitted their plans on time.

4.2.5 People's Participation in Planning

Gram Sabha Meeting

The people's participation in the planning process was confined to the selection of the works in the Gram Sabha or Ward Council meetings.

As per the BRGF Guidelines, the district annual action plan must incorporate the proposals from the GPs that should have been passed by the Gram Sabha (GSs) of the concerned GP and the Ward Sabha of the concerned ULB. For that purpose, the holding of the GS/WS meeting is the first condition. Interestingly, the GS meeting is gradually becoming a forum for collective decision-making including in the states with weak PRIs. However, these meetings are mostly held under specific circumstances such as when the programme Guidelines, say for the MGNREGS or BRGF have to be drafted. Sometimes, the Department of Panchayati Raj would issue clear instructions to the GPs and ULBs for holding the GS or WS meetings.

**Table 4.2: Holding of the Gram Sabha and Ward Sabha Meetings
for Selection of the BRGF Works**

Regions	States	Districts	GP (No.)			ULB (No.)			Total	GP (%)	ULB (%)	
			Yes	No	Total	Yes	No	Total				
Central and West	Chhattisgarh	Bastar	9		9	2		2	11	100.00	100.00	
		Sarguja	10		10	1	1	2	12	100.00	50.00	
		Total	19		19	3	1	4	23	100.00	75.00	
	Madhya Pradesh	Balaghat	7		7	1	1	2	9	100.00	50.00	
		Panna	2		2	2		2	4	100.00	100.00	
		Total	9		9	3	1	4	13	100.00	75.00	
	Rajasthan	Jhalawar	4		4	2		2	6	100.00	100.00	
		Sawai Madhopur	2		2	2		2	4	100.00	100.00	
		Total	6		6	4		4	10	100.00	100.00	
East	Bihar	Aurangabad	3	4	7	2		2	9	42.86	100.00	
		Bhagalpur	8		8		2	2	10	100.00	0.00	
		Gaya	8	4	12		1	1	13	66.67	0.00	
		Purnea	8		8		2	2	10	100.00	0.00	
		Total	27	8	35	2	5	7	42	77.14	28.57	
	Jharkhand	Hazaribagh		5	5	1	1	2	7	0.00	50.00	
		Lohardaga	2		2	1		1	3	100.00	100.00	
		Total	2	5	7	2	1	3	10	28.57	66.67	
	Odisha	Deogarh	1		1	1		1	2	100.00	100.00	
		Dhenkanal	2		2	2		2	4	100.00	100.00	
		Malkangiri	3		3	1	1	2	5	100.00	50.00	
		Total	6		6	4	1	5	11	100.00	80.00	
	West Bengal	Birbhum	3	7	10		2	2	12	30.00	0.00	
		Paschim Medinipur	15	1	16	1	1	2	18	93.75	50.00	
		Total	18	8	26	1	3	4	30	69.23	25.00	
North	Haryana	Sirsa	4		4				0	100.00	0.00	
	Jammu & Kashmir	Poonchh	6	1	7	4	2	6	13	85.71	66.67	
		Uttar Pradesh	Ambedkar Nagar	7		7		2	2	9	100.00	0.00
			Jalaun	6		6	2		2	8	100.00	100.00
	Lalitpur		5		5	2		2	7	100.00	100.00	
	Sonbhadra	7		7		2	2	9	100.00	0.00		
	Total	25		25	4	4	8	33	100.00	50.00		
North East	Arunachal Pradesh	Upper Subansiri	3		3				0	100.00	0.00	
	Assam	Lakhimpur	4		4	2		2	6	100.00	100.00	
		NC Hills	4	1	5	1		1	6	80.00	100.00	
		Total	8	1	9	3		3	12	88.89	100.00	
South	Tripura	Dhalai	2		2	1	1	2	4	100.00	50.00	
		Khammam	6		6	1	1	2	8	100.00	50.00	
		Warangal	8		8	2		2	10	100.00	100.00	
	Andhra Pradesh	Total	14		14	3	1	4	18	100.00	75.00	
		Karnataka	Chitra-durga	4		4	2		2	6	100.00	100.00
	Tamil Nadu	Villupuram	4		4	1	1	2	6	100.00	50.00	
	Grand Total		157	23	180	37	21	58	238	87.22	63.79	

Source: GP/ULB Survey.

In our survey of 180 GPs, 157 GPs (87.22 per cent) reported holding of the GS meetings for the selection of the BRGF works. Surprisingly, the WS meetings were more irregular. Out of the 58 ULBs surveyed, 37 (63.79 per cent) reported holding of the WS meetings for selection of the works.

A region-wise and state-wise analysis of the trends in the holding of the GS and WS meetings shows that in Chhattisgarh, MP and Rajasthan, 100 per cent of the surveyed GPs reported holding of the GS meetings for the selection of the BRGF works. However, while in Rajasthan all the four surveyed ULBs (100 per cent) reported holding of the WS meetings, both in Chhattisgarh and MP, only three out of four (75 per cent) ULBs reported holding of the WS meetings.

In the eastern states of Bihar, Jharkhand, and surprisingly even West Bengal, the GS meetings were not held in a number of GPs and ULBs. In Bihar, they were held in 27 out of the 35 surveyed GPs (77 per cent) and in 2 out of 7 ULBs (28.57 per cent). In Bihar, the Panchayati Raj Department used to instruct the GPs and ULBs to hold the GS and WS meetings and also used to suggest the dates for holding of the meetings. In Jharkhand, the GS meetings were held in 2 out of 7 GPs (28.57 per cent) and in 2 out of 3 ULBs (66.67 per cent). In West Bengal, they were held in 18 out of 26 GPs (69.23 per cent) and in only one out of 4 ULBs (25 per cent). In contrast to the scenario observed in the three states of eastern India, in Odisha, all the 6 GPs (100 per cent) and 4 out of 5 ULBs (80 per cent) reported holding the meetings concerned.

In the Sirsa district of Haryana, all the 4 GPs held the GS meetings. In the Poonchh district of J&K, where the PRIs is very recent in origin, 6 out of 7 GPs (85.7 per cent) and 4 out of 6 ULBs (66.67 per cent) held the meetings for the selection of the BRGF works. In UP, all the 25 surveyed GPs (100 per cent) reported holding the GS meetings, but only 4 out of 8 ULBs (50 per cent) reported holding the WS meetings for the selection of the BRGF works.

In the North-eastern states, the GS and WS meetings were not held in a number of cases. In Arunachal Pradesh and Tripura, all the surveyed GPs reported holding of the GS meetings, but in Assam, only 8 out of the 9 GPs (88.89 per cent) reported holding of the WS meetings. All the 4 surveyed ULBs (100 per cent) in Assam reported holding of the GS meetings. In Tripura, one out of the 2 surveyed ULBs (50 per cent) reported holding of the WS meetings.

In comparison to the above states, the GS meetings were held in all the 14 surveyed GPs (100 per cent) of AP and in all the 4 surveyed GPs (100 per cent) each in Tamil Nadu and Karnataka. However, as observed in the other states, the WS meetings were held only in 3 out of 4 ULBs (75 per cent) in AP and in one out of 2 ULBs (50 per cent) in Tamil Nadu.

The regularity of occurrence of the GS and WS meetings shows the lack of vibrancy in the institutions of local self-government, even though the display of such a vibrancy is the first condition for people's participation in planning process. The irregularity in the holding of GS and WS meetings in the surveyed states was mainly because of the local dynamics, which varied across the GPs. In some cases, the GP head simply forwarded the plan proposal to the district, while in some other cases, the official sent the proposal to the GP head, who returned it after certifying that it had to be passed in the GS meeting. In some other cases, the GP was not asked for the proposal, and was intimated of the work being done under the BRGF by the official only after it had been approved by the DPC and HPC.

4.2.6: Frequency of Gram Sabha Meetings

The frequency of the GS/WS meetings varied across the districts and states. As a whole, 21.8 per cent of the surveyed GPs reported holding monthly meetings; 44 per cent reported holding quarterly meetings; and 34 per cent reported that the meetings were held rarely or occasionally. The holding of the WS meeting was more irregular than that of the GS meeting. Of the total surveyed ULBs, 36 per

cent reported holding monthly meetings; 16.7 per cent reported holding quarterly meetings; and 47 per cent reported that the meetings were held occasionally or rarely (Table 4.3).

**Table 4.3: Frequency of the Gram Sabha and Ward Sabha Meetings
as Reported by PRI/ULB Representatives and Officials**

Regions	States	Districts	% of Gram Panchayats			% of Urban Local Bodies		
			Monthly	Quarterly	Occasionally/ Rarely	Monthly	Quarterly	Occasion ally/Rar ely
Central and West	Chhattisgarh	Bastar	33.3	66.7		100.0		
		Sarguja	40.0	40.0	20.0	2.8		
		Total	36.8	52.6	10.5	5.7		
	Madhya Pradesh	Balaghat	57.1	14.3	28.6			100.0
		Panna	100.0			100.0		
		Total	66.7	11.1	22.2	66.7		33.3
	Rajasthan	Jhalawar		50.0	50.0		100.0	
		Sawai						
		Madhopur		50.0	50.0			100.0
		Total		50.0	50.0		50.0	50.0
East	Bihar	Aurang- abad			100.0		50.0	50.0
		Bhagalpur		87.5	12.5			
		Gaya	11.1	44.4	44.4			
		Purnea		75.0	25.0			
		Total	3.4	58.6	37.9		50.0	50.0
	Jharkhand	Hazaribagh				100.0		
		Lohardaga	100.0			100.0		
		Total	100.0			100.0		
	Odisha	Deogarh		100.0				100.0
		Dhenkanal		100.0		50.0		50.0
		Malkangiri		100.0		100.0		
		Total		100.0		50.0		50.0
	West Bengal	Birbhum			100.0			
		Paschim						
		Medinipur		38.5	61.5			100.0
		Total		31.3	68.8			100.0
North	Haryana	Sirsa		75.0	25.0			
	Jammu & Kashmir	Poonchh	50.0	16.7	33.3			100.0
	Uttar Pradesh	Ambedkar Nagar		28.6	71.4			
		Jalaun	100.0			100.0		
		Lalitpur	80.0	20.0		100.0		
		Sonbhadra	28.6	42.9	28.6			
		Total	48.0	24.0	28.0	100.0		
North East	Arunachal Pradesh	Upper Subansiri			100.0			
		Lakhimpur	25.0		75.0			100.0
	Assam	NC Hills			100.0			
		Total	12.5		87.5			100.0
	Tripura	Dhalai		50.0	50.0		100.0	
South	Andhra Pradesh	Khammam		100.0				100.0
		Warangal	12.5	62.5	25.0			100.0
		Total	7.1	78.6	14.3			100.0
	Karnataka	Chitra- durga	25.0	75.0			100.0	
	Tamil Nadu	Villupuram	25.0	50.0	25.0			
	Grand Total		21.8	44.2	34.0	36.1	16.7	47.2

Source: GP/ULB Survey.

The responses of the GP and ULB representatives and officials about the holding of the GS and WS meetings were juxtaposed against the responses of the people. When the same question about the holding of the GS and WS meetings was posed before the people, their responses differed from those given by the GP officials and representatives, as captured through the GP and ULB schedules (Table 4.4). As compared to 87 per cent of the GPs and 63.79 per cent of the ULBs reporting holding of the GS and WS meetings, respectively, only 18 per cent of the household respondents in the GPs and 11 per cent in the ULBs confirmed the holding of the GS/WS meetings, respectively. It seems that the figures given by the GP and ULB officials and representatives were on the higher side, ostensibly to prove that they were following the BRGF Guidelines.

Table 4.4: Gram Sabha/Ward Sabha Meetings and People's Participation

Regions	States	GPs		ULBs	
		<i>% of Respondents Who Confirmed Holding of the GS and WS Meetings</i>	<i>% of Households Which Attended the Meeting</i>	<i>% of Respondents Who Confirmed Holding of the GS and WS Meetings</i>	<i>% of Households Which Attended the Meeting</i>
South	Andhra Pradesh	9.2	9.2		
	Karnataka	21.3	7.5	17.5	2.5
	Tamil Nadu	1.2	1.2		
	Sub-total	9.9	7.4	4.4	0.6
Central and West	Chhattisgarh	32.2	28.6	10.0	8.8
	Madhya Pradesh	25.6	24.4	20.0	18.8
	Rajasthan	13.2	9.1	2.5	2.5
	Sub-total	27.0	23.9	10.8	10.0
East	Bihar	12.6	11.3	1.2	
	Jharkhand	24.5	20.2	17.5	15.0
	Odisha	26.5	22.0	28.0	19.0
	West Bengal	3.2	2.5	1.3	1.3
	Sub-total	12.8	10.9	9.9	6.8
North	Haryana	18.5	17.3	25.6	23.1
	Jammu and Kashmir	13.8	10.0		
	Uttar Pradesh	23.8	21.3	14.4	11.3
	Sub-total	21.2	18.7	13.8	11.3
North East	Arunachal Pradesh	55.0	47.5		
	Assam	40.5	24.8	27.5	23.8
	Tripura				
	Sub-total	38.6	28.2	18.3	15.8
	Total	18.2	15.3	11.0	8.5

Source: Household survey.

The responses given by the officials also varied sharply against those given by the people across the states. In Karnataka, 21.3 per cent of the GP respondents and 17.5 per cent of ULB respondents confirmed the holding of the GS and WS meetings, respectively, whereas in contrast, only 9.2 per cent of the respondents in AP and 1.2 per cent in Tamil Nadu confirmed the holding of the GS meetings.

The better response in Karnataka is understandably because of the fact that the PRIs are traditionally better institutionalized and better functioning in the state.

In the states of Chhattisgarh, MP and Rajasthan, the percentage of respondents who confirmed holding of the GS and WS meetings was higher. In Chhattisgarh, 32 per cent of the respondents confirmed the holding of the GS meetings for the selection of the BRGF works, and 25.6 per cent of the respondents in MP also confirmed the holding of the GS meetings for the selection of the BRGF works. In contrast to the above two states, however, only 13 per cent of the GP respondents in Rajasthan confirmed the holding of the GS meeting for the above purpose.

The percentage of respondents who confirmed the holding of the WS meetings was less in urban areas as compared to the rural areas. In Chhattisgarh, only 10 per cent of the respondents confirmed the holding of the WS meetings. In contrast to the above two states, only 2.5 per cent of the respondents in Rajasthan confirmed the holding of the WS meetings.

In the states of eastern India, a relatively greater percentage of people in Jharkhand and Odisha than in Bihar and West Bengal reported the holding of the GS and WS meetings. The case of West Bengal is unusual, as the state is considered to be better than most others in terms of the institutionalization of the PRIs, and the selection of BRGF works without holding of the GS meetings is against the considered view regarding the functioning of the PRIs in the state.

Among the northern states of Haryana, J&K and UP, the response was better in Haryana, where 22 per cent of the respondents in the rural areas and 25.6 per cent in the urban areas confirmed the holding of the GS and WS meetings, respectively. In UP, the response was better in the rural areas, but was poor in the urban areas. As regards the North-eastern states, in Arunachal Pradesh, 55 per cent of the respondents confirmed the holding of the GS meetings, and 40.5 per cent of the rural respondents in Assam also confirmed the holding of the GS meetings for the above purpose.

As observed in the case of the GS and WS meetings, the responses of the people varied from those of the representatives and officials with regard to the frequency of the meetings (Table 4.5). Out of the total number of rural respondents interviewed, 13 per cent confirmed the holding of monthly meetings, 25.5 per cent confirmed the holding of quarterly meetings, and 61.3 per cent confirmed the holding of occasional and/or rare meetings. The figures show the same trends as reported by the GP and ULB representatives and officials.

4.2.7 People's Participation in the GS/WS Meetings

The participation of people in the GS and WS meetings was low in most of the states in both the rural and urban areas. Among the total respondents (households), only 15 per cent had participated in the meetings held in the rural areas while the corresponding figure for the urban areas was 8.5 per cent. The participation level of the people, however, varied across the states. Except for Chhattisgarh, the people's participation remained less than 25 per cent in the rural areas in all the surveyed states and less than 20 per cent in the urban areas in all the surveyed states.

The level of people's participation in the GS meetings was the highest in Arunachal Pradesh, followed by Chhattisgarh, Assam, MP, Odisha, UP and Jharkhand. It was the lowest in Tamil Nadu, followed by West Bengal, Karnataka,

Rajasthan and AP. The low level of people's participation in the GS meetings in some of the states known for better institutionalization of PRIs is surprising. It seems that in these states, the decisions about the selection of the BRGF works were taken mostly by the officials and, hence, the people did not take much interest in attending the meetings.

**Table 4.5: Frequency of Gram Sabha and Ward Sabha Meetings
as Reported by the People**

Regions	States	Rural				Urban			
		Frequency of Gram Sabha Meetings (% of Respondent Households)				Frequency of Ward Sabha Meetings (% of Respondent Households)			
		Monthly	Quarterly	Occasion-ally/ Rarely	Total	Monthly	Quarterly	Occasion-ally/ Rarely	Total
South	Andhra Pradesh	1.1	57.1	41.8	100	3.8	15.0	81.3	100
	Karnataka		17.5	82.5	100		20.0	80.0	100
	Tamil Nadu	4.9	14.8	80.2	100	7.5	32.5	60.0	100
	Sub-total	1.6	42.2	56.2	100	3.8	20.6	75.6	100
Central and West	Chhattisgarh	55.0	40.6	4.4	100	51.3	38.8	10.0	100
	Madhya Pradesh	39.4	48.8	11.9	100	8.8	47.5	43.8	100
	Rajasthan	6.6	39.7	53.7	100		12.3	87.7	100
	Sub-total	42.0	42.4	15.6	100	19.9	32.8	47.3	100
East	Bihar	4.1	18.6	77.4	100	3.0	11.4	85.5	100
	Jharkhand	3.1	15.3	81.6	100		17.5	82.5	100
	Odisha	3.5	24.0	72.5	100	4.0	20.0	76.0	100
	West Bengal	3.4	14.5	82.1	100		19.0	81.0	100
	Sub-total	3.7	17.7	78.7	100	2.3	15.8	81.8	100
North	Haryana	66.7	16.0	17.3	100	43.6	41.0	15.4	100
	Jammu and Kashmir				100				100
	Uttar Pradesh	7.5	11.3	81.3	100	5.0	7.5	87.5	100
	Sub-total	11.9	25.6	62.5	100	8.8	16.9	74.4	100
North-east	Arunachal Pradesh			98.8	100				100
	Assam	1.3		95.0	100				100
	Tripura	2.5	2.5	95.0	100	1.3	33.8	65.0	100
	Sub-total	15.0	37.5	47.5	100	17.5	22.5	60.0	100
	Grand Total	4.1	7.5	88.4	100	6.7	30.0	63.3	100
		13.2	25.5	61.3	100.0	9.1	22.3	68.6	100.0

Source: Household survey.

In the urban areas, the people's participation in the WS meetings was the highest in Assam, followed by Haryana, Odisha and MP. It was the lowest in West Bengal, followed by Karnataka, Rajasthan and Chhattisgarh.

4.2.8 People's Awareness about the BRGF

In a large number of states, the level of people's awareness about the BRGF programme was low in both the rural as well as urban areas. This was one of the

reasons for the low level of people's participation in the GS/WS meetings. Except for Arunachal Pradesh and Assam, where more than 50 per cent of the respondents were aware of the BRGF, in all the other states, less than 50 per cent of the respondents were aware of the programme. The level of awareness was particularly low in the urban areas wherein only 21 per cent of the respondents were aware of the programme (Table 4.6).

Table 4.6: People's Awareness about the BRGF and the Publicity Done for It

Regions	States	GPs		ULBs	
		<i>Respondents Aware of BRGF (%)</i>	<i>Publicity Done in this Regard (% of Respondents)</i>	<i>Respondents Aware of BRGF (%)</i>	<i>Publicity Done in this Regard (% of Respondents)</i>
		Yes	Yes	Yes	Yes
South	Andhra Pradesh	24.8	24.8	11.3	11.3
	Karnataka	41.3	41.3	40.0	40.0
	Tamil Nadu	14.8	14.8		
	Sub-total	26.0	26.0	15.6	15.6
Central and West	Chhattisgarh	35.0	35.0	16.3	16.3
	Madhya Pradesh	26.3	26.3	30.0	30.0
	Rajasthan	15.7	15.7	6.2	6.2
	Sub-total	29.2	29.2	17.4	17.4
East	Bihar	15.9	15.9	24.1	24.7
	Jharkhand	28.2	28.2	35.0	35.0
	Odisha	26.5	26.5	27.0	27.0
	West Bengal	17.6	17.9	24.1	24.1
	Sub-total	19.2	19.2	26.0	26.2
North	Haryana	22.2	22.2	38.5	38.5
	Jammu and Kashmir	10.0	10.0	5.0	5.0
	Uttar Pradesh	15.3	15.3	18.1	18.1
	Sub-total	15.6	15.6	19.2	19.2
North-east	Arunachal Pradesh	56.3	56.3		
	Assam	50.4	50.4	36.3	36.3
	Tripura				
	Sub-total	44.0	44.0	24.2	24.2
	Grand Total	23.3	23.3	21.1	21.2

Source: Household survey.

This low level of awareness was also because of the lack of publicity about the programme. Only 23.3 per cent of the respondents in the rural areas and 21.2 per cent in the urban areas were aware of any publicity done for this programme. During the survey too, the lack of publicity was noticeable in terms of the absence of signboards on the worksites, wall paintings, and notice displays in the GP Bhavans, among other things. Since it is important to generate

awareness in programmes, the low level of awareness and publicity accorded to the programme affects people's participation, monitoring and vigilance, social audit, as also transparency and accountability in the delivery of the programme.

4.2.9 Who Moved the Proposals in the GS and WS Meetings

It is also important to examine as to who moved proposals for the selection of BRGF works. While 46.51 per cent of the GPs reported that the GP head or other representatives had moved the proposals for selecting the BRGF works, another 46 per cent reported that the proposals were moved by the residents of the villages/GPs. In the urban areas, 60.78 per cent of the ULBs reported that ward members or councillors moved the proposals while another 27.45 per cent reported that the residents of the concerned wards had moved the proposals for the selection of works.

**Table 4.7: Who Moved the Proposals for BRGF Works
(% of Household Respondents)**

Regions	States	In GPs				Urban			
		Who Proposed the Activity				Who Proposed the Activity			
		Villagers	GP Head or Member	Government Officials	Total	Residents	ULB Representatives	Government Officials	Total
South	Andhra Pradesh	3.8	96.2		100.0				
	Karnataka		94.1	5.9	100.0		100.0		100.0
	Tamil Nadu			100.0	100.0				
	Sub-total	2.3	93.2	4.5	100.0		100.0		100.0
Central and West	Chhattisgarh	17.2	76.7	6.0	100.0		62.5	37.5	100.0
	Madhya Pradesh	9.8	90.2		100.0	6.3	81.3	12.5	100.0
	Rajasthan		75.0	25.0	100.0		50.0	50.0	100.0
	Sub-total	13.9	79.8	6.4	100.0	3.8	73.1	23.1	100.0
East	Bihar	37.9	59.8	2.3	100.0		100.0		100.0
	Jharkhand	5.0	47.5	47.5	100.0		85.7	14.3	100.0
	Odisha	39.6	41.5	18.9	100.0	39.3	53.6	7.1	100.0
	West Bengal	20.0	66.7	13.3	100.0		100.0		100.0
	Sub-total	30.3	52.8	16.9	100.0	28.9	63.2	7.9	100.0
North	Haryana	46.7	46.7	6.7	100.0	10.0	80.0	10.0	100.0
	Jammu and Kashmir	63.6		36.4	100.0				
	Uttar Pradesh	43.4	52.6	3.9	100.0	17.4	82.6		100.0
	Sub-total	46.1	46.1	7.8	100.0	15.2	81.8	3.0	100.0
North-east	Arunachal Pradesh	72.7	27.3		100.0				
	Assam	81.6	4.1	14.3	100.0	81.8	9.1	9.1	100.0
	Tripura								
	Sub-total	77.4	15.1	7.5	100.0	81.8	9.1	9.1	100.0
Grand Total		33.4	56.5	10.0	100.0	27.8	62.7	9.5	100.0

Source: Household Survey.

Again when these figures were cross-checked with the responses of the people, there was a variation between the latter and the responses of the GP/ULP representatives. In the rural areas, 56.5 per cent of the respondents replied that the elected representatives of the GPs had proposed the work while another 33.4 per cent of them responded that the villagers/residents had proposed the work. Ten per cent of the respondents said that the officials had proposed the work.

Similarly, in the urban areas, 27.8 per cent of the respondents confirmed that the proposal for the selection of the BRGF work was moved by the villagers and another 62.7 per cent reported that the proposal was moved by the ULB representatives. About 10 per cent reported that the proposal was moved by the government officials.

A sharp variation was found across the districts and states. While in AP, 96 per cent of the respondents pointed out that the proposal for the BRGF work was moved by the GP head, in Tamil Nadu, 100 per cent of the respondents said that the proposal for the selection of the work was moved by the government officials. In contrast to the rural areas, in the urban areas, both in Tamil Nadu and AP, 100 per cent of the respondents claimed that the proposals were moved by the ULB representatives. These trends across the districts and states has been shown in Table 4.7.

4.3 Monitoring and Evaluation

4.3.1 The State Level Mechanism

Notwithstanding the formal constitution of the monitoring committee in a number of states, the state level monitoring and evaluation seem to be weak. Among the surveyed states, three states spelt out the constitution of a state level monitoring mechanism. In Haryana, the state level monitoring committee is headed by the Chief Secretary while the Secretaries of the line departments monitor for the progress of the work. Reportedly, all the secretaries of the line departments are included in the monitoring committee and are supposed to visit

the BRGF district once a year. It was also learnt that some of them visit the district occasionally.

In Tamil Nadu, the Commissioner, Rural Development and Panchayati Raj, holds a review meeting every month while the Secretary, Rural Development and Panchayati Raj, holds the review meeting every two months. In West Bengal, on the other hand, the BRGF district submits monthly reports of the physical and financial progress of the works during the first week of every month, which is reviewed in the monthly meeting of the BRGF districts.

4.3.2 District Level Mechanism

The programme Guidelines contain a provision for the constitution of a district level monitoring committee. Table 4.8 shows the status of the constitution of the monitoring committee at the district level. The Chitradurga district of Karnataka has not constituted a monitoring committee. The Bhagalpur, Purnea, Gaya and Aurangabad districts of Bihar and the NC Hills district of Assam have not reported about the constitution of the respective district level monitoring committees.

The programme Guidelines clearly prescribe for a district level review committee to be constituted by the DPC, which would consist of the chairpersons of the DPC, IPs and ULBs within the district. A few districts have followed the Guidelines as far as the constitution of the district level review committee is concerned, but a large number of them have adopted slightly different formulas in this regard.

In MP, the review committee consists of officials, MLAs of the district, and members and chairpersons of the ZPs. In Rajasthan, the review committee consists of the ZP Chairman, members, two representatives of NGOs, and a member of a ULB. The inclusion of NGO representatives was not found in any other state and reflects the level of interactions between the state and civil society in Rajasthan, wherein civil society organizations play significant roles in

mobilizing people's participation at the grassroots level and in negotiating with the state agencies with regard to the implementation of some flagship programmes.

Table 4.8: Constitution of Monitoring Committees at the District Level (in Nos.)

Regions	States	District	Yes	No	Total
Central and West	Chhattisgarh	Bastar	1		1
		Sarguja	1		1
	Madhya Pradesh	Balaghat	1		1
		Panna	1		1
	Rajasthan	Jhalawar	1		1
		Sawai Madhopur	1		1
East	Bihar	Aurangabad			NR
		Gaya			NR
		Purnea			NR
		Bhagalpur			NR
	Jharkhand	Lohardaga	1		1
		Hazaribagh	1		1
	Odisha	Deogarh	1		1
		Dhenkanal	1		1
		Malkangiri	1		1
	West Bengal	Birbhum	1		1
		Paschim Medinipur	1		1
North	Haryana	Sirsa	1		1
	Jammu and Kashmir	Poonchh	1		1
	Uttar Pradesh	Ambedkar Nagar	1		1
		Jalaun	1		1
		Lalitpur	1		1
		Sonbhadra	1		1
North-east	Arunachal Pradesh	Upper Subansiri	1		1
	Assam	Lakhimpur	1		1
		NC Hills			NR
	Tripura	Dhalai	1		1
South	Andhra Pradesh	Khammam	1		1
		Warangal	1		1
	Karnataka	Chitradurga		1	1
	Tamil Nadu	Villupuram	1		1
	Grand Total		25	1	26

Source: District Schedule.

Note: NR= No reply

In Odisha, the district level review committee consists mostly of the line department officials like the Project Director, DRDA, the Executive Engineer, Rural Development, and others. It functions more like an administrative committee than a people's review committee. The constitution of the district level review committee in West Bengal is more in favour of people's representatives and is chaired by the ZP Chairman. The important inclusion in the Committee is that of a leader of a recognized opposition political party. The District Magistrate is the Vice Chairman of the Committee while the ADM is also a member of the Committee.

In UP, the district level review committee consists of the Chief Development Officer (CDO) as the Chairperson, the District Panchayat Officer (DPO) as the Member-Secretary and one technical person as an expert nominated by the DM. This committee is overwhelmingly represented by officials who are also responsible for the implementation of the BRGF works. However, in view of the absence of people's representatives in the committee, much of the purpose of people's monitoring would not be served.

In J&K, the district level review committee consists of the Additional Deputy Commissioner, a technical expert and other officers. In Haryana, instead of a district level review committee, there is a sub-division level review committee headed by the sub-divisional officer, which consists of a technical expert, sub-divisional engineers and a DRDA accountant.

In Tamil Nadu, the District Magistrate reviews the progress of the work, and the review committee includes the Executive Engineer, Assistant Executive Engineer (Rural Development Officer), the Panchayat Officer, BDO and the Block Engineer. In Warangal district, the DPC acts as the review committee, while in the Khammam district of AP, the Technical Advisory Group functions as the review committee.

In the Dhalai district of Tripura and the Upper Subansiri district of Arunachal Pradesh, the district level monitoring committees consist mainly of the district level officials and are headed by the respective District Magistrates.

While the district level monitoring committee exists in most of the districts, the fact that the membership of these committees is dominated by the district level officials goes against the objective of the monitoring of the programme by the people, as outlined in the programme Guidelines.

4.3.3 Monitoring Committees at the GP and ULB Levels

In contrast to the formation of district level monitoring committees in most of the districts, only 27 per cent of the GPs (54 out of 194) and ULBs (16 out of 58) reported the formation and existence of monitoring committees. In the rest of the GPs and ULBs, the line departments, officials and the representatives of the respective GPs and ULBs were supposedly reviewing the progress of the work. Among the GPs surveyed, 39 per cent reported monitoring by the line departments, 26 per cent by other officials, and 6.18 per cent by the GP representatives. In the urban areas, 48 per cent of the ULBs reported monitoring by the line departments and 22 per cent by other officials.

Although the GP level monitoring committee was in existence in about one-fourth of the GPs, most of them were reportedly not playing any significant role in terms of facilitating the implementation of the programme. In a number of cases, the monitoring committee members were unaware of the programme Guidelines and only a few of them were aware of the objectives and purpose of the monitoring committee and the BRGF programme.

4.3.4 Social Audit and Action Taken

The social audit of the BRGF works was reportedly held in a number of BRGF districts. Most of these districts belong to three states, namely Rajasthan, MP and Chhattisgarh. In the Jhalawar district of Rajasthan, the social audit of the work was conducted during the years 2009-10 and 2010-11, but not during 2006-07, 2007-08 and 2008-09. The audit was conducted by the Gram Sabha, and action on the recommendations made in the audit was also taken in the district. In Sawai Madhopur district, the social audit was conducted during all the four years except 2006-07, the first year of implementation of the programme. It was conducted by the local Gram Sabha and actions were also taken on the findings of social audit. The district-wise details about the status of the social audit are provided in Table 4.8.

Table 4.8: Status of Social Audit in the Selected Districts

States	Districts	Year	Social Audit	Audit Conducted by	Whether the Suggestions Were Acted upon
Bihar	Gaya	2006-07	No		
		2007-08	Yes	Professional Organization	
		2008-09	Yes	Professional Organization	
		2009-10	Yes	Professional Organization	
		2010-11	No		
Chhattisgarh	Bastar	2006-07	No		
		2007-08	Yes	Gram Sabha	Yes
		2008-09	Yes	Gram Sabha	Yes
		2009-10	Yes	Gram Sabha	Yes
		2010-11	Yes	Gram Sabha	Yes
	Sarguja	2006-07	No		
		2007-08	Yes	Gram Sabha	Yes
		2008-09	Yes	Gram Sabha	Yes
		2009-10	Yes	Gram Sabha	Yes
		2010-11	Yes	Gram Sabha	Yes
Haryana	Sirsa	2006-07	No		
		2007-08	No		
		2008-09	Yes	CRRID	Yes
		2009-10	Yes	CRRID	Yes
		2010-11	Yes	CRRID	Yes

States	Districts	Year	Social Audit	Audit Conducted by	Whether the Suggestions Were Acted upon
	Balaghat	2006-07	Yes	Gram Sabha	
		2007-08	Yes	Gram Sabha	
		2008-09	Yes	Gram Sabha	
		2009-10	Yes	Gram Sabha	
		2010-11	No		
	Panna	2006-07	Yes	Gram Sabha	
		2007-08	Yes	Gram Sabha	
		2008-09	Yes	Gram Sabha	
		2009-10	No	Gram Sabha	
		2010-11	Yes	Gram Sabha	
Rajasthan	Sawai Madhopur	2006-07	No		
		2007-08	Yes	Gram Sabha	Yes
		2008-09	Yes	Gram Sabha	Yes
		2009-10	Yes	Gram Sabha	Yes
		2010-11	Yes	Gram Sabha	Yes
	Jhalawar	2006-07	No		
		2007-08	No		
		2008-09	No		
		2009-10	Yes	Gram Sabha	
		2010-11	No		

Source: Survey.

In the Balaghat district of MP, the social audit was conducted by the Gram Sabha during all the five years of implementation of the programme. However, no action was taken on any of the findings of the social audit during any of the years. Similarly in Panna district, the audit was conducted by the local people during all the five years of implementation of the programme but no action was taken during any of the years.

In the Bastar district of Chhattisgarh, the social audit was conducted during all the years of implementation of the programme except 2006-07. It was conducted by members of the local Gram Sabha. However, no action was taken on any of the findings of the social audit. In the Sarguja district of Chhattisgarh too, the social audit was conducted during all the years under review except 2006-07. It was conducted by the Gram Sabha, but no action was taken on any of the findings of the social audit.

In the Sirsa district of Haryana, the social audit was conducted with the support of a professional agency, Centre for Rural and Industrial Development (CRID) during three years of implementation of the programme—2008-09, 2009-10 and 2010-11, and reportedly, some actions were taken on the findings of the social audit. In the Gaya district of Bihar, the social audit was conducted by a professional agency during three years, viz. 2007-08, 2008-09 and 2009-10, but no action was reportedly taken on any of the findings of the audit.

When the issue of social audit was examined at the levels of the GPs and ULBs, only 34.39 per cent of the GPs and 35.42 per cent of the ULBs reported that they had conducted the social audits in their respective GPs and ULBs. Again, it was found to have been conducted only in a few selected districts. In the Bastar district of Chhattisgarh, 100 per cent of the GPs reported holding the social audit, but in Sarguja district, only 75 per cent of the GPs reported holding the social audit. As regards the ULBs, only 50 per cent of the ULBs in each of the two districts reported holding of the social audit.

In the two districts of Rajasthan wherein the survey was undertaken, viz. Jhalawar and Sawai Madhopur, 100 per cent of the GPs and ULBs reported holding of the social audit in both the districts. In Odisha, two-thirds of the GPs reported holding of social audit, but none of the ULBs reported doing so in any of the districts of the state. Even in West Bengal, 64 per cent of GPs in the West Medinipur district reported holding of the social audit, but none of the surveyed GPs in Birbhum and none of the ULBs in either of the two districts reported holding of the social audit.

The social audit was also reportedly conducted in 75 per cent of the GPs and 100 per cent of the ULBs in the Lakhimpur district of Assam. However, in the NC Hills district of Assam, 80 per cent of the GPs, but none of the ULBs reported conducting of the social audit. In the Chitradurga district of Karnataka, on the

other hand, 100 per cent of the GPs and ULBs reported holding of the social audit.

The social audit was not conducted in any of the GPs and ULBs in the Villupuram district of Tamil Nadu, the Upper Subansiri district of Arunachal Pradesh, the Ambedkar Nagar, Jalaun, Lalitpur and Sonbhadra districts of UP, and the Hazaribagh and Lohardaga districts in Jharkhand.

The wide variations observed in the social audit—sometimes across states, sometimes across districts within a state, and sometimes within a district—indicate that the process needs to be firmly institutionalized across the districts and states. More importantly, the conduction of the social audit depends on the local initiative and the level of vigilance among the citizens. The survey revealed that the social audits were held in the GPs and ULBs wherein the people were aware of the merits of the social audit and were also vigilant about various social measures.

4.4 Programme Management

4.4.1 Administrative Set-up

The programme management under the BRGF does not create a special institutional arrangement, but aims at strengthening the existing institutions, in particular those created through the 73rd and 74th Constitutional Amendment Acts. Among the specific institutions that BRGF lays an emphasis on strengthening is the mechanism of decentralized planning through the District Planning Committee, which functions as the apex body of grassroots planning. The BRGF also aims at strengthening the process of social monitoring and the audit mechanism at the local level.

Even though there is no provision for the creation of a separate institutional mechanism, there is an arrangement for implementation of the programme at

the national, state and district levels. Further, there is also a mechanism for the approval of the plans and monitoring of their implementation.

The National Level

At the national level, there is a separate unit of the BRGF under the Ministry of Panchayati Raj. The unit is headed by an Additional Secretary/Joint Secretary level officer. The main responsibility of this unit is to allocate the BRGF budget to each district and the state, and to approve the district plan of the BRGF district. It also monitors the implementation of the project and coordinates with the state Panchayati Raj department. Further, it also makes changes in the Guidelines on the basis of the report, feedback and consultation with the state government and other stakeholders.

The State Level

In each state which is covered under the BRGF, there is a separate section under the Department of Panchayati Raj and Rural Development. This section is generally headed by a Director level officer in most of the states, but unlike at the Centre, the section is not a dedicated cell that deals only with the BRGF. It also fulfils other responsibilities under the Panchayati Raj Department, such as coordinating between the Panchayati Raj Ministry at the Centre and the BRGF districts, receiving the money allocated by the Centre to the BRGF districts, preparing the agenda of the HPC, and getting the district plan approved. In addition, it monitors the implementation of the work and submits the consolidated report to the Centre.

Although a separate cell has been designated as the BRGF cell in each state, this cell is generally under-staffed. The problem of under-staffing is especially serious with regard to the technical staff. In most of the states, one section officer and one clerk each are allocated the work responsibility of the BRGF, while in one or two states, a computer-literate person has been appointed as a

technical support staff member. The salaries of the staff members are drawn from the BRGF's allocation to the functionaries. The allocation is 5 per cent of the total development grants under the BRGF.

The absence of a dedicated technical person seems to be a major constraint in the efficient monitoring of the work and reporting of the physical and financial progress of the programme. Most of the districts report the progress of the programme vide reports. All the reports received from the district are consolidated in a single report at the state level, and then sent to the Centre and the HPC as per the requirement. There is thus an urgent necessity for recruitment of staff members at the technical level, who can handle all these responsibilities.

The District Level

At the district level, there is no separate cell of the BRGF as such, because at this district level, planning involves all the departments and most of the important functionaries. Nevertheless, the BRGF programme is implemented by the Department of Panchayati Raj and Rural Development. The Chief Executive Officer of the ZP is generally the nodal officer of the BRGF in most of the districts. The nodal officer coordinates the implementation of the programme with the other departments, and the Intermediate and Gram Panchayats. The district level BRGF unit prepares the perspective plan and consolidates the annual action plan, which is prepared and approved by the respective DPC. In a number of districts, functionaries have also been appointed at the district level through usage of the BRGF grant.

4.4.2 Fund Management

One of the important issues under fund management is the timely release of the allocated money from the Centre to the districts and then from the districts to the panchayats and ULBs functioning under them. Another important issue

concerns the parking of the fund and utilization of the non-utilized money during the subsequent financial year.

A major issue of concern is the delay in the release of the fund from the Centre to the states and in a number of states from the states to the districts. The problem becomes serious especially when there is a double delay. A close examination of the status of transfer of funds from the Centre to the states, from the states to the districts, and from the districts to the ULBs and panchayats shows that there is considerable delay in the transfer of money from the Centre to the states through all these channels. For example, in the case of most of the states, the receipt of the first instalment of funds from the Centre did not occur earlier than October–November, though the financial year starts in the month of April. This resulted in the loss of six months in the implementation of the programme. When the state finally receives the money, it takes another 2–3 months to transfer it to the BRGF districts, while thereafter, the districts take their own time to transfer it to the panchayats and ULBs. The state- and district-wise details of the delay in fund transfer are given in Annexure table 4.1.

A few examples of delay in the transfer of funds are worth illustrating. In Haryana, Mahendragarh and Sirsa are covered under the BRGF, out of which Sirsa was studied. For the financial year 2007-08, the state government received the first installment of the allocation from the Centre on 20 December 2007 and the second instalment on 31 March 2008, the last day of the closing of the financial year. The allocation for the same year was received by Sirsa district on 10 January 2008. The district transferred the allocated funds to the ULBs on 21 May 2009, and to the rural panchayats on 15 May 2009. Thus, none of the ULBs and panchayats received the allocation for 2007-08 during the same financial year. More or less similar situations prevailed during the years 2008-09, 2009-10 and 2010-11, that is, all the years under evaluation.

As regards UP, the state received the first instalment of the BRGF allocation from the Centre for the year 2008-09 on 11 December 2008, which was released to the Jalaun district on the same date. The district transferred the allocation to the village panchayats on the same date, but to the ULBs as late as 28 May 2009. The same trends can be observed in the other districts during most of the years.

In Tripura, there was a delay in the receipt of the money from the Centre, but the state was able to transfer the money to the district the same day, and the district too transferred it to the ULBs and rural panchayats on the same date. For the year 2008-09, the state received the allocation from the Centre on 5 March 2009, which was transferred to the Dhalai district in the state on the same date, and the district too transferred it to the ULBs and village panchayats soon thereafter, that is, on 24 March 2009. Thus, the ULBs and village panchayats in Tripura received the funds within a month of the transfer of the money from the Centre to the state.

In the case of MP, as in the other states, there was a considerable delay in the receipt of the first instalment of funds from the Centre by the state, but there was no delay in the transfer of the funds from the state to the district and from the district to the ULBs and village panchayats. For example, the money allocated for Balaghat district was transferred to it on the very date on which the money was received by the state from the Centre.

4.4.3 Plan Plus and Its Use

Most of the districts were found to have become familiar with the Plan Plus software by the time the survey and field visit were conducted. However, the actual use of Plan Plus software for the preparation of the plan was not in practice. In a number of districts, the concerned officials and staff members were provided some training in the use of Plan Plus, but that was not very effective. The major difficulties in this regard pertained to the availability of data and

information from other line departments. For example, data regarding the availability of funds under the Finance Commission and other allocations of the Government was not easily available nor was it computerized, thereby making it difficult to use it either for the preparation of the annual action plan or for the purpose of convergence with other plans. Another significant difficulty pertained to the receipt of information and data from the Intermediate and village panchayats. Further, the use of Plan Plus, which was, in any case, limited even at the district level, was not observed at the IP and GP levels.

4.4.4 Online Data Base and Monitoring

In most of the districts, the database for recording of the physical and financial progress of the scheme is weak. In the absence of an online database management system, the physical and financial progress of the work is reported mostly through review meetings, and hence the data are collected only for that purpose. Since in most of the districts and states, the review process is not very rigorous, the data collection of the physical and financial progress of the work is also not robust.

Details of the financial progress of the BRGF work are available, those of the physical progress of the work are not easily available even at the state level. Thus, the research team faced considerable difficulties in collecting details of the physical progress of the work in a number of states. These problems pertained to lack of uniformity in the structure of the data reporting format, absence of a time-bound progress reporting mechanism and its implementation, and also the execution of an inadequate exercise for the uniform collection of work-wise data at the field level.

Chapter V

Impact Assessment

The BRGF programme has two main objectives. One is to bridge critical gaps in infrastructure while the second is to strengthen the delivery capacity of the Panchayati Raj institutions (PRIs) and municipalities. These two objectives are expected to reduce inter-regional (inter-district) development disparities, and rural and urban poverty in the BRGF districts, as also to promote efficient, transparent and accountable governance at the grassroots level through the PRIs and municipalities.

This chapter explains the impacts of BRGF with respect to its main objectives, and assesses the programme in terms of the success it achieves in bridging inter-regional disparities with respect to a few indicators of health and education, employment and access to basic amenities; the nature of assets created and the benefits accruing to the people from them; the reach of the programme to the beneficiaries and their assessment of the programme; and the improvement in governance and service delivery achieved at the grassroots level.

5.1 Gaps in Infrastructure and Assets Creation

Out of the 27 states covered under the BRGF, 16 were surveyed for this study. However, the data on the creation of assets are available only for 14 BRGF states. Between 2006-07 and 2010-11, a total of 7,12,143 works were sanctioned in the 14 surveyed states. Most of these assets were created between 2007-08 and 2010-11, as except for Madhya Pradesh (MP), the funds were not released for any state in 2006-07. This means that an average of 2,00,000 works were undertaken every year in the 14 surveyed states. If the data pertaining to the assets created in other states are also added, this number would increase further.

The sectoral distribution of works suggests that 17.95 per cent of them pertained to the construction of roads, culverts and bridges, and to filling the gaps in connectivity. About 10.23 per cent of the works pertained to the setting up of *anganwadi* and health centres, among other such institutions; and 10.66 per cent pertained to the provision of drinking water supply. One per cent of the total works pertained to the construction of school buildings and additional classrooms. Sanitation and drainage works, which were mostly undertaken by the urban local bodies (ULBs), constituted about 5.68 per cent of the total sanctioned works. About 5.18 per cent of the total sanctioned works were related to general community assets, including mainly community centres, commercial complexes, bus stands, market sheds, mid-day meal kitchens, crematoriums and boundary walls, among others.

The sectoral distribution of assets created through the BRGF shows that a significant proportion of them pertained to basic infrastructure and amenities. Among the basic amenities, works related to the provision of drinking water and drainage were also undertaken in large number. The assets created through the BRGF can be categorized into the following four types in order to understand their impacts:

- (a) Healthcare and education;
- (b) Productive community assets;
- (c) General community assets; and
- (d) General social welfare.

5.1.1 Healthcare and Education

Works pertaining to healthcare and education, including sanitation and drinking water works, constituted more than one-third of the total works undertaken in the surveyed districts and states. The types of work in the health and education sectors consisted mostly of the construction of health centres, *anganwadi* centres, school buildings, additional classrooms, and public toilets, as also

provision of drinking water facilities. In fact, the construction of *anganwadi* centres was undertaken in a huge number in many districts.

The above construction works were found to be useful in most of the cases. In a Gram Panchayat (GP) in Jharkhand, for instance, in the absence of a proper *anganwadi* centre in a village, the Centre was run by the Sevika from her own tattered house where space was a constraint. Due to the lack of space, the number of children attending the Centre was low, and after the construction of the new *anganwadi* centre, the number of children, in fact, increased.

Most of the works related to the supply of drinking water under the BRGF pertained to the construction of public handpumps and tubewells. Although among the total surveyed households, tap water supply was available only to 13 per cent of the rural and 29.6 per cent of the urban households, yet a significant proportion of these households were using public tubewells and handpumps in both the rural and urban areas. The survey revealed that 43.4 per cent of the rural and 27 per cent of the urban households were using public tubewells and handpumps. In the absence of baseline data, it is difficult to quantify the increase in access to public tubewells and handpumps. Nevertheless, it seems that the BRGF programme has played an important role in this regard, as works pertaining to drinking water supply constituted a sizeable proportion of the total works.

5.1.2 Productive Community Assets

Investment in the creation of productive community assets, like irrigation works and checkdams, in the rural areas was low. Instead, priority was given to other community assets like the construction of roads and culverts, whose productivity depends on the local conditions and economic activities in the areas in which they were constructed. Nevertheless, a number of productive community assets were created through the BRGF.

In the Lalitpur, Jalaun and Sonbhadra districts of UP, a large number of checkdams were constructed. Some of them proved to be very useful as they helped improve the economic conditions of the local people. For example, in the Bamhorisan Gram Panchayat (GP) of the Lalitpur district of UP, a check dam was constructed on a small river for the purpose of irrigation (see Photo 5.1). Before the construction of the check dam, water used to flow down unharnessed and the farmers of the adjoining areas were unable to use it for irrigation. Prior to the construction of the dam, about 50-60 acres of land was lying un-cultivated in the GP.

Photo 5.1: A Checkdam Constructed under the BRGF in the Bamhorisan Gram Panchayat, Talbehat Block, Lalitpur District, UP



The farmers used to get some coarse grain like millet or *bajra*, depending on the quantum of rain. After the construction of the checkdam, it was possible to irrigate 50-60 acres of land belonging to about 20 farmers. Some farmers have started growing wheat and get an average output of 12-15 quintals per acre. Because of the checkdam, the water level of the area has also risen. Now people do not complain of the drying up of wells and handpumps which was a usual phenomenon in the summer. About 10 farmers from the adjoining village have

also benefited due to the rise in the water level following the construction of the checkdam.

Similarly, in the Panchampur GP of Jakhaura Block of Lalitpur, the construction of a pond directly benefited the owners of about 15 acres of land. The construction of another checkdam in the Dhurbara GP of the same Block resulted in increased irrigation of 150 acres of land, directly benefiting about 50 farmer households.

In the Hinori GP of Robertsgunj Block of Sonbhadra district of UP, a checkdam was constructed on a rivulet that irrigated about 125 acres of land, resulting in increased productivity of the crop by three times. Another advantage of this checkdam was that it also served as a bridge, connecting two GPs. Earlier, the people inhabiting the GP had to take a circuitous route to reach the village. After the construction of the checkdam, small vehicles can pass through it, which has reduced both the travel time and distance of the people of the village.

In the Sirsa district of Haryana, and the Birbhum district of West Bengal, irrigation channels have been constructed in a number of cases, helping the farmers of the adjoining fields (see Photo 5.2). Earlier, these farmers were dependent on either rain or private tubewells for their irrigation needs. While the former was uncertain, the latter was expensive.

Photo 5.2: Field Channel Constructed under the BRGF in the Jashpur GP, Dubrajpur Block, Birbhum District, West Bengal



Works relating to connectivity have also been undertaken in a large number in several BRGF districts, which have proved to be extremely useful for the local populace. Some of the villages earlier had only *kachcha* roads, which used to get muddy and unmotorable even for bicycles in the rainy season. Now the roads are cemented and motorable through out the year, which has helped increase the movement of the people and reduced their transportation cost.

5.1.3 Non-productive Community Assets

Under the BRGF, a large number of non-productive community assets like Panchayat Bhavans and Gram Vikas Kendras in the rural areas, and marriage halls and Town Halls in the urban areas, have also been constructed. These assets are useful in enhancing the overall well-being of the people.

In a number of cases, these community assets were found to be effectively maintained and used frequently. For example, in the Chopan Block of Sonbhadra district of UP, a ULB had constructed a marriage hall at a cost of about Rs. 50,00,000 (see Photo 5.3). The quality of the construction was good, and the hall was in regular use. Also, the levying of user charges facilitated its proper maintenance.

Photo 5.3 Marriage Hall Constructed under BRGF in Nagar Panchayat Chopan, Sonbhadra, U.P.



A number of GP Bhavans were also constructed in the rural areas of the same district. In a few cases, the GP Bhavan was in proper use. For example, in one of the GPs, solar lamp distribution was found to be taking place at the GP Bhavan during the survey, and about 300–400 people had assembled to collect the lamps. Different counters had been opened up for the filling up of forms, depositing of the token money, and finally for the collection of the lamps. However, in a large number of cases, the GP Bhavans were not in use. In a few cases, their location was not suitable to the people, while in some other cases, they were not easily accessible, and in yet other cases, the GP heads and other

functionaries were unwilling to shift to the new buildings due to safety reasons, as the GP Bhavans had been constructed at the outskirts of the villages concerned.

5.1.4 General Social Welfare

The works falling under the aegis of general social welfare were related to the promotion of sports and recreation, as also livelihoods. In a number of cases, playgrounds and boundary walls were constructed in local schools by using the BRGF funds.

In the Bastar district of Chhattisgarh, a unique skill promotion initiative was undertaken among the prisoners of the Jagdalpur Central Jail. At the behest of the Jailer and the Chairman of the Zila Panchayat (ZP), a skill development programme was initiated to train the convicted prisoners in various vocations such as carpentry, embroidery, handicrafts, weaving and wood carving. Most of them had exposure to the above works and were engaged in them before being lodged in the jail. It was observed that a majority of these prisoners were tribals and that most of them had been convicted only for committing petty crimes related to family quarrels, leading to violence under fits of rage. The Jailer took the initiative to train these prisoners professionally and to use their imprisonment period as an opportunity for strengthening their skills and abilities.

Under the initiative of the Jailer, the ZP sanctioned a sum of Rs. 4,00,000 each in 2010 and in 2011 to train about 200 prisoners during each of the two years. A team of five professionals was engaged for three months in imparting training in wood carving, cloth weaving, iron work (blacksmith), making of teddy bears, and other tasks, as the jail manual permitted the setting up of 18 types of industries. While the cost of training was financed by the BRGF money, the materials were purchased with the money allotted by the Jail department of the Chhattisgarh

government. The ZP also constructed a showroom near the jail to sell the products of the prisoners.

The above initiatives not only helped augment the skills of the prisoners, but also enhanced the turnover and profit of the jail. For example, in 2011-12, the overall turnover of the jail was Rs. 85,50,000 whereas the cost of material was only Rs. 60,00,000. The jail thus earned about Rs. 25,50,000. This enhanced earning also enabled the jail department to pay wages to the prisoners. For example, on 15 August 2012, about 10 prisoners were released from the jail, most of whom went home with average earnings ranging from Rs. 10,000 to Rs. 15,000. They can now use these earnings to start a new life with the help of the skills they acquired during their stay in the jail.

In the Sirsa district of Haryana, an advanced animal husbandry hospital was constructed under the Rashtriya Sam Vikas Yojana (RSVY) and then through the BRGF (see Photo 5.4). While a sum of Rs. 1.90 crore was provided under the RSVY, Rs. 1.43 crore were provided under the BRGF. The building of the hospital was constructed under the RSVY and the provision of the equipment and furnishing for the hospital were done under the BRGF. The hospital also has advanced equipment for the treatment of animals. Reportedly, people from three districts, including one district in Punjab, come to the hospital to get their animals treated. The hospital is also equipped with an advanced X-ray machine (see Photo 5.5).

Photo 5.4: Veterinary Poly Clinic Building Constructed under the RSVY and BRGF in Sirsa, Haryana



Photo 5.5: Advanced X-ray Machine in the Veterinary Poly Clinic under the BRGF in Sirsa, Haryana



However, though these assets have proved to be very useful, a number of difficulties have also been noticed with regard to the asset creation. First, in a number of cases, the work has not been completed even though it began as far back as the year 2008-09. This can also be attributed to the poor monitoring of the physical progress of the work. Second, though in a number of cases, the quality of the work was good, but in a few of them, it was so poor that both their use and durability were questionable. Third, the selection of the types of assets and their locations were not found to be very suitable in a few cases. This was primarily due to either the centralized selection of the works or the prevalence of local power dynamics in the case of works being selected by the GP. It was observed that sometimes the GP head tries to localize the benefits of such assets to the locality where his supporters reside. Fourth, a large number of assets created under the BRGF were those that could have been created through some other flagship programmes. A general tendency was to distribute the benefits to the largest possible population. However, major projects like an irrigation dam, a small power generation plant, flood control embankment, and a new irrigation canal were missing from the menu of asset creation. In contrast to the BRGF, a number of such large projects were undertaken under the RSVY. Fifth, there was little investment in productive assets. Further, very few projects that had direct and immediate impacts on the livelihood conditions of the local population were taken up, as the major focus of asset creation was on infrastructure and provision of basic amenities.

5.2 Beneficiaries of BRGF Assets/Works

The BRGF was not designed to reach any targeted social groups except for the provision of the Scheduled Caste (SC)/Scheduled Tribe (ST) component under the annual action plans. It was basically designed to promote the development of backward regions and to benefit the people of the respective region through the creation of productive and social welfare community assets. Nevertheless,

various categories of people have benefited directly from the programme because of the location or specific use of the assets.

In order to capture details of the direct beneficiaries of the programme, 10 beneficiary households per assets were surveyed, with two assets being identified from each selected GP, and two assets from each selected ULB. Thus, a total of 4580 direct beneficiaries of the BRGF works were surveyed, including 3335 from the rural areas and 1145 from the urban areas.

Table 5.1: Social Categories of Households That Benefited from the BRGF Assets
(In %)

Regions	States	Rural					Urban				
		<i>Scheduled Castes</i>	<i>Scheduled Tribes</i>	<i>Other Backward Castes</i>	<i>General</i>	<i>Total</i>	<i>Scheduled Castes</i>	<i>Scheduled Tribes</i>	<i>Other Backward Castes</i>	<i>General</i>	<i>Total</i>
South	Andhra Pradesh	23.4	29.4	40.8	6.4	100	20.0	3.8	53.8	22.5	100
	Karnataka	21.3	16.3	47.5	15.0	100	5.0	17.5	37.5	40.0	100
	Tamil Nadu	17.3	1.2	79.0	2.5	100	27.5	2.5	70.0		100
	Sub-total	21.9	21.9	49.0	7.2	100	18.1	6.9	53.8	21.3	100
Central and West	Chhattisgarh	0.8	51.4	37.2	10.6	100	1.3	28.8	23.8	46.3	100
	Madhya Pradesh	17.5	15.6	55.6	11.3	100	11.3	18.8	56.3	13.8	100
	Rajasthan	15.7	28.1	47.1	9.1	100	27.2	16.0	40.7	16.0	100
	Sub-total	7.8	38.1	43.7	10.5	100	13.3	21.2	40.2	25.3	100
East	Bihar	28.6	3.2	54.9	13.3	100	15.7		58.4	25.9	100
	Jharkhand	8.6	17.8	61.3	12.3	100	7.5	10.0	70.0	12.5	100
	Odisha	30.5	47.0	22.0	0.5	100	49.0	25.0	17.0	9.0	100
	West Bengal	31.5	27.9	13.9	26.7	100	36.7	8.9	1.3	53.2	100
North	Sub-total	27.6	18.2	38.5	15.7	100	27.8	9.4	37.1	25.7	100
	Haryana	19.8		45.7	34.6	100	20.5		33.3	46.2	100
	Jammu and Kashmir	7.5	18.8	46.3	27.5	100	2.5	5.0	22.5	70.0	100
	Uttar Pradesh	36.3	9.4	40.3	14.1	100	36.9	2.5	46.3	14.4	100
North-east	Sub-total	28.7	9.4	42.2	19.8	100	28.5	2.5	40.2	28.9	100
	Arunachal Pradesh		97.5	1.3	1.3	100					
	Assam	31.4	5.8	52.9	9.9	100	28.8	1.3	25.0	45.0	100
	Tripura	27.5	17.5	15.0	40.0	100	25.0		35.0	40.0	100
	Sub-total	20.3	38.2	29.5	12.0	100	27.5	0.8	28.3	43.3	100
	Grand Total	22.7	22.7	40.8	13.9	100	23.49	23.5	9.2	39.8	27.5

Source: Household Survey.

The list of beneficiaries of the BRGF works/assets shows that they belong to all sections of society, in both the rural and urban areas, and across the states. In the rural areas, 22.67 per cent of the total beneficiary households were SCs; 22.67 per cent were STs; 40.78 per cent were Other Backward Castes (OBCs); and 13.88 per cent belonged to the other castes. In the urban areas, 23.49 per cent of the beneficiary households were SCs; 9.17 per cent were STs; 39.83 per cent were OBCs; and 27.51 per cent belonged to the other castes. The social composition of the beneficiary households varies across the states, depending upon the share of different social groups in the total population of the state (Table 5.1). Nevertheless, the survey findings show that the programme has reached all the segments of society without any special efforts being made to do so, though in a few cases the assets were selected while keeping in mind the benefits accruing to a limited number of people. For example, in the Sirsa Kalar GP of Kuthond Block of Jalaun district, a checkdam was constructed to serve the interests of only 5-10 families of a particular section of society.

It was also observed that people from different economic categories benefited from the BRGF programme in both the rural and urban areas. In the rural areas, the beneficiary households were engaged in different occupations including agriculture and allied activities (37.7 per cent), agricultural labour (16.8 per cent), non-agricultural labour (27.2 per cent), services (6.6 per cent), trade and business (4.7 per cent), self-employed professions (5.1 per cent), and others. In the urban areas, the corresponding employment figures for the beneficiaries included agriculture and allied activities (8.9 per cent), agricultural labour (5.2 per cent), non-agricultural labour (25.6 per cent), services (21.9 per cent), trade and business (17.3 per cent), self-employed professions (17.8 per cent), and others.

Table 5.2: Occupational Categories of Households That Benefited from BRGF Assets

(In %)

Regions	States	Rural									Urban								
		Agriculture and Allied Activities	Agricultural Labour	Non-agricultural Labour	Salaried/Service	Trade/Business	Self-employed	Housewife	Others	Total	Agriculture and Allied Activities	Agricultural Labour	Non-agricultural Labo	Salaried/ Service	Trade/Business	Self-employed	Housewife	Others	Total
South	Andhra Pradesh	35.1	9.2	36.9	9.2	2.8	5	0.4	1.4	100	2.5		62.5	8.8	7.5	17.5		1.3	100
	Karnataka	56.3	33.8	5	3.8	1.3				100		5		65	30				100
	Tamil Nadu	60.5	21	2.5	3.7	3.7	2.5	1.2	4.9	100		17.5	35	10	7.5	30			100
	Sub-total	43.6	15.8	24.8	7.2	2.7	3.6	0.5	1.8	100	1.3	5.6	40	23.1	13.1	16.3		0.6	100
Central and West	Chhattisgarh	56.1	27.2	4.4	5	1.1	4.2		2	100	21.3	3.8	13.8	27.5	11.3	18.8	1.3	2.5	100
	Madhya Pradesh	33.3	25.8	20.8	5	9.4	5		0.6	100	22.5	15	17.5	13.8	7.5	18.8		5.1	100
	Rajasthan	47.8	0.9	37.4	5.2		4.3		4.3	100	3.9		39.5	31.6	7.9	13.2		3.9	100
	Sub-total	48.9	22.1	14.5	5	3	4.4		2	100	16.1	6.4	23.3	24.2	8.9	16.9	0.4	3.8	100
East	Bihar	34.8	14.1	30.4	7.1	4.1	6.7		2.9	100	10.8	3.6	23.5	21.7	15.7	21.1		3.6	100
	Jharkhand	18.4	10.4	37.4	15.3	6.7	11.7			100	5	2.5	15	30	37.5	10			100
	Odisha	21.5	31	31.5	5	5.5	1		4.5	100	13	13	28	13	11	15		7	100
	West Bengal	27.4	17.1	43.2	4.2	5.5	1.7		0.8	100	3.8	2.5	36.7	17.7	20.3	16.5		2.6	100
North	Sub-total	29	16.8	35.3	6.8	5	4.9		2.2	100	9.4	5.7	26.5	19.5	17.7	17.4		3.9	100
	Haryana	61.7	24.7	8.6	1.2				3.7	100	2.6	5.1	17.9	15.4	28.2	25.6		5.1	100
	Jammu and Kashmir	31.3	26.3	16.3	6.3	8.8	3.8	5	2.5	100	2.5	2.5	30	27.5	10	20	5	2.5	100
	Uttar Pradesh	34.1	9.1	39.7	6.9	0.9	7.8	0.3	1.2	100	13.1	5	30.6	16.9	10.6	19.4		4.4	100
North-east	Sub-total	38.3	14.6	30.6	5.8	2.1	5.8	1	1.9	100	9.6	4.6	28.5	18.4	13.4	20.5	0.8	4.2	100
	Arunachal Pradesh	83.8	5		5	5	1.3			100									
	Assam	34.2	11.4	7.9	12.3	20.2	8.8		5.3	100	2.6	2.6	1.3	30.8	50	12.8			100
	Tripura	3	6.1	9.1	9.1	39.4	30.3		3	100			2.5	30	40	25		2.5	100
Grand Total	Sub-total	47.1	8.4	5.3	9.3	17.6	9.3		3.1	100	1.7	1.7	1.7	30.5	46.6	16.9		0.8	100
	Grand Total	37.3	16.8	27.2	6.6	4.7	5.1	0.2	1.3	2.1	8.9	5.2	25.6	21.9	17.3	17.8	0.3	3.2	100

Source: Household Survey.

The people were also found to have benefited from different activities and assets created under the BRGF. In the rural areas, the largest proportion of people benefited from the construction of *pucca* roads followed by women and child development works and the building of GP Bhavans/Gram Vikas Kendras. Among the surveyed households, 24 per cent benefited from the construction of *pucca* roads, and 17.6 per cent from women and child development works. About 15 per cent of the surveyed households also benefited from the building of GP Bhavans/Gram Vikas Kendras/community halls. Although only 6.5 per cent of the households benefited from agriculture and irrigation works, which had direct impacts on their economic conditions, a large number of them also benefited from investment in healthcare, education, sanitation and other human development-related works. Among the total surveyed beneficiaries in the rural areas, 5.2 per cent benefited from healthcare and medical care projects, 8.7 per cent from education-related projects, 7.9 per cent from the supply of drinking water, and a huge 17.6 per cent from women and child development works. This also shows that despite various interventions by the Government for the promotion of healthcare and education, gaps still remain in these areas, which is why people from the backward regions preferred to utilize BRGF funds for such activities instead of investing the funds directly in the creation of productive community assets.

In the urban areas, a majority of the people (53.4 per cent) benefited from the construction of *pucca* roads. Another 19 per cent benefited from the construction of drainage and sewerage works. Unlike the rural areas, however, where the types of benefits were spread across various sectors and activities, in the urban areas, they remained confined mainly to the construction of *pucca* roads and sewerage facilities. The proportion of households benefiting from interventions in healthcare, education and other social sector development projects was very low in comparison to the corresponding figures in the rural areas. It seems that even in the urban areas of the backward regions, the level of people's dependence on the Government for the execution of projects relating to

Table 5.3: Percentage of Households That Benefited from the Various Types of BRGF Works (% of Households)

Regions	States	Rural											Urban											
		Agriculture/ Irrigation	Healthcare and Medical Care	Women and Child Development	Education	Drinking Water	Pucca Roads	GVK/Panchayat Bhawan	Street Lights	Sewerage	Transport	Any Others	Total	Agriculture/ Irrigation	Health and Medical care	Women and Child Development	Education	Drinking Water	Pucca Road	Construction of GVK/Panchayat Bhawan	Street Light	Sewerage	Any Others	Total
South	Andhra Pradesh			20.9	10.6	35.8	18.4		14.2			100							37.5			62.5		100
	Karnataka			12.5	12.5		50.0		12.5	12.5		100			25.0			25.0			50.0		100	
	Tamil Nadu			13.6		24.7	24.7				37.0	100						100					100	
	Sub-total			18.1	9.0	27.3	25.3		11.3	2.3	6.8	100			6.3			50.0			43.8		100	
Central and West	Chhattisgarh	9.7	22.5	24.7	8.3		2.8	2.2			29.7	100	12.5		12.5			37.5			12.5	25.0	100	
	Madhya Pradesh		12.5	36.9			25.0	25.6				100			12.5			48.8	12.5			26.3	100	
	Rajasthan				17.4	16.5	32.2	33.9				100						87.7			12.3		100	
	Sub-total	5.5	15.8	23.1	8.0	3.1	13.9	14.0			16.7	100	4.1		8.3			58.1	4.1		8.3	17.0	100	
East	Bihar	4.3	1.4	10.3	2.8	8.8	33.9	12.0	15.8	2.9		7.7	100			7.2	7.8	12.0	57.2	12.0			3.6	100
	Jharkhand			63.2				36.8				100			2.5			97.5					100	
	Odisha	0.5		20.0	10.0	0.5	64.0	5.0				100						80.0			19.0	1.0	100	
	West Bengal	4.2	6.3	26.9	20.6	12.6	12.6	4.6	3.8	4.0		4.4	100		25.3			12.7	11.4	12.7		12.7	25.3	100
	Sub-total	3.3	2.6	22.4	9.0	8.0	27.6	11.4	8.3	2.6		4.8	100		5.2	3.4	3.4	7.8	57.9	7.8		7.5	7.0	100
North	Haryana	24.7		21.0	16.0				24.7		13.6		100				23.1	25.6	51.3					100
	Jammu and Kashmir	13.8		1.3	11.3			51.3		10.0		12.5	100		25.0				2.5			72.5		100
	Uttar Pradesh	27.8	0.3				25.3	46.6					100					11.9	44.4	6.9		31.3	5.6	100
	Sub-total	24.9	0.2	3.7	4.6		16.8	39.5	4.2	1.7	2.3	2.1	100		4.2		3.8	12.1	38.5	4.6		33.1	3.8	100
North East	Arunachal Pradesh	12.5	25.0		25.0		37.5					100												
	Assam				8.3		58.7	16.5	8.3			8.3	100						85.0		2.5	12.5		100
	Tripura		25.0		25.0			25.0				25.0	100		2.5				22.5			25.0	50.0	100
	Sub-total	4.1	12.4		16.6		41.9	12.4	4.1			8.3	100		0.8				64.2		1.7	16.7	16.7	100
Grand Total		6.5	5.2	17.6	8.7	7.9	24.1	14.5	4.7	2.9	0.6	7.2	100	0.9	2.7	3.8	1.9	5.2	53.4	4.5	0.2	19.0	8.5	100

Source: Household Survey.

healthcare and education is quite low, which explains the presence of private service providers in these areas. However, for basic community assets like *pucca* roads, drainage and sewerage, people are heavily dependent on the initiatives of the Government.

An attempt was made to quantify some of the benefits of the BRGF works accruing to the people by asking them to assess, through observation, some of those benefits. Table 5.4 shows the responses of the people with respect to some of the benefits of the BRGF programme.

Table 5.4: Households Accessing the Types of Benefits

Increased facilities	Percentage of Respondent Households		
	<i>Rural</i>	<i>Urban</i>	<i>Total</i>
Increase in production (agricultural)	7.3	2.3	6.1
Reduction in medical expenses	3.5	0.5	2.8
Reduction in transportation costs	4.2	5.3	4.5
Reduction in the cost of production	0.9	0.2	0.7
Reduction in travel time	19.1	45.8	25.8
Improvement in hygiene	4.7	18.5	8.1
Improvement in access to and availability of drinking water	8.3	5.8	7.7
Improvement in educational attainment of the children	13.1	3.3	10.6
Increased frequency of people's participation in the GS	10.9	2.4	8.8
Increase in attendance at <i>anganwadi</i> centres	4.8	0.4	3.7
Improvement in facilities at <i>anganwadi</i> centres	6.1	2.7	5.2
Improvement in access to health facilities	0.8	1.4	0.9
Others	16.3	11.5	15.1
Total	100	100	100

Source: Household Survey.

In the rural areas, 19.1 per cent of the beneficiary households concluded that the construction of roads, culverts and bridges had reduced travel time, while 4.2 per cent of the households also pointed out that these facilities had helped

reduce transportation cost. About 13 per cent of the households averred that education-related investment under the BRGF had resulted in improvements in the educational attainments of their children while about 4 per cent reported the benefits of increased medical facilities either due to a reduction in medical expenses or due to increased access to medical facilities. About 5 per cent of the people also reported an improvement in hygiene conditions because of the implementation of sanitation and drainage works. In addition, 5 per cent of the respondents reported an increase in attendance at the *anganwadi* centre, while another 6 per cent also pointed to an enhancement of facilities at the *anganwadi* centres. About 8 per cent of the respondents also stated that access to drinking water had increased. Finally, the survey revealed that the BRGF programme had led to an increase in people's participation in decision-making at the community level. About 11 per cent of the respondent households also reported an increase in participation in the Gram Sabha.

In the urban areas, the residents benefited greatly from an increase in connectivity and improvement in the existing drainage system. While 45.8 per cent of the respondents revealed that the construction of roads and pavements had helped reduce their travel time, 18.5 per cent of the respondents said that it had resulted in an improvement in hygiene conditions. It may be noted that in the urban areas, most of the works undertaken under the BRGF pertained to road construction, and drainage and sewerage systems.

5.3 Improving Grassroots Governance

One of the important objectives of the BRGF is to improve grassroots governance by promoting transparent, accountable and efficient PRIs and municipalities. There is a special fund for capacity building and a provision for the utilization of 5 per cent of the development grants for the strengthening of functionaries of the local institutions, including the promotion of monitoring and evaluation mechanisms.

In most of the states, an amount equivalent to 5 per cent of the development grants was earmarked for the strengthening of the functionaries of the local institutions. In a number of states, functionaries were appointed at the state and district levels. However, the biggest problem remains at the GP level, and to a certain extent, at the IP level. Few efforts have been made to utilize the sanctioned amount of 5 per cent of the development grants earmarked for spending on functionaries.

The overall utilization of the capacity building grants was erratic and irregular, and lacked any clear purpose. Three types of activities were undertaken through the capacity building grants:

- (a) Construction of resource and training centres;
- (b) Purchase of equipments, comprising mostly computers and furnishing, for the training centre; and
- (c) Incurring of expenditure on the training of PRI and municipal representatives and functionaries.

Chapter III of this report explains in detail the status of fund utilization under the capacity building component and shows an inconsistent release and low utilization ratio for the same. However, even the incidence of low use of resources was not very helpful. In most of the states, the state governments simply transferred the capacity building fund to the respective State Institutes of Rural Development (SIRDs), and allowed these institutions to impart training and implement capacity building programmes for the BRGF districts. In a few states, the state governments distributed the capacity building grants between the SIRD and BRGF districts.

The receipt of district-wise information about the use of the capacity building grants shows the tendency of the districts to spend them on the construction of resource and training centres, purchase of computers and equipments, and imparting of training to the PRI and municipal officials and representatives.

A few of the districts have also made the available year-wise use of the capacity building grants. While the Aurangabad district of Bihar reported the non-use of capacity building grants and preferred to surrender the amount allocated for this task, the Bastar district of Chhattisgarh utilized it for setting up a Panchayat Resource Centre, imparting training to the personnel and representatives, undertaking website construction and computer purchase in 2007-08, and repeated the same activities in 2008-09 and 2009-10, while also establishing a library and documentation centre during the latter two years. In the year 2010-11, it gave the entire money to the TSI.

The Poonchh district of J&K reported the utilization of capacity building grants on the purchase of a photocopier and 32 computers in 2009-10. Similarly, the Hazaribagh district of Jharkhand reported the use of capacity building grants on the purchase of 26 computers, and the setting up of a Panchayat Resource Centre during the year 2008-09. The district also did not report the use of the funds during any of the other years. Similarly, the Balaghat district of MP reported the use of the funds for the construction of the Panchayat Resource Centre in 2006-07 and 2007-08, while Panna district reported the use of the funds for the same purpose in 2006-07.

In Odisha, the Dhenkanal district reported the construction of a Panchayat Resource Centre while the Deogarh district reported the use of the funds for district level training on the model accounting system and PRIASOFT in 2010-11. While the Jhalawar district of Rajasthan reported that it had surrendered the capacity building grants, the Sawai Madhopur district reported the use of the funds for the construction of the Panchayat Samiti building, resource centre on contractual civil engineer and computer operator.

The Villupuram district of Tamil Nadu used the capacity building grants in 2009-10 mainly for activities like teaching the foundation course, exposure visit and imparting of computer training. The Dhalai district of Tripura, on the other hand,

used the funds in 2008-09 mostly on the construction of the panchayat ghar and panchayat training centre, extension of the existing panchayat bhavan, setting up of a planning cell and the installation of a computer. In 2009-10, it added a training programme to its activities and also introduced a biometric machine at the office of the Sub-Divisional Magistrate SDM office. While the purpose of the former is clear, the purchase and installation of a bio-metric machine is not supposed to enhance the capacity of local bodies and its inclusion as an expenditure to be funded by the BGRF is questionable. In 2010-11, the district mostly spent the funds on imparting training to resource persons.

The Jalaun district of UP used the capacity building grants for the establishment of a district project management unit during 2009-10 and 2010-11. The Lalitpur district of the same state, on the other hand, used it for the upgradation of the office, computerization, purchase of furniture and office automation in 2009-10 and 2010-11. The Birbhum district of West Bengal reported the construction of a district training centre in 2007-08.

The idea of capacity building grants was to strengthen the planning and implementation capacity of the local institutions—both rural panchayats and urban local bodies (ULBs). This enhanced capacity of local institutions was not very visible even though the planning process at the district level has become a bit institutionalized, notwithstanding the weaknesses of the processes.

A major weakness in the planning process continues to be the low planning capacity of local institutions below the IP level. The GP, with a few exceptions, is unable to prepare a plan on its own. In the name of planning, most of the panchayats are sending only lists of the works undertaken or planned.

Another important issue to be considered is the strengthening of capacity of the local institutions pertaining to implementation and social monitoring. Most of the works are executed by line departments or private contractors selected through a tender. Only a few of the works were executed by the local bodies.

Similarly, the social monitoring process remained weak in most of the districts, and little intervention seems to have been made in the field of institutionalization of social monitoring and audit.

5.4 Bridging Inter-regional Disparities

In the absence of a uniformly structured baseline survey across the BRGF districts, it is difficult to assess the changes in the various indicators of socio-economic development over the period of implementation in the BRGF districts. However, an attempt has been made to use the available data and information to assess the levels of development in the surveyed BRGF districts. Some of these changes have been mapped by using 2001 as the base year and 2011 as the assessing year, though the programme was launched only in 2006-07. This limitation arises due to the unavailability of baseline data. These changes have been shown by using data from the Censuses of 2001 and 2011, respectively. The provision of access to basic amenities also remains an important intervention under the BRGF. The availability of these amenities has also been examined by using the data from the 2001 and 2011 Censuses.

A major limitation of this approach lies in the fact that some of the changes might have taken place due to the interventions made by some other government under some other programme, a large number of which were made during the period under study. For example, the changes in the literacy rate can be attributed largely to the Sarva Shiksha Abhiyan (SSA) and the mid-day-meal scheme. The changes in the indicators of health infrastructure can be attributed to the National Rural Health Mission (NRHM). The Prime Minister's Gramin Sadak Yojana has linked a number of unconnected villages with all-weather *pucca* roads and the Rajiv Gandhi Gramin Vidyutikaran Yojana has provided electricity to a number of villages and households. In comparison to the interventions made through the above programmes, the interventions under BRGF are spread across various sectors. More significantly, the BRGF interventions constitute only a small proportion of the total interventions in any

of the above fields. Hence, attributing the changes in some of these indicators mainly to the BRGF would not be methodologically correct. This section attempts to show some of these indicators as part of a status report and compares them with the respective state averages. The following section shows that some of these changes are indicators of inter-regional disparities, as also an improvement in these indicators of the BRGF districts vis-à-vis the other districts.

5.4.1 Improvement in Education and Health Indicators

Literacy Rate

As mentioned earlier, the changes in the literacy rate levels between the years 2001 and 2011 can be attributed mainly to the SSA and the mid-day-meal scheme. However, the interventions under the BRGF, which were mostly in the form of addition of class rooms, provision of a mid-day-meal kitchen, construction of hostels and playgrounds, and offering of some other facilities, were also helpful in improving the overall literacy rate in the surveyed districts.

It may be pointed out that there has been an overall improvement in the literacy rate in the BRGF districts during the period under study, while the gap between the BRGF and non-BRGF districts has also been bridged, to a large extent, in most of the states/regions surveyed. For example, the overall literacy rate in the surveyed BRGF districts of Chhattisgarh, MP and Rajasthan improved from the erstwhile figure of 57 per cent in all the three states in 2001 to 68 per cent per cent in 2011. The level of improvement in the state averages of all the three states also went up from 62.5 per cent in 2001 to 70.9 per cent in 2011.

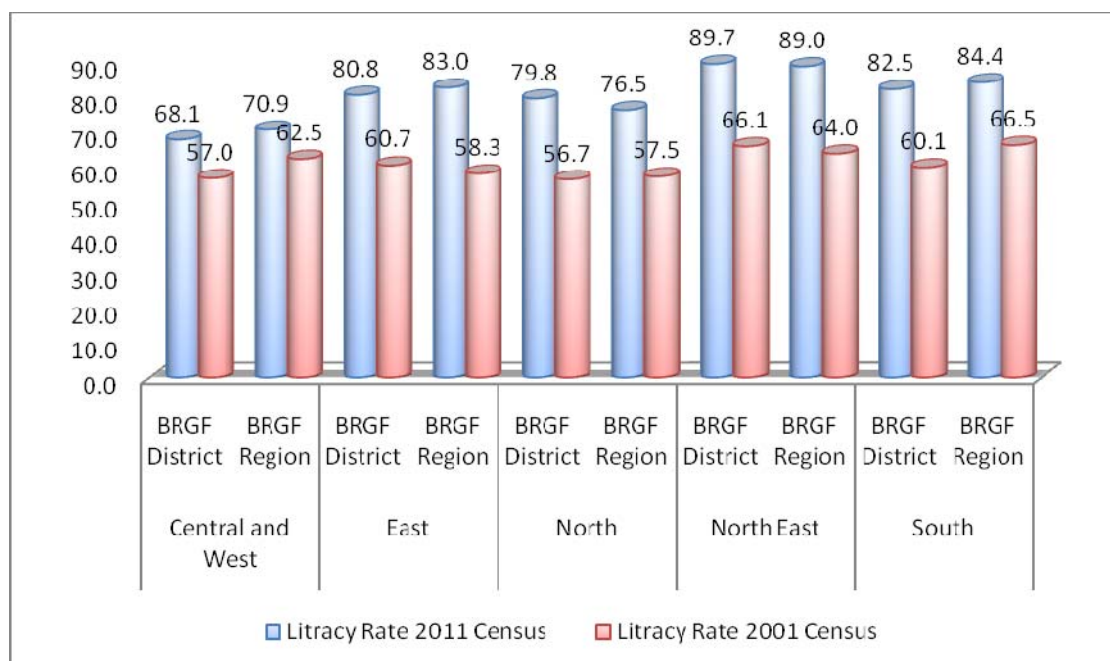
The literacy rate in the BRGF districts showed a change of 11 percentage points, whereas the corresponding change in the average of all the states was only 8.4 percentage points. The gap between the BRGF districts and the other districts was also seen to have come down from 5.5 percentage points in 2001 to 2.8 percentage points in 2011.

The literacy rate in the surveyed BRGF districts of eastern states (overall) of Bihar, Jharkhand, Odisha and West Bengal was 60.7 per cent in 2001, which increased to 80.8 per cent in 2011. This signified an increase of 20 percentage points between 2001 and 2011, though the corresponding increase in the state totals for all these states was 22.7 percentage points.

In the southern region, the increase in the literacy rate in BRGF surveyed districts was worth 22.4 percentage points, whereas the corresponding figure was only 17.9 percentage points in the case of the entire region comprising a total of all the southern states. The overall gap between the figures for the BRGF districts and the state figures also came down from 6.4 percentage points in 2001 to 1.9 percentage points in 2011.

In the case of the BRGF districts in the North-eastern states, the overall literacy rate improved from 66.1 per cent in 2001 to 89.7 per cent in 2011, signifying an increase of 23.6 percentage points. In the case of the eastern states, the overall literacy rate increased from 64.0 per cent in 2001 to 89.0 per cent in 2011, signifying an increase of 25 percentage points. The gap between the literacy rate in the BRGF districts and respective state averages was also seen to have come down (Figure 5.1).

**Figure 5.1: Change in the Literacy Rate in the BRGF
Districts and Regions (In %)**



Note: 'District' includes only the surveyed BRGF districts. 'Region' includes only the surveyed BRGF states.

Source: Prepared by the Author based on Census 2001 and 2011 data.

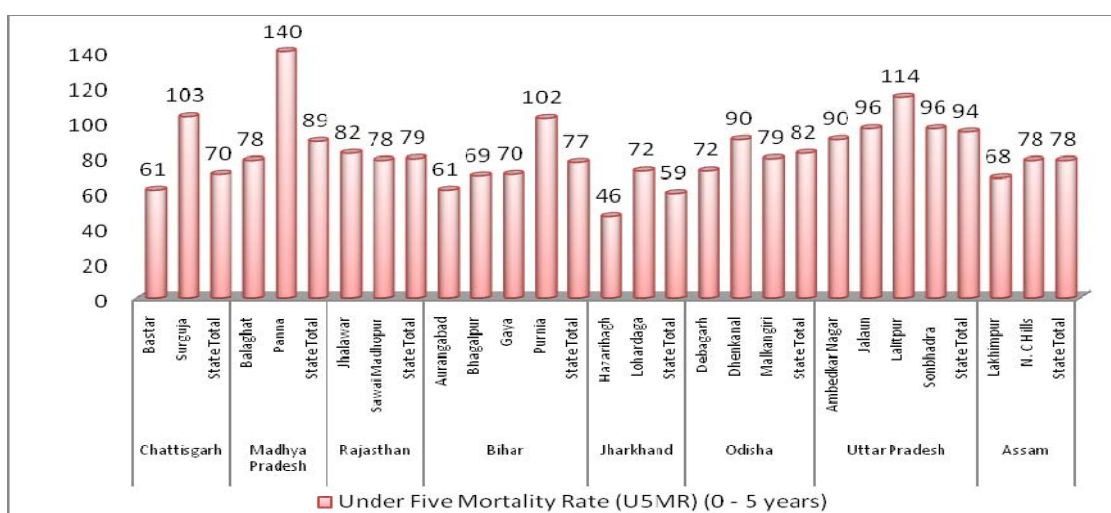
A brief description of the types of assets related to healthcare and other facilities has been included in the previous section. Primary health centres (PHCs) and sub-centres have been created in a number of districts. In a few of the districts, some medical equipments have also been purchased to improve the health facilities. Since no baseline data was available about the health conditions of the population in the BRGF districts, the evaluation has been unable to capture the improvement, if any, in the health conditions of the population. Further, no subsequent round of the Health and Family Survey has been conducted after 2005-06.

Under the BRGF, a number of health centres (including primary and sub-centres) have been created. A large number of *anganwadi* centres have also been constructed in several districts. These interventions have significant bearings on health outcomes, especially for the Infant Mortality Rate (IMR), the data for

which is available for the year 2010-11, though only for a limited number of districts and states.

Figure 5.2 and Table 5.5 show the status of IMR in the selected BRGF districts vis-à-vis the respective totals for the states. In Chhattisgarh, the state total of the IMR is less than that of Surguja district, but higher than that of Bastar district. In MP, the IMR of Panna district is substantially higher than that of the Balaghat district. Similarly in Rajasthan, the IMR of Jhalawar district is higher than the state average, but the IMR of Sawai Madhopur district is marginally lower than that of the state average.

Figure 5.2: Under-five Infant Mortality Rate in the Selected BRGF Districts (No.)



Note: 'District' includes only the surveyed BRGF district. 'Region' includes only the surveyed BRGF states.

Source: Annual Health Survey Bulletin 2010-11, Office of the Registrar General & Census Commissioner, Government of India, Ministry of Home Affairs

In the eastern state of Bihar, the IMR of Purnea district is higher than the state average, but it is lower than the state average in the Aurangabad, Bhagalpur and Gaya districts. In Jharkhand, the IMR of Lohardaga district is higher than the state average, but that of Hazaribagh district is lower than the state average. In Odisha, the IMR is higher than the state average in the case of Dhenkanal district, but it is lower than the state average in the Deogarh and Malkangiri districts. A similar trend of higher IMR rates in some other BRGF districts was also noticed.

Table 5.5: The Under-five Infant Mortality Rate in the BRGF Districts

Regions	State	District	Under-five Mortality Rate (U5MR) (0-5 years)								
			Total			Rural			Urban		
			Total	Male	Female	Total	Male	Female	Total	Male	Female
Central and West	Chhattisgarh	Bastar	61	61	61	63	64	62	-	-	-
		Sarguja	103	103	103	107	106	107	-	-	-
		State Total	70	68	71	75	74	77	47	45	49
	Madhya Pradesh	Balaghat	78	73	83	80	73	87	63	70	56
		Panna	140	135	146	145	140	151	107	104	113
		State Total	89	86	93	99	96	103	62	60	64
	Rajasthan	Jhalawar	82	77	87	88	83	93	-	-	-
		Sawai Madhopur	78	77	80	85	85	85	56	50	64
		State Total	79	72	87	85	79	92	57	50	65
East	Bihar	Aurangabad	61	57	65	61	57	65	62	57	67
		Bhagalpur	69	69	69	71	72	71	60	58	63
		Gaya	70	69	71	72	73	72	62	54	70
		Purnea	102	104	99	104	104	105	87	107	65
		State Total	77	74	81	80	76	83	57	53	60
	Jharkhand	Hazaribagh	46	44	48	47	44	50	40	41	39
		Lohardaga	72	69	76	77	73	80	35	33	38
		State Total	59	57	61	66	64	67	35	33	38
	Odisha	Deogarh	72	58	87	76	59	94	29	44	11
		Dhenkanal	90	90	90	92	92	93	-	-	-
		Malkangiri	79	79	79	80	81	79	61	42	82
		State Total	82	80	84	87	85	89	54	50	59
North North East	Uttar Pradesh	Ambedkar Nagar	90	88	91	90	88	93	80	88	71
		Jalaun	96	93	99	96	92	99	97	97	96
		Lalitpur	114	112	116	119	114	124	76	98	50
		Sonbhadra	96	84	110	105	91	121	-	-	-
		State Total	94	90	99	101	95	106	68	66	69
	Assam	Lakhimpur	68	66	70	71	68	73	43	45	40
		North Cachar Hills	78	72	84	99	85	113	57	58	56
		State Total	78	76	80	84	82	87	42	42	43

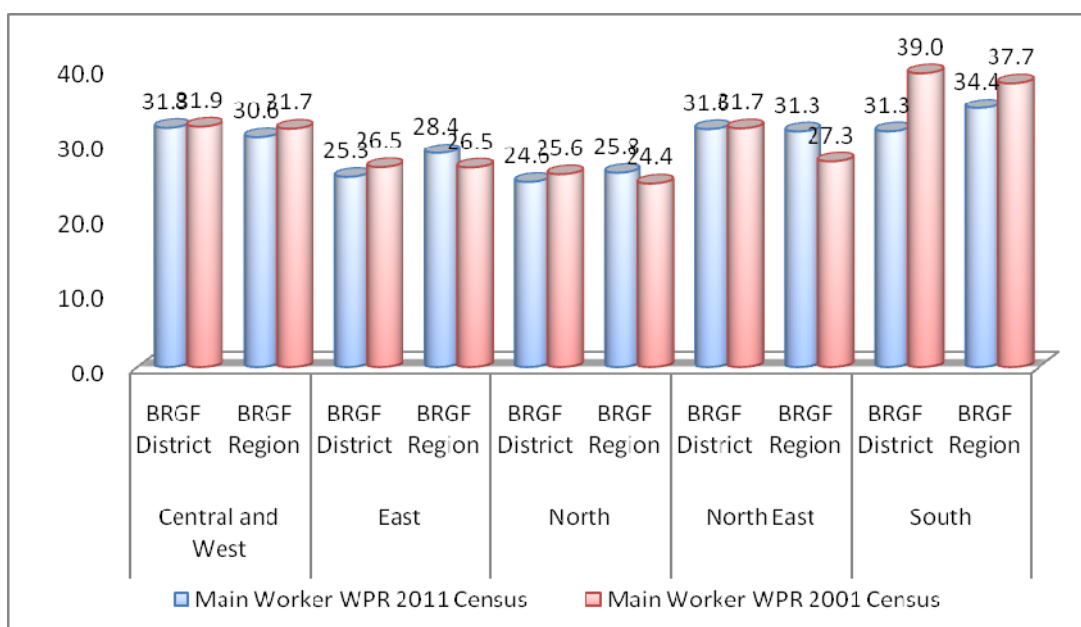
Note: The latest IMR data were available only for selected states, hence all the surveyed states are not represented here.

Source: Annual Health Survey Bulletin 2010-11, Office of the Registrar General & Census Commissioner, Government of India, Ministry of Home Affairs

5.4.2 Work Participation Rate

The work participation rate (WPR) of the main workers showed improvement in some districts, but remained largely unchanged in some other districts. In the districts of the central and western regions, the overall WPR of the main workers did not improve, rather it declined. However, this decline was also observed in the case of the entire region (Figure 5.3).

**Figure 5.3: Work Participation Rate of Main Workers
in the BRGF Districts and Regions**



Note: 'District' includes only the surveyed BRGF districts. 'Region' includes only the surveyed BRGF states.

Source: Prepared by the Author based on Census 2001 and 2011 data.

While the WPR of the main workers declined in the case of some districts in the eastern states, it improved in the other districts. The decline was mostly observed in the districts of Bihar. The WPR of the region as a whole has, however, improved. Similarly, in the case of the districts and states of the North, the WPR of main workers declined in the BRGF districts, but increased in the region as a whole.

In the North-east, the WPR of the main workers declined in some districts, but increased in the entire region, as a whole. In contrast to the above situation, the WPR of the main workers decreased both in the BRGF districts and the respective states South India. This decrease was also relatively higher than in the other regions. The details of the WPRs in the rural and urban areas have been given in Annexure table 5.2.

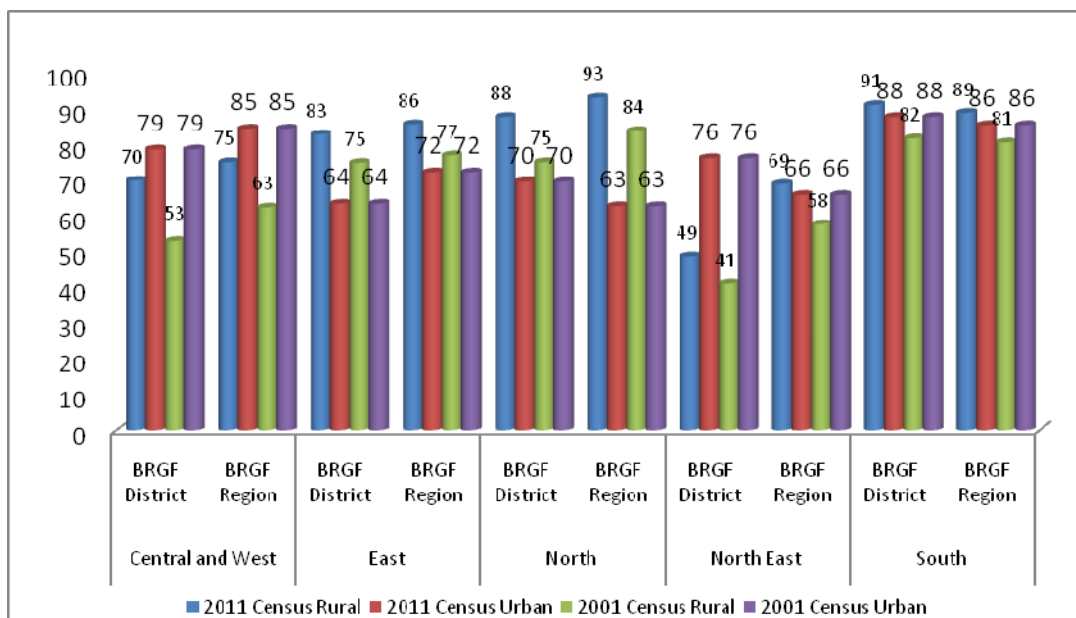
5.4.3 Access to Basic Amenities

This section explains the access to basic amenities in the surveyed BRGF districts and the respective states. It also describes the changes occurring in this sphere between 2001 and 2011, though the programme started only in 2006. Nevertheless, an analysis of the change in terms of access to basic amenities is important, as the BRGF created a number of assets pertaining to basic amenities.

Safe Drinking Water

The access to safe drinking water continues to elude a majority of the population in the BRGF districts though some improvement has been seen in this regard between 2001 and 2011. In the central and western regions, comprising the surveyed states of Chhattisgarh, MP and Rajasthan, the access to safe drinking water increased from 67.8 per cent of the total households in 2001 to 76.7 per cent of the total households in 2011. In the case of the surveyed BRGF districts of the same region, the access increased from 56.1 per cent in 2001 to 70.1 per cent in 2011, signifying an increase of over 14.8 percentage points. However, the increase was of merely 8.9 percentage points in the case of region as a whole. The increase was higher in the case of rural than in urban areas. Despite this improvement, however, the access to safe drinking water is still less than the state average and the average in some of the BRGF districts, which needs attention (Figure 5.4).

**Figure 5.4 Access to Safe Drinking water in BRGF District and Region
(% of Households)**



Note: 'District' includes only the surveyed BRGF districts. 'Region' includes only the surveyed BRGF states.

Source: Prepared by the Author based on Census 2001 and 2011 data.

In the surveyed districts and the states of the East, the access to safe drinking water increased from 73.8 per cent in 2001 to 80.5 per cent in 2011. In the rural areas, it increased from 75.1 per cent to 83.1 per cent over the same period. In the case of the region as a whole, it increased from 77.2 per cent in 2001 to 85.9 per cent in 2011.

In the BRGF districts of the North-east, the access to safe drinking water increased from 45.6 per cent in 2001 to 48.9 per cent in 2011. The increase in the access to safe drinking water was, however, higher in the case of the region as a whole. The corresponding figures for the rural areas were 41.1 per cent in 2001 and 48.9 per cent in 2011. Notwithstanding the above, more than 50 per cent of the total as well as the rural households still do not have access to safe drinking water in some of the BRGF districts of the region. For example, the access to safe drinking water was as low as 26.7 per cent of the rural households in the NC Hills district of Arunachal Pradesh.

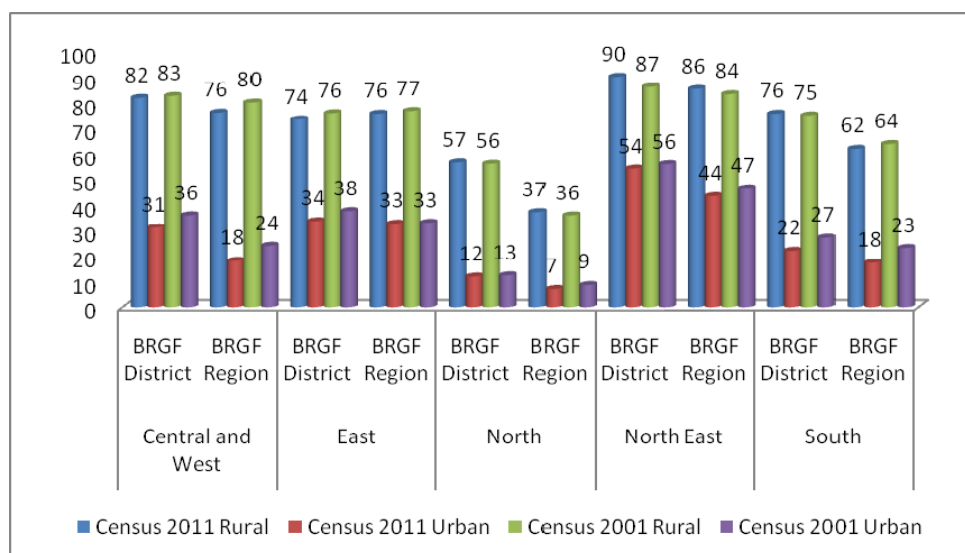
In contrast to the above regions, the access to safe drinking water was quite high in the surveyed BRGF districts of the southern states, which is also higher in the case of southern states of the region.

Drainage and Toilet Facilities

The construction of drainage and toilets was undertaken in a large number in many of the BRGF districts. The drainage was constructed mostly in the ULBs in urban areas.

The drainage facility improved in some of the BRGF districts, though it continues to be lower than the averages of the state and the region in a number of them (Figure 5.5). In the districts of central and western India, the coverage of drainage improved and there was also an improvement in the same in the average totals for the region and state as a whole. However, in districts like Sawai Madhopur in Rajasthan, Balaghat and Panna in MP, and Bastar and Sarguja in Chhattisgarh, the percentage of households without drainage facilities is higher than the corresponding state averages.

**Figure 5.5: Drainage Facilities in the BRGF Districts and Regions
(% of Households)**



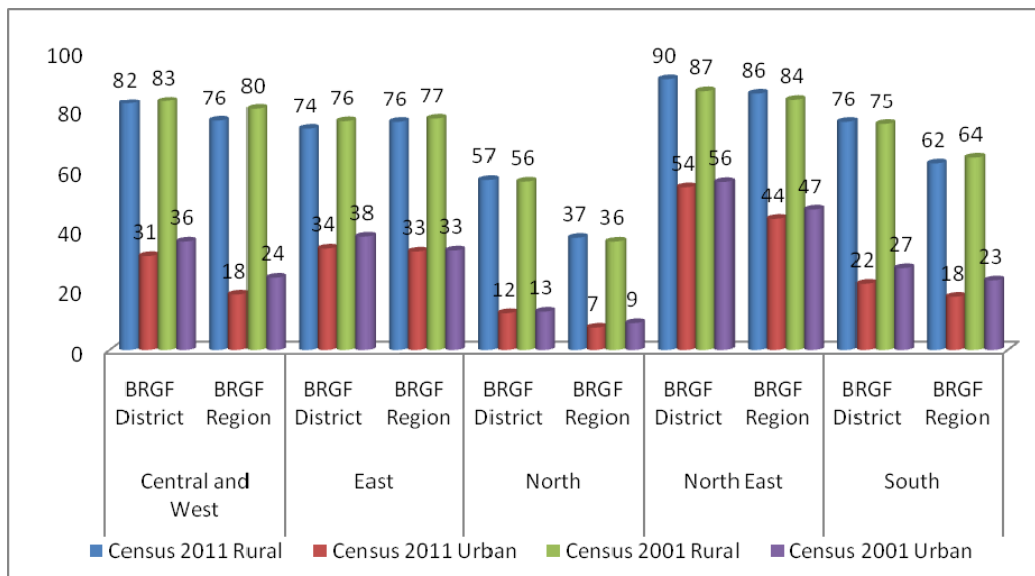
Note: District includes only the surveyed BRGF districts. 'Region' includes only the surveyed BRGF states.

Source: Prepared by the Author based on Census 2001 and 2011 data.

In the eastern states, the percentage of households without access to drainage facility has declined in a number of the BRGF districts. However, notwithstanding this decline, the percentage of households without access to drainage facility continues to be higher than the corresponding average figures for the states and regions as a whole. Similar trends were also observed in the other states and regions as well.

Access to toilet facilities is another basic amenity that continues to elude a significant proportion of the total households in both the rural and urban areas, with a relatively higher proportion in the rural areas. There is a national programme of providing universal access to toilet facility under the Total Sanitation Campaign (TSC). Programmes like the BRGF, and the multi-sectoral development plan of the minority-concentrated districts, among others, also make some provisions for such facilities. Nevertheless, a large number of households in the BRGF districts are still uncovered and do not enjoy access to toilet facilities (Figure 5.6).

Figure 5.6: Households without Access to Toilets (% of Households)



Note: 'District' includes only the surveyed BRGF districts. 'Region' includes only the surveyed BRGF states.

Source: Prepared by the Author based on Census 2001 and 2011 data.

In the BRGF districts of the eastern region, the percentage of households without access to toilet facility was 76.9 in 2001, which decreased to 72.3 in 2011. The percentage of such households was lower in the case of the region as a whole.

The number of such households also declined in the region as a whole, and the decline was greater in the case of the region's average than in the case of the districts' average. The fact that a significant proportion of households in a number of BRGF districts continue to lack access to toilet facility is a matter of serious concern and needs to be addressed urgently.

All the three surveyed BRGF districts of Odisha—Deogarh, Dhenkanal and Malkangiri—lag behind the state's average. In the Hazaribagh and Lohardaga districts of Jharkhand, the percentage of households without toilet facility is greater than the state's average. In Bihar, except for the Gaya and Bhagalpur districts, the percentage of households without access to toilet facility was higher than the state's average (in Aurangabad and Purnea).

In the states of central and western India, the percentage of households without access to toilet facility in the surveyed BRGF districts continues to be higher than the region's and state's averages in a number of cases.

For example, in the Jhalawar and Sawai Madhopur districts of Rajasthan, the percentage of households without access to toilet facility declined between 2001 and 2011, and continues to be lower than the state's average. Similar is the story for the Balaghat and Panna districts of MP and the Bastar district of Chhattisgarh.

The other BRGF districts in the other states and regions have, however, made progress in terms of reducing the proportion of households without access to toilet facility, but a number of them continue to lag behind the average figures for the state and other districts as a whole.

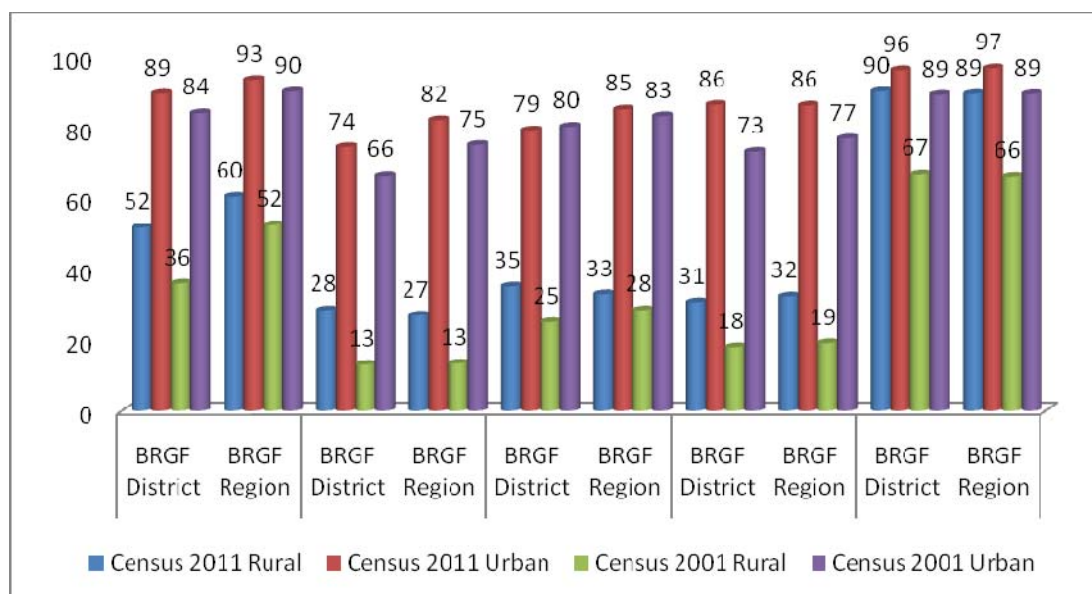
Electricity

Under the RSVY, in a number of districts, investment was made in electricity generation. The investments were related to the production and distribution of electricity, as also in terms of increasing the coverage of the households with access to electricity. On the other hand, no significant investments were observed in the production and distribution of electricity under the BRGF. However, investments in solar and other non-conventional sources of energy were made in a number of districts, though these investments did not constitute a very significant proportion of the total investments.

For the present study, however, it is important to assess the gap between the BRGF and other districts in terms of access to basic amenities and infrastructure. Electricity (energy) is one of the most important infrastructural facilities that leads to many development benefits.

The availability of electricity, in terms of households with electricity coverage, has improved in both the BRGF as well as the non-BRGF districts. However, a number of BRGF districts continue to lag behind other districts in terms of electricity coverage (Figure 5.7). For example, in central and western India, the proportion of households having electricity in the Bastar and Sarguja districts of Chhattisgarh, Panna district of MP, and Sawai Madhopur district of Rajasthan has improved, but their figure continues to be lower than the corresponding average figures for the respective states.

**Figure 5.7: Households with Electricity Coverage in the BRGF
Districts and Regions (in %)**



Note: 'District': includes only the surveyed BRGF districts. 'Region' includes only the surveyed BRGF states.

Source: Prepared by the Author based on Census 2001 and 2011 data.

Similarly, in the states of eastern India, the proportion of households with electricity has improved in most of the BRGF districts. These districts, however, continue to lag behind the state's average in terms of electricity coverage. The proportion of households with access to electricity in the Gaya, Aurangabad and Purnea districts of Bihar, the Lohardaga district of Jharkhand, the Deogarh, Malkangiri and Dhenkanal districts of Odisha, and the Birbhum and Paschim Medinipur districts of West Bengal, is lower than the corresponding average figures for the respective states.

In the northern region, the proportion of households with access to electricity continues to lag behind the state's average in all the surveyed districts, including Sirsa in Haryana, Poonchh in J&K, and Ambedkar Nagar, Jalaun, Lalitpur and Sonbhadra in UP.

In the north-eastern states, the availability of electricity is lower than the state's average in the Upper Subansiri district of Arunachal Pradesh, the Lakhimpur district of Assam, and the Dhalai district of Tripura.

In the southern states, the availability of electricity is lower than the state's average in the Khammam district of AP, the Chitradurga district of Karnataka and the Villupuram district of Tamil Nadu.

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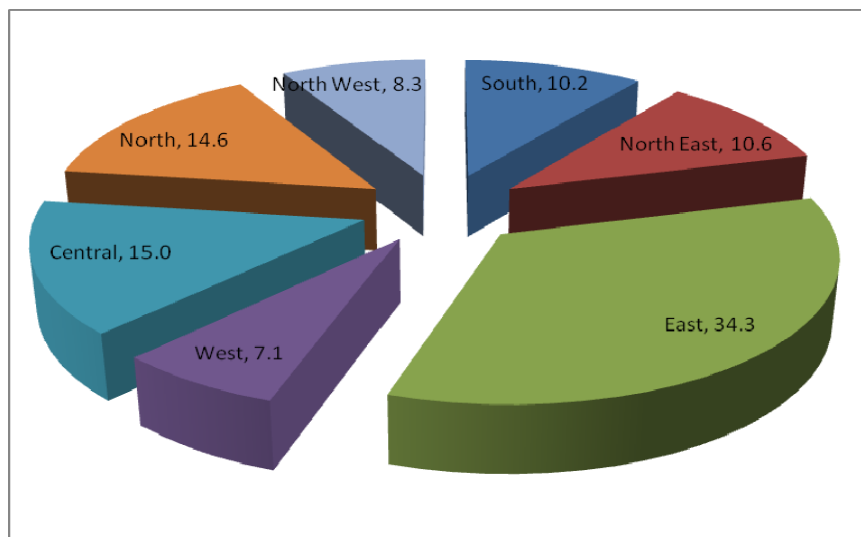
Chapter VI

Recommendations and Suggestions

The BRGF represents an important area development intervention that is aimed at promoting decentralized planning and development, through a yearly untied development and capacity building grant to 254 backward districts of the country. The main objective of the programme is to provide special assistance to the backward districts for their overall development, with a view to bridging inter-regional disparities.

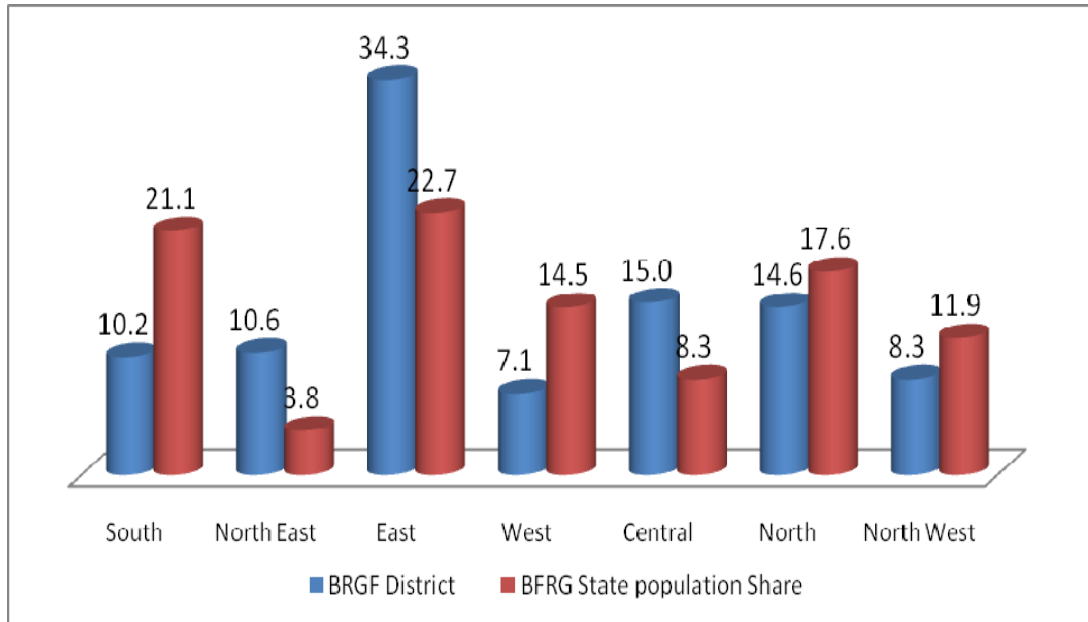
The backward districts are concentrated in the East, North-east and North and Central parts of India. A large number of these districts also belong to the erstwhile BIMARU states (Bihar, Madhya Pradesh, Rajasthan and Uttar Pradesh) which now also include the states of Jharkhand, Chhattisgarh and Uttarakhand. In fact, 53.14 per cent of the BRGF districts are located in the aforementioned BIMARU states while 44.87 per cent of them are in East and North-east India. Figure 6.1 shows the distribution of the BRGF districts across different regions, while Figure 6.2 depicts the distribution of the BRGF districts and populations across the region.

Figure 6.1: Distribution of BRGF Districts across Various Regions



Source: Calculated by the author.

**Figure 6.2: Distribution of Populations and BRGF
Districts across Various Regions**



Source: Calculated and prepared by the author.

Except in the South and West regions, the share of the BRGF districts is higher than their respective shares in the total population. This suggests the importance of an area-based development programme like the BRGF. The following section suggests a few policy and other measures in order to ensure the increased effectiveness of the programme.

6.1 Policy Measures

6.1.1 Adequacy of Grant

Under the BRGF, a huge number of projects, covering more than 40 types of works, have been undertaken across the surveyed districts and states. Most of the works have proved to be useful and helpful to the people. However, a major difficulty with a programme like the BRGF pertains to the adequacy of grants, in view of the objectives of the programme as also the infrastructural and other gaps in the backward districts. A fixed sum for development and capacity

building grants are allocated every year for most of the BRGF districts. The distribution of the development grants across the population shows that the per capita per annum average grant (of the surveyed BRGF districts) is about Rs. 100. This amount varies across the districts, depending on the size of the population, which is Rs. 1739 per capita per annum in the Upper Subansiri district of Arunachal Pradesh, the highest among all the surveyed districts, and merely Rs. 48 per capita per annum in the Gaya district of Bihar, the lowest among all the surveyed districts. Table 6.1 shows the district-wise distribution of the development grants.

Table 6.1: District wise per Annum per Capita, per GP and per ULB Distribution of Development Grants

Region	State	District	Average Amount per Capita (in Rs.)	Average (in Lakhs per GP)	Average (in Lakhs per ULB)
Central and West	Chhattisgarh	Bastar	161.94	3.15	76.2
		Sarguja	106.08	1.84	35.79
	Madhya Pradesh	Balaghat	228.31	2.27	65.4
		Panna	346.26	3.39	55.77
	Rajasthan	Jhalawar	119.39	5.35	67.4
		Sawai Madhopur	117.33	6.38	157
East	Bihar	Aurangabad	66.74	6.6	83.8
		Gaya	48.36	5.1	105.9
		Purnea	54.75	5.71	119.47
		Bhagalpur	56.69	5.68	85.95
	Jharkhand	Lohardaga	256.21	14.34	236.6
		Hazaribagh	106.40	5.74	369
	Odisha	Deogarh	401.07	16.69	250.4
		Dhenkanal	129.26	6.2	102.8
		Malkangiri	225.88	10.25	138.4
	West Bengal	Birbhum	65.86	9.51	66.2
		Paschim Medinipur	55.01	7.88	71.43

Contd.

Region	State	District	Average Amount per Capita (in Rs.)	Average (in Lakhs per GP)	Average (in Lakhs per ULB)
North	Haryana	Sirsa	119.06	3.69	0.9
	Jammu and Kashmir	Poonchh	273.90	5.53	130.6
	Uttar Pradesh	Ambedkar Nagar	67.29	1.64	64.56
		Jalaun	97.92	2.32	32.72
		Lalitpur	128.08	3.67	78
		Sonbhadra	95.94	1.78	44.68
North East	Arunachal Pradesh	Upper Subansiri	1739.08	9.78	
	Assam	Lakhimpur	129.82	13.34	67.55
		NC Hills	643.00		343.25
	Tripura	Dhalai	323.03	6.98	122.1
South	Andhra Pradesh	Khammam	95.63	2.78	89.2
		Warangal	73.98	2.06	260.6
	Karnataka	Chitradurga	121.72	8.74	67.37
	Tamil Nadu	Villupuram	62.74	1.58	24.14
Overall			102.49	3.74	22.68

Source: Calculated by the author

The distribution across the Gram Panchayats (GPs) and Urban Local Bodies (ULBs) (considering the distribution norms of an allocation of 80 per cent to the GPs and 20 per cent to the ULBs) shows that the amount is quite inadequate at the GP level, though relatively higher at the ULB level. The average annual allocation of a GP under a BRGF district is merely Rs. 3.74 lakh, which varies across the districts. It was Rs. 16.69 lakh in the Deogarh district, the highest among the BRGF districts, and Rs. 1.58 lakh in the Villupuram district, the lowest among the BRGF districts. In comparison to the average allocation to a GP, the allocation to the ULBs is higher. The average annual allocation to an ULB is Rs. 22.68 lakh, which, however, varied across districts depending on the number of

ULBs. The average allocation to a ULB in Hazaribagh district is Rs. 369 lakh, which is the highest among the ULBs, and merely Rs. 0.90 lakh in the Sirsa district, which is the lowest.

The extremely low amount of allocation is not only inadequate for development purposes, but also constrains many other objectives like the filling in of critical infrastructural gaps, conduction of a meaningful planning exercise and low distribution effects. The main constraints resulting from the low allocation can be summarized as follows:

- (a) Firstly, in most of the BRGF districts, there is still a huge deficit of basic infrastructural facilities and amenities, as shown in Chapter V. The low allocation under the BRGF hampers both the choice of work as well as the process of asset creation by using the BRGF allocation. As a result of the low allocation, in most of the cases, the selection of the work does not necessarily match with the requirement. To cite an example, a village may be cut off during the rainy season due to the lack of a culvert or a proper bridge, and there may be a popular demand for the construction of a bridge or a culvert to restore connectivity. However, there may be no other resources through which this work could be undertaken. The construction of the bridge and the culvert may be estimated to cost Rs. 2 crore and Rs. 1 crore, respectively, whereas the average annual allocation for a GP is Rs. 3.74 lakh. With such a low allocation, it would never be possible to undertake the bridge construction work, even though it remains the most critical infrastructural gap to be filled and could lead to many economic benefits. Since it would not be possible to take up the bridge construction work, there would be a tendency to execute other works like the construction of a drainage system or a pavement, which are do not actually symbolize critical infrastructural gaps. Thus, the insufficient allocation of funds under the BRGF hampers the

implementation of critical infrastructural projects, which is why most of the works undertaken under the BRGF pertain to less important projects.

- (b) Secondly, the very low allocation of development grants also constrains the planning process at the grassroots level. It is essential to have a critical minimum level of resources before any meaningful planning can be taken up. Most of the GPs are able to execute one or two works at the maximum under the BRGF. Consequently, the GPs propose only a few works, which are forwarded to the DPC for final approval. The other untied resources available with most of the GPs are also limited. Such a situation thus adversely affects any meaningful planning.

6.1.2 Defining Critical Infrastructural Gaps

The BRGF Guidelines are not very clear about the meaning of critical infrastructural gaps and leave it to the planning body to decide as to what constitutes a critical infrastructural gap. Thus, in the absence of a clear definition of critical infrastructural gaps, the programme has been reduced to a supplementary grant-giving programme. Most of the works undertaken under the BRGF are the works which could also have been undertaken through the existing flagship and Bharat Nirman programmes.

While the construction of toilets, additional classrooms and drainage systems is also important, such projects do not represent critical infrastructural gaps. The definition of a critical infrastructural gap should, therefore, be based on certain criteria such as the likely impacts of the infrastructure on the overall well-being of the people, the agricultural or industrial economy or the overall benefits accruing to the economy by curbing the damage and devastation arising out of natural calamities like droughts, floods and landslides, among other things. If the infrastructure fulfils any of these objectives, only then should it be defined as 'critical infrastructure'. Ensuring this clarity in definition and accordingly a

reformulation of the programme Guidelines would thus enhance the utility of the programme and enable it to meet its basic objectives.

6.1.3 *Big Projects versus Small Projects*

Most of the works taken up under the BRGF have limited effects and localized benefits. If there is a local demand for such work, it should be undertaken on a priority basis. However, if there is a scope for undertaking such works through other programmes or resources, the choice should be exercised rationally.

The funds available under the BRGF should be utilized for projects that offer larger benefits and have greater implications for a bigger population size than other comparable projects, with a view to mitigating the overall backwardness of a particular area. For example, feasibility permitting, efforts should be made to encourage the implementation of more crucial projects such as irrigation canals, big checkdams, and hydro-electric or other power generation projects.

6.1.4 *Inter-Panchayat, Inter-Block Works*

The strict allocation formula that prescribes the *inter-se* allocation of funds among the PRIs restricts the scope of undertaking inter-panchayat works. In most of the states, a greater proportion of money is allocated to the Gram Panchayats (GPs) than to the Intermediate Panchayats (IPs) and the Zila Panchayats (ZPs). The works undertaken by the GPs are generally confined to the geographical area of the particular GP. The inter-GP works could, however, be undertaken by the IPs and the inter-IP works by the ZPs.

Since a large proportion of the allocation under the BRGF is transferred to the GPs, the IPs and ZPs are constrained to take up inter-panchayat and inter-IP works. It has been observed that most of the critical infrastructural gaps pertain to inter-panchayats or inter-IP works. Also, most of the flagship programmes identify the GP as the unit for resource allocation, inter-panchayat and inter-IP

works even though the critical infrastructural gaps remain ignored. The BRGF can thus prove to be a good opportunity for undertaking such work.

6.1.5 Trade-off between Populism and Decentralized Planning

The selection of the BRGF works suggests the occurrence of a trade-off between populism and appropriate choice. In a number of GPs, IPs and ZPs, the selection of the works was influenced by the PRI representatives who often wished to gain popularity by disbursing benefits to their local supporters. In the GP, the GP head was seen to influence the selection of the work with the intention of favouring his/her supporters. Consequently, sometimes, even roads would be constructed only up to certain points. It is obvious that when the selection of the work is influenced by such considerations, the merit of the work is ignored. However, this does not mean that the process of decentralized selection of works should be discarded in favour of centralized selection of work. As a remedial measure, the programme Guidelines should try to suggest the employment of some objective criteria for the selection of the work and the prescription of such objective criteria could reduce the scope of a trade-off between populism and decentralized planning.

6.1.6 Defining Backward Regions within a District

The BRGF Guidelines identify a backward district as the unit of a backward region. All the Blocks (IPs), ULBs and GPs under the jurisdiction of the particular district are thus entitled for allocation under the BRGF.

In a number of BRGF districts, there are huge and noticeable inter-block development gaps. It has been observed that some parts of a district are better off in terms of infrastructural and other development than other parts of the district due to historical, geographical and political reasons. For example, even within a district, 100 per cent irrigated blocks may exist side-by-side with blocks that hardly enjoy any irrigation facility. The level of development of a block with 100 per cent irrigation is generally higher than that of a block with a low level of

irrigation. Further, the location of a specific industry, town, railway network or highway, among other such infrastructural projects has been found to have localized development effects.

The BRGF does not segregate the better-off and the actually backward blocks within a district, once the latter has been identified as a backward district. This is also applicable at the GP and ULB levels. Since the overall allocation under the BRGF is small, it would be advisable to concentrate the total allocation to the most backward blocks, GPs and ULBs. For this purpose, a list of the most backward blocks, GPs and villages can be prepared and crucial projects in these areas identified for implementation.

6.2 Administrative and Other Measures

6.2.1 Delayed Start, Delayed Execution

A major reason for the delay in the execution of work is related to the transfer of funds from the Centre to the state, from the state to the district, and from the district to local bodies. In most of the cases, the first instalment of fund allocation in a financial year is released by the Centre only by October–November while the second instalment is invariably released in the month of March, the closing month of the financial year.

Barring a few exceptions, in most of the cases, the implementing bodies get the first instalment of funds only by the end of the financial year. In some cases, it was even found that the implementing agencies received the first instalment of funds during the subsequent financial year.

The main reason for this procedural delay is that the annual action plan has to be approved by the HPC first at the state level and then at the Centre. Although the stipulation that the approval has to be obtained by the HPC has been removed since the year 2012, the Centre still continues to release the funds only after receiving the utilization certificate of the preceding year and the annual action plan. In view of the fact that the release of funds was not effected on time during

the previous year, the implementing agencies find it difficult to produce the utilization certificate on time. Since the release of funds for the next year too is based on the utilization of at least the first instalment of the previous year, the implementing agencies and local bodies sometimes produce utilization certificates even without the actual utilization of the money.

In order to stop such practices and counter the delay caused in the release of funds, the development grants should be unconditionally released at the start of the financial year concerned. Even the need for scrutinization of the annual action plan by the Centre can be dispensed with, and suitable measures can be adopted for introducing a provision for the state level scrutiny of the district annual action plan. The Planning Department of the state could play this role and if necessary, coordinate with the district for bringing in any amendment or correction in the annual action plan.

Moreover, it is important to develop a practice of preparing the annual action plan and getting it approved in advance. For example, the annual action plan for the financial year 2014-15 should be ready and approved in 2013-14. The adoption of this practice would greatly help in reducing the considerable delay in the start of the work.

6.2.2 Post-release Monitoring Instead of Pre-release Conditionalities

The post-release monitoring of the BRGF works has also been found to be weak and needs to be strengthened. It has been found that the pre-release conditionalities constitute the main reason for the delay in the release of the funds, and the initiation and execution of the work. The process of monitoring the release of the money and preparation of the utilization certificate has also been found to be weak and in need of strengthening.

6.2.3 Need to Reduce Excessive Dependence on TSIs

It is suggested that the process of planning with the support of TSIs should be gradually dispensed with, as it has increased the dependency of the district on

the TSIs for the preparation of perspective plans and the Annual Action Plans. The role of TSIs should be advisory rather than that of substituting for the development of the planning capacity of the district level planning institution.

Excessive dependence on the TSIs has also restricted the learning and self-development of the planning processes. This should be replaced by efforts to develop planning capacities at the district, block and GP levels.

6.2.4 Development of District Level Planning and Statistics Departments

Most of the states have weak district level planning and statistics departments. There is thus a need to develop a strong wing of the planning and statistics department, headed by a district level economic and planning officer, as a long-term solution for countering the weak planning capacity obtaining at the district and block levels and even below them.

In the absence of the appointment of a Cadre of District Planning and Statistics Officer and other officials, the process of the preparation and consolidation of the perspective plan and the annual action plan lies on the shoulders of the Administrative Officer in charge, who is generally the District Magistrate or the Chief Executive Officer of the ZP, who gets transferred very often. This officer also finds it difficult to spare time for such work. Sometimes, it has been observed that an officer learns the intricacies of the planning process but gets transferred soon thereafter. The entire process then has to be repeated for the new incumbent, thereby causing the usual delays again.

6.2.5 Other Significant Measures

Apart from the measures listed above, the following measures too need to be implemented for ensuring the successful implementation of BRGF works in all the backward districts identified under the programme:

- Increasing the planning capacity of the IPs and GPs needs focused attention. The capacity building grant has not been very effective in enhancing the planning capacity at the IP and ZP levels.

- The overall monitoring and social control of the programme remain weak, which is why it is important for the Monitoring Committee at the district and GP levels to become a truly vigilant body with the power to rectify and recover.
- Instead of thinning out investments on many activities, it would be helpful to limit the investment in a few sectors and in productive community assets. For instance, a large number of works have been taken up under the BRGF programme for which flagship programmes are already under implementation. This could have been avoided to focus investments in a few crucial areas.
- The scope of convergence can be restricted to the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) with the caveat that in the BRGF districts, the entire labour component of the BRGF works would be brought under the aegis of the MGNREGS. In order to make this doubly sure, the Ministry of Rural Development (MoRD) can be approached to bring about a change in the Guidelines for ensuring that there is a compulsory convergence between the BRGF and the MGNREGS in all the BRGF districts.

Annexure table 1.1: Selection of Sample Households

States	Districts	Blocks	Urban Areas			Rural Areas	
			No. of Urban Households	No. of ULBs	No. of Rural Households	No. of GPs	No of Villages
Andhra Pradesh	Khammam	Palvancha	20	1			
		Khammam	20	1	40	2	2
		Yellandu Kamepalli			40	2	2
		Burgam Padu			40	2	2
		<i>Total</i>	40	2	120	6	6
	Warangal	Warangal	20	1			
		Jangaon	20	1	40	2	2
		Hanuma Konda			40	2	2
		Gudur			42	2	2
		Mulugu			40	2	2
		<i>Total</i>	40	2	162	8	8
	<i>Total</i>		80	4	282	14	14
Arunachal Pradesh	Upper Subansiri	Puchi Geko			40	3	3
		Taliha			40	3	3
		<i>Total</i>			80		
Assam	Lakhimpur	Lakhimpur	20	1	40	4	4
		Bihpuria	20	1			
		Narayanpur			40	4	4
		<i>Total</i>	40	2	80	8	8
	N.C. Hills	Haflong	40	2			
		Harangajiao			41	3	3
		<i>Total</i>	40	2	41	3	3
	<i>Total</i>		80	4	121	11	11
Bihar	Aurangabad	Rafiganj	20	1	42	2	4
		Aurangabad	21	1			
		Dev			43	2	4
		Nabinagar			41	2	4
		<i>Total</i>	41	2	126	6	12
	Gaya	Gaya Sadar	20	1			
		Bodh Gaya	25	1	40	2	2
		Dobhi			40	2	4
		Konch			40	2	2
		Atri			42	2	4
		Banke Bazar			40	2	4
		Tekari			42	2	3
		<i>Total</i>	45	2	244	12	19

Chhattisgarh	Purnea	Kasba	20	1			
		Purnea	20	1			
		Dhamdaha			40	2	4
		Srinagar			40	2	4
		Dagrua			40	2	3
		Banmankhi			40	2	4
		Total	40	2	160	8	15
	Bhagalpur	Kahal Gaon	20	1	40	2	4
		Jagdishpur	20	1	40	2	4
		Ismailpur			40	2	2
		Nath Nagar			40	2	2
		Total	40	2	160	8	12
	Total		166	8	690	34	58
Chhattisgarh	Bastar	Jagdarpur	20	1			
		Kondagaon	20	1			
		Bastanar			40	2	3
		Bastar			40	2	3
		Farasgaon			40	2	2
		Tokpal			40	2	2
		Total	40	2	160	8	10
	Sarguja	Ambikapur	20	1			
		Surajpur	20	1			
		Lakhanpur			40	2	4
		Lundra			40	2	2
		Prem Nagar			40	2	4
		Balrampur			40	2	4
		Odagi			40	2	3
		Total	40	2	200	10	17
	Total		80	4	360	18	27
Haryana	Sirsa	Sirsa	20	1			
		Dabbavali	19	1	40	2	2
		Nathusari Chopta			41	2	2
		Total	39		81		
Jammu & Kashmir	Poonch	Poonch	20	1	40	4	4
		Suran Kote	20	1			
		Mandi			40	4	4
		Total	40		80		
Jharkhand	Hazaribagh	Sadar	20	1	43	3	3
		Barhi			40	4	4
		Vishnugarh			40	3	4
		Total	20	1	123	10	11
	Lohardaga	Lohardaga	20	1			
		Kuru			40	2	3
		Total	20	1	40	2	3
	Total		40	2	163	12	14

Karnataka	Chitradurga	Chitradurga	20	1	40	2	4
		Nolakere	20	1			
		Holakele			40	2	2
		<i>Total</i>	40		80		
Madhya Pradesh	Balaghat	Waraseoni	20	1			
		Baihar	20	1	41	2	4
		Lalbai			39	2	2
		Khairlanji			40	2	2
		<i>Total</i>	40	2	120	6	8
	Panna	Panna	20	1			
		Pawai	20	1			
		Ajayagarh			40	2	2
		<i>Total</i>	40	2	40	2	2
	<i>Total</i>		80	4	160	8	10
Odisha	Deogarh	Deogarh	20	1			
		Telebani			40	2	4
		<i>Total</i>	20	1	40	2	4
	Dhenkanal	Sadar	20	1	40	2	3
		Kamakhya Nagar	20	1	40	2	2
		<i>Total</i>	40	2	80	4	5
	Malkangiri	Malkangiri	20	1	40	2	3
		Kornkonda	20	1	40	2	3
		<i>Total</i>	40	2	80	4	6
	<i>Total</i>		100	5	200	10	15
Rajasthan	Jhalawar	Aklara	21	1			
		Jhalara Patan	20	1	40	2	3
		Bakani			40	2	2
		<i>Total</i>	41	2	80	4	5
	Sawai Madhopur	S. Madhopur	20	1			
		Gangapur	20	1			
		Khonda			41	2	2
		<i>Total</i>	40	2	41	2	2
	<i>Total</i>		81	4	121	6	7
Tamil Nadu	Villupuram	Tindivanam	20	1			
		Vikravandi	20	1			
		Rishinandi			41	2	3
		Marakham			40	2	2
		<i>Total</i>	40		81		
Tripura	Dhalai	Ambasa	20	1	40	3	3
		Kamalpur	20	1		3	3
		<i>Total</i>	40		40		

Uttar Pradesh	Ambedkar Nagar	Baskhari	20	1	40	3	3
		Tanda	20	1			
		Katehari			40	4	4
		<i>Total</i>	40	2	80	7	7
	Jalaun	Madhogarh	20	1			
		Urai	20	1			
		Jalaun			40	3	3
		Kuthond			40	3	3
		<i>Total</i>	40	2	80	6	6
	Lalitpur	Lalitpur	10	1			
		Pali	30	1			
		Jakhaura			40	2	2
		Talbehat			40	3	3
		<i>Total</i>	40	2	80	5	5
	Sonbhadra	Robertsganj	20	1	40	3	3
		Chopan	20	1			
		Ghorabal			40	4	4
		<i>Total</i>	40	2	80	7	7
	<i>Total</i>		160	8	320	25	25
West Bengal	Birbhum	Dubrajpur	20	1	40	2	3
		Suri	20	1	39	2	3
		Labpur			40	2	4
		Nanoor			40	2	3
		Bolpur Sriniketan			40	2	3
		<i>Total</i>	40	2	199	10	16
	West Medinipur	Jhargram	20	1	39	2	3
		Midnapur Sadar	19	1	40	2	3
		Sabang			39	2	4
		Kharagpur II			40	2	4
		Salboni			39	2	4
		Gopiballabhpur			40	2	4
		Narayan garh			40	2	3
		<i>Total</i>	39	2	277	14	25
	<i>Total</i>		79	4	476	24	41
Grand Total			1145	47	3335	162	222

Annexure table 1.2: Caste-wise Sample Households (in No.)

Regions	States	Rural					Urban				
		Schedule Castes (SCs)	Schedule Tribes (STs)	Other Backward Castes (OBCs)	General	Total	Schedule Castes (SCs)	Schedule Tribes (STs)	Other Backward Castes (OBCs)	General	Total
South	Andhra Pradesh	66	83	115	18	282	16	3	43	18	80
	Karnataka	17	13	38	12	80	2	7	15	16	40
	Tamil Nadu	14	1	64	2	81	11	1	28		40
	Sub-total	97	97	217	32	443	29	11	86	34	160
Central and West	Chhattisgarh	3	185	134	38	360	1	23	19	37	80
	Madhya Pradesh	28	25	89	18	160	9	15	45	11	80
	Rajasthan	19	34	57	11	121	22	13	33	13	81
	Sub-total	50	244	280	67	641	32	51	97	61	241
East	Bihar	197	22	379	92	690	26		97	43	166
	Jharkhand	14	29	100	20	163	3	4	28	5	40
	Odisha	61	94	44	1	200	49	25	17	9	100
	West Bengal	150	133	66	127	476	29	7	1	42	79
	Sub-total	422	278	589	240	1529	107	36	143	99	385
North	Haryana	16		37	28	81	8		13	18	39
	Jammu and Kashmir	6	15	37	22	80	1	2	9	28	40
	Uttar Pradesh	116	30	129	45	320	59	4	74	23	160
	Sub-total	138	45	203	95	481	68	6	96	69	239
North East	Arunachal Pradesh		78	1	1	80					
	Assam	38	7	64	12	121	23	1	20	36	80
	Tripura	11	7	6	16	40	10		14	16	40
	Sub-total	49	92	71	29	241	33	1	34	52	120
Grand Total		756	756	1360	463	3335	269	105	456	315	1145

Annexure table 1.3: Caste-wise Sample Households (in %)

Regions	States	Rural					Urban				
		Schedule Castes (SCs)	Schedule Tribes (STs)	Other Backward Castes (OBCs)	General	Total	Schedule Castes (SCs)	Schedule Tribes (STs)	Other Backward Castes (OBCs)	General	Total
South	Andhra Pradesh	23.40	29.43	40.78	6.38	100.00	20.00	3.75	53.75	22.50	100.00
	Karnataka	21.25	16.25	47.50	15.00	100.00	5.00	17.50	37.50	40.00	100.00
	Tamil Nadu	17.28	1.23	79.01	2.47	100.00	27.50	2.50	70.00		100.00
	Sub-total	21.90	21.90	48.98	7.22	100.00	18.13	6.88	53.75	21.25	100.00
Central and West	Chhattisgarh	0.83	51.39	37.22	10.56	100.00	1.25	28.75	23.75	46.25	100.00
	Madhya Pradesh	17.50	15.63	55.63	11.25	100.00	11.25	18.75	56.25	13.75	100.00
	Rajasthan	15.70	28.10	47.11	9.09	100.00	27.16	16.05	40.74	16.05	100.00
	Sub-total	7.80	38.07	43.68	10.45	100.00	13.28	21.16	40.25	25.31	100.00
East	Bihar	28.55	3.19	54.93	13.33	100.00	15.66		58.43	25.90	100.00
	Jharkhand	8.59	17.79	61.35	12.27	100.00	7.50	10.00	70.00	12.50	100.00
	Odisha	30.50	47.00	22.00	0.50	100.00	49.00	25.00	17.00	9.00	100.00
	West Bengal	31.51	27.94	13.87	26.68	100.00	36.71	8.86	1.27	53.16	100.00
	Sub-total	27.60	18.18	38.52	15.70	100.00	27.79	9.35	37.14	25.71	100.00
North	Haryana	19.75		45.68	34.57	100.00	20.51		33.33	46.15	100.00
	Jammu and Kashmir	7.50	18.75	46.25	27.50	100.00	2.50	5.00	22.50	70.00	100.00
	Uttar Pradesh	36.25	9.38	40.31	14.06	100.00	36.88	2.50	46.25	14.38	100.00
	Sub-total	28.69	9.36	42.20	19.75	100.00	28.45	2.51	40.17	28.87	100.00
North East	Arunachal Pradesh		97.50	1.25	1.25	100.00					
	Assam	31.40	5.79	52.89	9.92	100.00	28.75	1.25	25.00	45.00	100.00
	Tripura	27.50	17.50	15.00	40.00	100.00	25.00		35.00	40.00	100.00
	Sub-total	20.33	38.17	29.46	12.03	100.00	27.50	0.83	28.33	43.33	100.00
Grand Total		22.67	22.67	40.78	13.88	100.00	23.49	9.17	39.83	27.51	100.00

Annexure table 1.4: Community-wise Sample Households (in No.)

Regions	States	Rural							Urban					
		Hindus	Muslims	Christians	Sikhs	Buddhists	Others	Total	Hindus	Muslims	Christians	Sikhs	Buddhists	Total
South	Andhra Pradesh	253	20	9				282	67	12	1			80
	Karnataka	79	1					80	34	5		1		40
	Tamil Nadu	80	1					81	39		1			40
	Sub-total	412	22	9				443	140	17	2	1		160
Central and West	Chhattisgarh	327	4	24	5			360	64	6	8	2		80
	Madhya Pradesh	155	2	1		2		160	71	5	1	2	1	80
	Rajasthan	116	4	1				121	71	9	1			81
	Sub-total	598	10	26	5	2		641	206	20	10	4	1	241
East	Bihar	593	94	2	1			690	144	22				166
	Jharkhand	129	34					163	29	11				40
	Odisha	192		8				200	90			10		100
	West Bengal	404	54	18				476	62	17				79
	Sub-total	1318	182	28	1			1529	325	50		10		385
North	Haryana	81						81	39					39
	Jammu and Kashmir	1	72	6	1			80		38	1	1		40
	Uttar Pradesh	307	11	2				320	130	27	3			160
	Sub-total	389	83	8	1			481	169	65	4	1		239
North East	Arunachal Pradesh	1		12	1		66	80						
	Assam	108	7	5	1			121	75	4	1			80
	Tripura	40						40	40					40
	Sub-total	149	7	17	2		66	241	115	4	1			120
Grand Total		2866	304	88	9	2	66	3335	955	156	17	16	1	1145

Annexure table 1.5: Community-wise Sample Households (in %)

Regions	States	Rural							Urban					
		Hindus	Muslims	Christians	Sikhs	Buddhists	Others	Total	Hindus	Muslims	Christians	Sikhs	Buddhists	Total
South	Andhra Pradesh	89.72	7.09	3.19				100.00	83.75	15.00	1.25			100.00
	Karnataka	98.75	1.25					100.00	85.00	12.50		2.50		100.00
	Tamil Nadu	98.77	1.23					100.00	97.50		2.50			100.00
	Sub-total	93.00	4.97	2.03				100.00	87.50	10.63	1.25	0.63		100.00
Central and West	Chhattisgarh	90.83	1.11	6.67	1.39			100.00	80.00	7.50	10.00	2.50		100.00
	Madhya Pradesh	96.88	1.25	0.63		1.25		100.00	88.75	6.25	1.25	2.50	1.25	100.00
	Rajasthan	95.87	3.31	0.83				100.00	87.65	11.11	1.23			100.00
	Sub-total	93.29	1.56	4.06	0.78	0.31		100.00	85.48	8.30	4.15	1.66	0.41	100.00
East	Bihar	85.94	13.62	0.29	0.14			100.00	86.75	13.25				100.00
	Jharkhand	79.14	20.86					100.00	72.50	27.50				100.00
	Odisha	96.00		4.00				100.00	90.00			10.00		100.00
	West Bengal	84.87	11.34	3.78				100.00	78.48	21.52				100.00
	Sub-total	86.20	11.90	1.83	0.07			100.00	84.42	12.99		2.60		100.00
North	Haryana	100.00						100.00	100.00					100.00
	Jammu and Kashmir	1.25	90.00	7.50	1.25			100.00		95.00	2.50	2.50		100.00
	Uttar Pradesh	95.94	3.44	0.63				100.00	81.25	16.88	1.88			100.00
	Sub-total	80.87	17.26	1.66	0.21			100.00	70.71	27.20	1.67	0.42		100.00
North East	Arunachal Pradesh	1.25		15.00	1.25		82.50	100.00						
	Assam	89.26	5.79	4.13	0.83			100.00	93.75	5.00	1.25			100.00
	Tripura	100.00						100.00	100.00					100.00
	Sub-total	61.83	2.90	7.05	0.83		27.39	100.00	95.83	3.33	0.83			100.00
Grand Total		85.94	9.12	2.64	0.27	0.06	1.98	100.00	83.41	13.62	1.48	1.40	0.09	100.00

Annexure 4.1: Delayed Release of BRGF Grants from the Centre to States, States to Districts and Districts to GPs and ULBs

State	District	Year	Ist Installment received by the State from the Centre	IInd Installment received by the State from the Centre	Date of 1 st Installment Received by District	Date transferred to ULB	Date Transferred to GP
Andhra Pradesh	Khammam	2006-07					
		2007-08	27/12/2007	6/2/2009, 23/3/10	25/3/2008		7/5/2008
		2008-09	26.2.2009	9/7/2009 , 26/10/10	26/3/2009	9/7/2009	26/6/2009
		2009-10	18/11/2009	23/3/10	25/12/2009	8/1/2010	7/1/2010
		2010-11	30/7/2010	28/2/2011	1/9/2010	6/9/2010	6/9/2010
	Warangal	2006-07					
		2007-08	24/3/08	17/2/2009	3/3/2008 , 30/1/2009	24/3/2008 , 17/2/2009	24/3/2008 , 17/2/2009
		2008-09	22/3/09	3/8/2009	26/2/2009 , 9/7/2009	22/3/209 , 3/8/2009	22/3/2009 , 3/8/2009
		2009-10	23/12/09	9/4/2010	18/11/2009 , 23/3/2010	15/12/2009 , 31/3/2010	15/12/2009, 31/3/2010
		2010-11	8/9/2010	31/3/11	30/7/2010 , 29/12/2010	28/8/2010 , 7/1/2011	28/8/2010 , 7/1/2011
		2006-07	31/12/2008		1/6/2009		23/6/2009
Arunachal Pradesh	Upper Subansiri	2007-08					
		2008-09					
		2009-10	22/12/2009	24/11/2010	9/4/2010		30/4/2010
		2010-11	16/12/2010		6/5/2011		29/7/2011
		2006-07	4/12/2008				
Assam	Lakhimpur	2007-08					
		2008-09					
		2009-10					
		2010-11					
		2006-07					
	N.C.Hills	2007-08					
					18/06/2010 ,08/06/2010, 28/10/2010, 25/07/2011	18/06/2010 ,08/06/2010, 28/10/2010, 25/07/2011	07/07/2010 , 20/09/2010 , 26/11/2010
		2008-09					
		2009-10					
		2010-11					

State	District	Year	Ist Installment received by the State from the Centre	IInd Installment received by the State from the Centre	Date of 1 st Installment Received by District	Date transferred to ULB	Date Transferred to GP
Bihar	Aurangabad	2006-07					
		2007-08	13/03/08	29/03/2008	28/03/2008, 29/03/2008	3/5/2008	3/5/2008
		2008-09	29/03/2009	29/03/2009	30/03/2009	14/07/2009	14/07/2009
		2009-10	10/12/2009	31/3/2010	2/01/2010, 2/07/2010	13/1/2010, 5/2/2010	13/1/2010, 5/2/2010
		2010-11	3/9/2010	31/3/2011	23-9-2010 / 31-3-2011	30/9/2010, 9/04/2011	30/9/2010, 9/04/2011
	Bhagalpur	2006-07					
		2007-08	14/01/2008				
		2008-09	28/01/2009			20-05-2009	20-05-2009
		2009-10	9/12/2009			1/1/2010	1/1/2010
	Gaya	2010-11	6/8/2010	30-3-2011		12/5/2011	12/5/2011
		2006-07					
		2007-08	14-3-2007	28-03-2007	30-03-2008	15-05-2008	15-05-2008
		2008-09	28-03-2008	28-03-2008	30-03-2009	5/6/2009	5/6/2009
		2009-10	11/12/2009	1/12/2010	23-12-2009	8/1/2010	8/1/2010
	Purnea	2010-11	2/12/2010	31-03-2011	31-03-2011	19-12-10 / 14-1-2011 / 17-03-2011	
		2006-07					
		2007-08	26-03-08	31-3--2009		27--04-2008 / 25-08-2009	5-4-2008 / 25-8--2009 / 27-4-2008
		2008-09	31-3-2009	20-3-2009		28-05-2009	25-5-2009
		2009-10	14--1-2010	26-3-10		23-1-2010 / 13-05-2010	23-1--2010 / 13-5-2010
Chhattisgarh	Bastar	2010-11	11/11/2010	31-3-2011		8-11-2010 / 19-8-2011	8-11-2010 / 19-8-2011
		2006-07					
		2007-08	6/12/2007	20/1/2008	16/1/2008, 07.03.2008, 16.02.2009	14/2/2008	14/2/2008
		2008-09	23/2/2009		17/3/2009,	28/3/2009	9/7/2009
		2009-10	17/11/2009	4/2/2010	9/12/2009, 12.03.2010	21/12/2009	3/3/2010
	Sarguja	2010-11	26/7/2010	23/3/2011	11/10/2010, 30/3/2011, 13/5/2011	21/2/2011	19/11/2011
		2006-07					
		2007-08			23.01.2008, 15/3/2008	30/4/2008	3/5/2008
		2008-09			24/3/2009	25/4/2009	6/6/2009
		2009-10	12/12/2009	29/4/2010	12/12/2009	31/12/2010	31/12/2010
		2010-11	13/10/2010	28.3.2011, 31.3.11	3/8/2011	29/10/2011	29/10/2011

State	District	Year	Ist Installment received by the State from the Centre	IInd Installment received by the State from the Centre	Date of 1 st Installment Received by District	Date transferred to ULB	Date Transferred to GP
Haryana	Sirsa	2006-07				7/4/2008	5/3/2009
		2007-08	20/12/07	31/3/08	10/1/2008, 04/03/09	21/5/2009, 29/05/09	14/05/2009, 15/5/2009
		2008-09	4/5/2009		15/3/2009	18/2/2010, 30/08/10	1/2/2010, 30/08/10
		2009-10	31/2/2009	10/8/2010	5/1/2010, 29/08/10	8/9/2010	12/1/2010
		2010-11			31/8/2010, 03/02/10	7/2/2010	12/2/201
J&K	Poonchh	2006-07					
		2007-08					
		2008-09					
		2009-10					
		2010-11			12/11/2010		8/3/2011, 10/3/2011, 11/3/2011, 18/3/2011
Jharkhand	Hazaribag	2006-07					
		2007-08					
		2008-09	29/10/2008		29/10/2008		
		2009-10	3/3/2010		3/3/2010		
		2010-11	29/9/2010	26/3/2011	29/9/2010 ,26/3/2011		
	Lohardaga	2006-07					
		2007-08	29/10/08	10/8/2009			
		2008-09					
		2009-10	30/03/10				
		2010-11	29/09/10	30/03/11			
Karnataka	Chitra Durga	2006-07			10/2/2008 ,13/7/2009	27/5/2008 ,12/1/2009, 6/6/2009	
		2007-08					
		2008-09					
		2009-10			30/11/2009 to 5/10/2010,	17/12/2009 , 12/10/2011	
		2010-11			5/01/2010 to 29/3/2011	10/11/2010 ,6/4/2011	

State	District	Year	Ist Installment received by the State from the Centre	IInd Installment received by the State from the Centre	Date of 1 st Installment Received by District	Date transferred to ULB	Date Transferred to GP
Madhya Pradesh	Balaghat	2006-07	3/5/2007	16/7/2008	3/5/2001, 16/7/2008	12/7/2007, 16/7/2008	12/7/2007, 16/7/2008
		2007-08	12/12/2007	20/1/2009	12/12/2007, 20/1/2009	12/12/2007, 20/1/2009	12/12/2007, 20/1/2009
		2008-09	17/4/2008, 2/9/2008	18/8/2008	17/4/2008, 02/09/08, 18/08/09	17/4/2008, 02/09/08, 18/08/09	17/4/2008, 02/09/08, 18/08/09
		2009-10	2/12/2009	2/12/2009	2/12/2009	2/12/2009	2/12/2009
		2010-11	1/10/2010	4/7/2011	1/10/2010, 4/7/2011	1/10/2010, 4/7/2011	1/10/2010, 4/7/2011
	Panna	2006-07	23/3/2007		23/3/2007	23/3/2007	23/3/2007
		2007-08	12/11/2007	11/11/2008	12/11/2007	12/11/2007	12/11/2007
		2008-09	31/12/2008		31/12/2008	31/12/2008	31/12/2008
		2009-10	19/11/2009	21/9/2010	19/11/2009	19/11/2009	19/11/2009
		2010-11	27/10/2010	25/4/2010	27/10/2010	27/10/2010	27/10/2010
Odisha	Deogarh	2006-07	15/6/2007		6/11/200	31/12/2007	31/12/200
		2007-08	8/3/2008	8/3/2008	11/3/2008 to 22/4/2009	8/4/2007 to 9/6/2009	11/3/2008
		2008-09	31/3/2009		22/4/2009	9/6/2009	9/6/2009
		2009-10	24/12/2009	25/5/2001	1/2/2010 to 5/2/2010	20/3/2010	4/2/2010
		2010-11	6/7/2011	3/1/2001	7/8/2010 to 17/1/2011	18/8/2010	1/8/2010
	Dhenkanal	2006-07	30/10/2007	2/3/2009	30/10/2007, 02/03/2009	8/11/2007	
		2007-08	7/7/2009		7/7/2009	18/8/2009	
		2008-09					
		2009-10	18/2/2010	13/9/2010	18/2/2010 & 13/9/2010	19/2/2010, 27/9/2010	
		2010-11	1/7/2010	17/1/2011	1/7/2010 & 17/1/2011	16/7/2010, 20/1/2011	
	Malkagiri	2006-07					
		2007-08			6/12/2007	15/3/2008	15/3/2008
		2008-09			21/12/2009	25/3/2008	25/3/2008
		2009-10			24/12/2009	13/01/2010	13/1/2010
		2010-11			29/12/2010	15/2/2011	15/2/2011
Rajasthan	Jhalauwar	2006-07					
		2007-08	10/3/2008	24/3/2009			
		2008-09	8/6/2009	3/8/2009			
		2009-10	2/2/2010				
		2010-11	29/7/2010	13/1/2011			
	Sawai Madhopur	2006-07					
		2007-08	28/7/2007				
		2008-09	13/5/2008				
		2009-10	2/6/2009, 3/8/09	2/2/2010			
		2010-11	31/8/2010	8/1/2011			

State	District	Year	Ist Installment received by the State from the Centre	IInd Installment received by the State from the Centre	Date of 1 st Installment Received by District	Date transferred to ULB	Date Transferred to GP
Tamil Nadu	Villupuram	2006-07					
		2007-08	28/7/2009		28/7/2009	28/7/2009	28/7/2009
		2008-09					
		2009-10	30/1/2010		30/1/2010	2/2/2010	2/2/2010
		2010-11	11/11/2011	25/1/2011	11/11/2010	15/11/2010	15/11/2010
Tripura	Dhalai	2006-07					
		2007-08					
		2008-09	5/3/2009		5/3/2009	24/3/2009	24/3/2009
		2009-10	3/2/2010		3/2/2010	9/3/2010	9/3/2010
		2010-11	21/9/2010	24/3/2011	13/10/2010	25/10/2010	25/10/2010
Uttar Pradesh	Jalaun	2006-07					
		2007-08					
		2008-09	11/12/2008		11/12/2008	28/5/2009	11/12/2008, 28/05/2008
		2009-10	24/11/2009		24/11/2009		05/03/2010, 18/3/2010
		2010-11	28/7/2010	9/8/2010	28/7/2010, 9/8/2010		16/9/2010, 15/11/2010, 10/12/2010, 13/12/2010
	Ambedkar Nagar	2006-07					
		2007-08					
		2008-09	11/12/2008		14/1/2009	4/3/2009	4/3/2009
		2009-10	6/11/2009		16/1/2010		29/1/2010
		2010-11	23/6/2010	20/7/2010	3/8/2010, 15/10/2010	17/8/2010, 3/11/2010	2/2/2011, 29/3/2011
	Lalit Pur	2006-07					
		2007-08					
		2008-09	11/12/2008		11/12/2008	5/1/2009	1/4/2009, 26/11/2009
		2009-10	24/11/2009		10/12/2009	21/1/2010	23/4/2010
		2010-11	9/8/2010	1/9/2010	16/8/2010, 24/9/2010	30/8/2010	24/1/2011
	Sonbhadra	2006-07					
		2007-08					
		2008-09	2/3/2009			2/3/2009	22/07/2009
		2009-10	11/1/2010	6/2/2010	11/1/2010, 6/2/2010	6/2/2010	
		2010-11	11/1/2010	26/2/2010	19/8/2010, 14/2/2011	2/11/2010	16/3/2011
West Bengal	Birbhum	2006-07					
		2007-08	7/3/2008	30/03/09	16/03/08/10/04/09	30/03/08/10/05/09	27/03/08/02/05/09
		2008-09	5/5/2009		15/05/09	7/6/2009	1/6/2009
		2009-10	17/12/09	13/04/10	28/12/09/24/04/10	18/01/10/11/05/10	12/01/10/04/05/10
		2010-11	23/07/10	12/4/2010	31/07/10/26/04/11	25/08/10/10/05/11	18/08/10/05/05/11
	Paschim Medinipur	2006-07					
		2007-08	28/02/2008	30/03/2009			
		2008-09	5/5/2009				
		2009-10	10/12/2009				
		2010-11	13/07/2010	12/4/2011			

Annexure table 5.1 : Literacy Rate in BRGF District & States (In %)

Regions	State	District	Literacy Rate 2011 Census									Literacy Rate 2001 Census								
			Rural			Urban			Total			Rural			Urban			Total		
			Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
Central and West	Chattisgarh	Bastar	49.8	60.7	39.3	54.4	64.8	44.3	81.7	88.6	74.7	39.6	52.4	27.0	80.5	88.5	72.1	43.9	56.3	31.6
		Surguja	57.1	67.0	47.0	60.0	69.5	50.3	84.5	90.1	78.6	52.4	65.6	38.8	84.7	91.6	77.1	54.8	67.6	41.6
		State Total	66.0	77.0	55.1	70.3	80.3	60.2	84.0	90.6	77.2	60.5	74.1	47.0	80.6	89.4	71.1	64.7	77.4	51.9
	Madhya Pradesh	Balaghat	75.6	84.3	67.1	77.1	85.4	69.0	85.7	91.3	80.2	66.7	79.1	54.7	82.1	90.1	74.0	68.7	80.6	57.2
		Panna	62.6	72.4	51.8	64.8	74.1	54.4	79.6	85.9	72.5	59.1	71.6	45.1	76.4	84.9	66.7	61.4	73.3	48.0
		State Total	63.9	74.7	52.4	69.3	78.7	59.2	82.8	88.7	76.5	57.8	71.7	42.8	79.4	87.4	70.5	63.7	76.1	50.3
	Rajasthan	Jhalawar	57.6	73.0	41.5	81.1	89.5	72.1	61.5	75.8	46.5	53.5	70.5	35.3	79.3	89.5	68.2	57.3	73.3	40.0
		Sawai Madhopur	61.9	79.4	42.4	79.0	89.8	67.2	65.4	81.5	47.5	52.6	73.1	29.5	73.3	86.5	58.4	56.7	75.7	35.2
		State Total	61.4	76.2	45.8	79.7	87.9	70.7	66.1	79.2	52.1	55.3	72.2	37.3	76.2	86.5	64.7	60.4	75.7	43.9
	Surveyed District		60.8	72.5	48.8	65.3	74.7	55.8	68.1	81.1	54.2	53.9	68.3	38.9	79.2	88.6	69.0	57.0	70.9	42.6
	Region State Total		63.2	75.7	50.1	71.1	80.5	61.2	70.9	82.0	59.0	57.2	72.3	41.2	78.3	87.3	68.3	62.5	76.1	47.9
East	Bihar	Aurangabad	69.4	79.6	58.4	70.3	80.1	59.7	79.1	85.0	72.5	55.5	70.0	39.9	73.5	82.4	63.4	57.0	71.1	41.9
		Bhagalpur	59.8	67.6	50.9	63.1	70.3	54.9	75.9	80.7	70.3	44.4	54.8	32.1	70.7	77.3	62.9	49.5	59.2	38.1
		Gaya	61.0	71.3	50.0	63.7	73.3	53.3	80.2	85.4	74.4	46.2	59.7	31.8	75.7	83.4	66.7	50.4	63.3	36.7
		Purnia	48.4	56.7	39.3	51.1	59.1	42.3	72.7	77.8	67.1	31.4	42.2	19.6	70.9	78.2	62.1	35.1	45.6	23.4
		State Total	59.8	69.7	49.0	61.8	71.2	51.5	76.9	82.6	70.5	43.9	57.1	29.6	71.9	79.9	62.6	47.0	59.7	33.1
	Jharkhand	Hazaribagh	66.6	77.9	54.9	69.8	80.0	59.0	85.5	90.6	79.9	50.9	66.6	35.2	78.9	86.7	69.3	57.7	71.8	42.9
		Lohardaga	65.0	75.5	54.3	67.6	77.4	57.7	85.4	89.8	80.7	49.0	63.9	34.1	82.9	88.8	76.6	53.6	67.3	39.6
		State Total	61.1	72.9	48.9	66.4	76.8	55.4	82.3	88.4	75.5	45.7	60.9	29.9	79.1	87.0	70.0	53.6	67.3	38.9
	Odisha	Debagarh	71.7	81.3	62.0	72.6	81.9	63.0	83.4	89.1	77.3	59.0	72.4	45.6	76.3	84.1	67.7	60.4	73.3	47.2
		Dhenkanal	77.6	85.4	69.5	78.8	86.2	71.0	89.3	93.3	84.9	68.0	79.5	56.1	84.1	90.8	76.7	69.4	80.6	57.9
		Malkangiri	46.1	56.7	36.0	48.5	59.1	38.3	74.5	83.4	64.9	27.9	37.4	18.4	65.3	74.9	54.9	30.5	40.1	20.9
		State Total	70.2	79.6	60.7	72.9	81.6	64.0	85.7	90.7	80.4	59.8	72.9	46.7	80.8	87.9	72.9	63.1	75.3	50.5
	West Bengal	Birbhum	69.1	75.6	62.3	70.7	76.9	64.1	81.1	86.0	76.0	59.9	69.5	49.7	77.7	84.7	70.2	61.5	70.9	51.6
		Paschim Medinipur	76.9	84.5	68.9	78.0	85.3	70.5	86.0	90.4	81.3	73.9	84.4	63.1	82.9	89.4	75.9	74.9	84.9	64.4
		State Total	72.1	78.4	65.5	76.3	81.7	70.5	84.8	88.4	81.0	63.4	73.1	53.2	81.2	86.1	75.7	68.6	77.0	59.6
	Surveyed District		66.0	74.5	56.9	67.9	76.0	59.3	80.8	85.7	75.5	58.3	69.7	46.2	77.7	84.8	69.7	60.7	71.6	49.0
	Region State Total		65.4	74.3	56.0	69.2	77.2	60.7	83.0	87.5	78.1	53.2	65.4	40.3	79.1	85.3	72.1	58.3	69.5	46.4

Source: Census of India

(Contd... Annex 5.1)

Regions	State	District	Litracy Rate 2011 Census									Litracy Rate 2001 Census								
			Rural			Urban			Total			Rural			Urban			Total		
			Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
North	Haryana	Sirsa	65.4	73.8	56.1	68.8	76.4	60.4	79.2	84.4	73.4	55.8	66.3	44.1	73.6	80.3	66.1	60.6	70.1	49.9
		State Total	71.4	81.6	60.0	75.6	84.1	65.9	83.1	88.6	76.9	63.2	75.4	49.3	79.2	85.8	71.3	67.9	78.5	55.7
	Jammu & Kashmir	Punch	64.7	77.2	50.9	66.7	78.8	53.2	88.3	94.2	80.2	48.4	62.7	33.0	88.0	93.5	80.6	51.2	65.0	36.0
		State Total	63.2	73.8	51.6	67.2	76.8	56.4	77.1	83.9	69.0	49.8	61.7	36.7	71.9	80.0	62.0	55.5	66.6	43.0
	Uttar Pradesh	Ambedkar Nagar	71.6	81.5	61.6	72.2	81.7	62.7	76.9	82.5	70.8	57.0	70.5	43.4	72.5	79.4	65.1	58.4	71.4	45.3
		Jalaun	72.4	83.2	59.8	73.7	83.5	62.5	77.6	84.2	70.1	62.2	76.4	45.3	71.7	80.6	61.6	64.5	77.4	49.2
		Lalitpur	60.4	72.6	46.8	63.5	75.0	50.8	81.2	88.2	73.5	44.8	60.1	27.2	75.1	84.8	64.3	49.5	63.8	33.0
		Sonbhadra	59.6	71.4	46.9	64.0	74.9	52.1	84.3	90.7	76.9	40.7	55.6	24.2	82.7	90.6	73.0	49.2	62.9	33.7
		State Total	65.5	76.3	53.7	67.7	77.3	57.2	75.1	80.4	69.2	52.5	66.6	36.9	69.8	76.8	61.7	56.3	68.8	42.2
		Surveyed District	66.5	77.2	55.0	68.9	78.8	58.1	79.8	86.0	72.9	52.7	66.4	37.6	75.4	83.4	66.2	56.7	69.5	42.5
		Region State Total	65.9	76.7	54.1	68.5	78.0	58.1	76.5	82.0	70.4	53.5	67.2	38.1	71.2	78.3	63.1	57.5	69.8	43.7
North East	Arunachal Pradesh	Upper Subansiri	60.7	66.7	54.8	63.8	70.0	57.6	79.5	86.0	72.4	41.5	50.5	32.5	72.5	80.5	63.0	50.3	59.5	40.7
		State Total	59.9	67.4	52.0	65.4	72.6	57.7	82.9	88.4	76.7	47.8	57.7	36.9	78.3	85.2	69.5	54.3	63.8	43.5
	Assam	Lakhimpur	76.2	82.8	69.4	77.2	83.5	70.7	86.9	90.5	83.1	67.6	76.4	58.4	79.8	84.6	74.5	68.6	77.1	59.6
		North Cachar Hills (Dima Hasao)	71.1	77.9	64.0	77.5	83.3	71.3	92.2	95.4	88.7	57.6	66.9	47.4	88.1	92.4	82.6	67.6	75.7	58.4
		State Total	69.3	75.4	63.0	72.2	77.8	66.3	88.5	91.8	84.9	59.7	68.2	50.7	85.3	89.7	80.2	63.3	71.3	54.6
	Tripura	Dhalai	84.5	90.6	78.1	85.7	91.3	79.8	95.4	97.3	93.4	59.1	68.6	48.9	87.2	91.8	81.9	60.9	70.2	51.0
		State Total	84.9	90.1	79.5	87.2	91.5	82.7	93.5	95.5	91.4	69.7	78.4	60.5	89.2	93.2	85.0	73.2	81.0	64.9
		Surveyed District	76.8	83.3	70.1	78.5	84.6	72.1	89.7	93.0	86.1	63.9	72.9	54.4	83.2	88.1	77.3	66.1	74.7	56.9
		Region State Total	70.4	76.5	64.1	73.5	79.1	67.7	89.0	92.2	85.6	60.4	68.9	51.3	85.5	89.9	80.4	64.0	72.1	55.4
South	Andhra Pradesh	Khammam	59.8	67.7	51.9	64.8	72.3	57.4	81.3	87.3	75.4	51.6	61.3	41.7	77.6	85.1	69.9	56.9	66.1	47.4
		Warangal	58.8	69.0	48.7	65.1	74.6	55.7	81.0	88.5	73.5	51.7	64.1	39.1	79.2	88.5	69.6	57.1	68.9	45.1
		State Total	60.4	69.4	51.5	67.0	74.9	59.1	80.1	85.8	74.4	54.5	65.4	43.5	76.1	83.2	68.7	60.5	70.3	50.4
	Karnataka	Chitradurga	70.7	79.2	61.9	73.7	81.4	65.9	85.9	90.2	81.5	60.7	71.8	49.1	81.1	87.2	74.7	64.5	74.7	53.8
		State Total	68.7	77.6	59.7	75.4	82.5	68.1	85.8	90.0	81.4	59.3	70.4	48.0	80.6	86.7	74.1	66.6	76.1	56.9
	Tamil Nadu	Viluppuram	69.6	78.8	60.3	71.9	80.5	63.2	84.7	90.7	78.8	61.0	72.8	49.0	80.3	88.2	72.2	63.8	75.1	52.4
		State Total	73.5	82.0	65.0	80.1	86.8	73.4	87.0	91.8	82.3	66.2	77.1	55.3	82.5	89.0	76.0	73.5	82.4	64.4
		Surveyed District	64.3	73.4	55.2	68.3	76.8	59.8	82.5	88.9	76.2	55.8	67.2	44.2	79.3	87.3	71.0	60.1	70.8	49.1
		Region State Total	66.5	75.3	57.7	73.7	81.0	66.4	84.4	89.4	79.5	59.2	70.1	48.1	80.0	86.5	73.2	66.5	75.9	56.8

Source: Census of India

Annexure table 5.2: Work Participation Rate of Main Worker (in %)

Regions	State	District	Main Worker WPR 2011 Census									Main Worker WPR 2001 Census								
			Rural			Urban			Total			Rural			Urban			Total		
			Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
Central and West	Chattisgarh	Bastar	27.2	39.9	14.9	27.9	41.2	14.9	32.7	49.6	15.4	31.6	46.0	17.4	27.4	44.1	10.1	31.2	45.8	16.7
		Surguja	26.2	37.9	14.4	26.4	38.6	13.9	27.7	44.3	9.9	31.0	46.3	15.4	25.9	43.2	6.7	30.7	46.1	14.9
		State Total	32.5	42.0	22.9	32.3	43.6	20.8	31.6	48.9	13.5	35.3	45.5	25.3	28.0	44.6	10.2	33.9	45.3	22.3
	Madhya Pradesh	Balaghat	31.4	39.3	23.8	31.2	40.2	22.4	29.6	45.5	13.7	33.8	43.3	24.6	26.8	41.9	11.2	32.9	43.1	22.9
		Panna	27.4	38.3	15.4	27.2	38.5	14.8	25.6	39.7	9.9	31.3	44.2	16.9	25.2	39.8	8.8	30.5	43.7	15.9
		State Total	31.8	42.3	20.6	31.3	43.5	18.1	29.8	46.6	11.4	33.3	45.1	20.6	27.1	43.6	8.7	31.7	44.7	17.5
	Rajasthan	Jhalawar	34.8	46.7	22.2	28.0	46.3	8.4	33.7	46.7	20.0	35.1	48.3	21.0	26.0	44.3	5.8	33.8	47.7	18.8
		Sawai Madhopur	33.0	41.0	24.0	24.8	41.1	6.9	31.3	41.0	20.6	35.3	43.6	26.0	22.3	37.7	5.1	32.8	42.5	22.0
		State Total	31.4	41.6	20.5	28.7	46.8	8.7	30.7	42.9	17.6	32.3	43.6	20.1	26.3	43.9	6.5	30.9	43.6	17.0
	Surveyed District		29.7	40.2	18.8	28.0	39.8	15.9	31.8	44.2	18.5	32.8	45.4	19.8	25.4	41.6	7.8	31.9	45.0	18.4
	Region State Total		31.8	41.9	21.0	31.1	44.0	17.4	30.6	44.0	16.1	33.2	44.5	21.1	26.9	43.8	8.0	31.7	44.4	18.0
East	Bihar	Aurangabad	18.8	28.6	8.2	18.9	29.0	8.0	20.3	33.0	6.3	24.0	38.1	9.0	19.9	34.2	4.0	23.7	37.8	8.6
		Bhagalpur	16.3	25.6	5.6	17.6	28.0	5.8	22.9	37.4	6.5	24.5	38.0	9.0	21.7	36.7	4.4	24.0	37.8	8.2
		Gaya	23.0	31.9	13.6	22.9	32.4	12.8	22.5	35.7	7.9	29.8	42.3	16.5	21.6	35.9	5.2	28.6	41.4	15.0
		Purnia	23.9	35.1	11.7	23.8	35.3	11.2	22.9	37.4	6.8	31.5	47.2	14.4	23.3	38.8	5.1	30.8	46.4	13.6
		State Total	20.3	31.2	8.4	20.5	31.8	8.2	22.4	36.8	6.4	25.7	40.8	9.4	22.3	37.7	4.7	25.4	40.5	8.9
	Jharkhand	Hazaribagh	18.0	27.5	8.1	18.9	29.4	7.7	23.3	39.4	5.6	23.4	37.0	9.7	23.3	39.3	3.9	23.4	37.6	8.4
		Lohardaga	22.1	29.4	14.8	22.3	30.5	14.0	23.6	38.3	8.3	28.7	38.0	19.2	21.0	35.2	5.7	27.7	37.6	17.5
		State Total	19.5	27.9	10.8	20.7	30.9	9.9	24.4	40.2	6.9	24.4	36.7	11.5	22.4	37.8	4.6	23.9	37.0	10.1
	Odisha	Debagarh	26.5	37.1	15.7	26.7	37.7	15.4	29.0	45.5	11.4	25.4	39.3	11.3	26.2	42.9	7.8	25.5	39.6	11.1
		Dhenkanal	22.9	39.4	5.4	23.3	40.0	5.5	26.9	45.5	6.6	24.5	42.7	5.6	25.2	43.4	5.0	24.5	42.8	5.6
		Malkangiri	29.0	42.9	15.4	29.2	43.4	15.2	31.9	49.3	13.1	30.8	45.5	16.2	27.6	45.1	8.9	30.6	45.4	15.7
		State Total	24.7	40.1	9.1	25.5	41.5	9.2	29.8	48.2	9.9	25.8	42.4	9.0	27.5	45.6	7.3	26.1	42.9	8.7
	West Bengal	Birbhum	25.3	42.9	6.9	26.1	43.9	7.4	31.0	50.3	11.0	27.4	45.9	7.9	29.3	48.2	9.4	27.6	46.1	8.1
		Paschim Medinipur	25.1	40.8	8.8	25.5	41.6	8.9	28.7	47.6	9.3	26.2	43.4	8.3	27.1	45.4	7.4	26.3	43.6	8.2
		State Total	26.5	44.0	8.1	28.1	46.3	9.0	31.6	51.2	10.9	27.9	45.8	9.1	30.8	50.2	9.2	28.7	47.0	9.1
	Surveyed District		22.6	35.0	9.5	23.0	35.8	9.3	25.3	41.2	8.0	26.8	42.5	10.3	24.3	40.8	5.9	26.5	42.3	9.8
	Region State Total		22.7	35.9	8.7	23.9	38.1	8.8	28.4	46.2	9.3	26.3	42.2	9.5	27.5	45.2	7.4	26.5	42.8	9.1

Source: Census of India

(Contd. Annex 5.2)

Regions	State	District	Main Worker WPR 2011 Census									Main Worker WPR 2001 Census								
			Rural			Urban			Total			Rural			Urban			Total		
			Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
North	Haryana	Sirsa	31.4	48.6	12.2	30.8	48.4	11.2	29.1	48.0	8.1	34.2	47.0	19.7	28.1	46.7	6.9	32.6	46.9	16.3
		State Total	26.9	41.9	9.9	27.7	43.4	9.7	29.2	46.3	9.5	30.1	42.5	15.7	28.2	45.5	7.7	29.5	43.4	13.4
	Jammu & Kashmir	Punch	14.0	23.0	4.1	15.4	25.1	4.5	30.5	46.1	9.5	22.6	36.2	8.0	31.8	47.6	10.7	23.2	37.0	8.2
		State Total	18.3	30.4	5.0	21.1	34.7	5.7	28.4	45.7	7.8	24.4	39.2	8.3	29.6	48.2	7.0	25.7	41.5	8.0
	Uttar Pradesh	Ambedkar Nagar	18.0	27.8	7.9	18.4	28.8	7.7	21.6	36.2	6.0	21.6	35.0	8.1	23.6	41.6	4.1	21.8	35.6	7.7
		Jalaun	25.6	40.3	8.4	24.9	39.7	7.7	22.8	38.0	5.5	25.1	40.9	6.3	22.5	38.5	4.0	24.5	40.4	5.8
		Lalitpur	29.9	43.9	14.4	29.2	43.4	13.5	25.4	41.0	8.3	30.2	46.7	11.4	25.8	42.7	6.9	29.6	46.2	10.8
		Sonbhadra	20.8	28.1	12.8	21.3	30.2	11.6	24.1	40.2	5.7	24.8	37.3	11.2	23.7	41.0	2.9	24.6	38.0	9.7
		State Total	21.6	34.3	7.7	22.3	35.8	7.6	24.9	40.9	7.1	23.7	39.0	6.8	23.4	40.0	4.5	23.7	39.2	6.4
	Surveyed District		23.1	34.9	10.3	23.3	35.9	9.6	24.6	40.7	6.6	25.8	39.9	10.3	24.8	42.0	4.9	25.6	40.3	9.4
	Region State Total		21.9	34.8	7.8	22.8	36.6	7.7	25.8	42.1	7.5	24.4	39.4	7.7	24.5	41.3	5.1	24.4	39.8	7.2
North East	Arunachal Pradesh	Upper Subansiri	31.7	34.1	29.2	30.8	34.8	26.8	26.4	38.1	13.9	41.5	43.1	39.9	29.4	42.0	15.1	38.1	42.8	33.1
		State Total	35.4	41.0	29.5	34.6	42.2	26.5	31.9	46.0	16.2	39.1	45.6	32.0	32.9	48.1	14.3	37.8	46.1	28.5
	Assam	Lakhimpur	26.8	41.4	11.7	27.2	42.3	11.7	31.8	51.2	11.2	32.3	44.4	19.8	33.3	52.0	12.0	32.4	44.9	19.2
		North Cachar Hills (Dima Hasao)	31.7	43.2	19.6	31.9	45.0	17.9	32.4	49.1	13.6	29.0	42.1	14.8	29.8	45.3	10.6	29.3	43.2	13.5
		State Total	27.3	43.0	10.9	27.8	44.1	10.8	31.3	51.1	10.4	26.1	41.3	10.0	30.9	50.2	8.8	26.7	42.5	9.8
	Tripura	Dhalai	28.2	44.8	10.7	28.6	45.7	10.6	31.8	53.1	9.3	30.0	45.6	13.4	31.1	51.2	8.5	30.1	45.9	13.1
		State Total	28.6	45.9	10.5	29.3	47.4	10.5	31.2	51.5	10.5	28.2	44.4	11.0	30.1	48.8	10.7	28.5	45.2	10.9
	Surveyed District		27.8	42.0	13.1	28.3	43.0	12.9	31.6	50.1	11.7	31.8	44.4	18.5	31.3	48.4	11.4	31.7	44.8	17.7
	Region State Total		27.7	43.2	11.5	28.2	44.4	11.4	31.3	50.8	10.7	26.7	41.7	10.8	30.9	49.9	9.3	27.3	42.9	10.6
South	Andhra Pradesh	Khammam	47.1	52.9	41.3	43.5	52.0	35.1	31.5	48.7	14.7	43.5	52.2	34.7	27.2	44.9	9.1	40.3	50.7	29.6
		Warangal	44.8	50.0	39.7	41.1	49.2	32.9	31.5	47.3	15.4	41.8	49.4	34.1	28.9	44.6	12.7	39.4	48.5	30.0
		State Total	42.8	51.6	34.0	39.1	50.6	27.5	31.5	48.4	14.4	41.5	51.8	31.0	29.1	47.1	10.5	38.1	50.5	25.4
	Karnataka	Chitradurga	42.1	53.3	30.6	40.2	52.8	27.3	32.6	50.7	14.3	39.7	51.9	26.8	30.2	49.4	10.0	37.9	51.5	23.8
		State Total	40.2	52.8	27.3	38.3	52.8	23.4	35.3	52.7	17.2	38.6	52.1	24.8	32.9	50.8	13.8	36.6	51.7	21.1
	Tamil Nadu	Viluppuram	37.6	46.2	28.9	36.5	46.3	26.4	30.0	47.1	13.0	39.3	49.3	29.1	30.4	48.8	11.8	38.0	49.2	26.6
		State Total	41.2	51.1	31.2	38.7	52.5	24.9	36.1	53.9	18.3	40.9	51.6	30.2	34.4	52.4	16.2	38.1	51.9	24.0
	Surveyed District		42.6	49.9	35.2	40.1	49.5	30.7	31.3	48.1	14.6	41.2	50.4	31.7	29.0	46.4	11.1	39.0	49.7	28.0
	Region State Total		41.6	51.8	31.3	38.7	51.8	25.5	34.4	51.8	16.7	40.5	51.8	29.0	32.3	50.3	13.8	37.7	51.3	23.8

Source: Census of India

Annexure table 5.3 : Households Not Having Latrine and Drainage Facility (In %)

Regions	State	District	Not having latrine						No drainage					
			Census 2011			Census 2001			Census 2011			Census 2001		
			Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total
Central and West	Chattisgarh	Bastar	86.1	39.0	79.7	95.3	43.8	90.0	95.7	37.5	87.8	91.4	37.5	85.8
		Surguja	78.5	38.7	74.9	95.7	35.8	92.1	82.6	41.0	78.8	79.3	43.2	77.1
		State Total	85.5	39.8	75.4	94.8	47.4	85.8	88.5	31.1	75.8	88.7	37.0	78.9
	Madhya Pradesh	Balaghat	88.3	36.9	81.4	92.3	47.7	86.8	83.2	41.5	77.6	86.5	48.9	81.8
		Panna	95.0	46.2	89.8	94.5	48.0	88.9	86.4	33.2	80.8	89.4	48.1	84.5
		State Total	86.9	25.8	71.2	91.1	32.3	76.0	74.7	17.7	60.1	80.2	24.1	65.8
	Rajasthan	Jhalawar	92.8	33.1	83.4	93.0	34.2	84.7	64.8	13.5	56.7	72.7	17.4	64.8
		Sawai Madhopur	91.2	27.8	79.3	90.6	31.1	79.0	78.6	20.9	67.8	78.1	24.7	67.7
		State Total	80.4	18.0	65.0	85.4	23.9	71.0	73.0	14.0	58.5	76.8	19.8	63.5
	Surveyed District		87.0	36.1	80.4	93.9	40.0	87.7	82.3	31.4	75.6	83.0	36.2	77.6
	Region State Total		84.2	25.0	69.6	89.6	31.2	75.8	76.5	18.3	62.1	80.4	24.2	67.1
East	Bihar	Aurangabad	82.8	32.0	78.2	83.7	37.7	80.1	27.3	13.7	26.1	25.9	18.7	25.3
		Bhagalpur	74.9	28.3	66.3	81.9	24.6	72.4	65.4	23.4	57.6	72.1	24.5	64.2
		Gaya	83.5	22.2	75.8	84.7	22.9	77.0	41.6	11.8	37.8	41.7	15.9	38.5
		Purnia	91.4	40.9	86.3	91.6	36.6	87.5	81.5	55.4	78.9	89.4	67.1	87.8
		State Total	82.4	31.0	76.9	86.1	30.3	80.8	61.1	28.6	57.7	65.1	31.4	62.0
	Jharkhand	Hazaribagh	90.7	26.5	80.4	91.6	31.5	77.0	72.4	31.4	65.9	71.9	26.2	60.8
		Lohardaga	92.7	29.5	85.1	94.5	40.3	88.5	85.1	49.2	80.8	83.8	50.4	80.2
		State Total	92.4	32.8	78.0	93.4	33.3	80.3	83.7	29.2	70.5	82.3	27.6	70.4
	Odisha	Debagarh	94.1	48.7	90.8	94.9	52.5	92.0	94.3	52.7	91.3	93.6	57.6	91.1
		Dhenkanal	85.8	40.2	81.7	91.8	44.3	87.9	93.0	54.7	89.5	88.5	52.8	85.6
		Malkangiri	94.0	52.3	90.7	95.9	55.9	93.2	93.0	60.8	90.4	91.8	57.2	89.5
		State Total	85.9	35.2	78.0	92.3	40.3	85.1	88.1	41.0	80.7	85.1	42.5	79.3
	West Bengal	Birbhum	81.3	38.4	75.9	88.4	38.6	83.9	81.3	38.2	75.9	69.4	38.6	66.6
		Paschim Medinipur	58.1	22.8	53.9	73.8	27.8	68.9	92.4	39.9	86.0	91.3	49.2	86.8
		State Total	53.3	15.0	41.2	73.1	15.2	56.3	84.7	33.2	68.4	84.1	32.9	69.2
	Surveyed District		78.2	30.2	72.3	82.9	30.7	76.9	73.8	33.9	68.9	76.3	37.8	71.9
	Region State Total		74.9	22.9	64.1	83.9	23.5	72.5	76.1	32.9	67.1	77.1	33.2	68.8

Source: Census of India

(Contd. Annex 5.3)

Regions	State	District	Not having latrine						No drainage					
			Census 2011			Census 2001			Census 2011			Census 2001		
			Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total
North	Haryana	Sirsa	12.5	4.1	10.3	30.2	11.8	25.2	37.3	8.8	30.0	54.3	14.8	43.6
		State Total	43.9	10.1	31.4	71.3	19.3	55.5	17.2	7.8	13.7	28.3	11.6	23.2
	Jammu & Kashmir	Punch	86.3	24.7	81.3	74.6	12.1	70.0	90.9	20.0	85.2	91.9	16.6	86.3
		State Total	61.4	12.5	48.8	58.2	13.1	46.9	64.3	16.9	52.2	73.2	18.2	59.4
	Uttar Pradesh	Ambedkar Nagar	86.1	45.6	81.4	88.6	33.1	84.1	55.7	19.1	51.4	42.7	8.8	39.9
		Jalaun	71.7	24.4	60.1	75.3	25.9	64.6	17.7	6.5	15.0	31.3	9.2	26.5
		Lalitpur	88.0	37.1	80.6	89.4	41.2	82.8	66.5	7.7	58.1	68.4	10.9	60.6
		Sonbhadra	86.3	29.3	75.9	93.0	26.4	78.3	85.9	18.8	73.7	80.3	16.0	66.2
		State Total	78.2	16.9	64.4	80.8	20.0	68.6	38.2	6.6	31.1	35.0	7.6	29.5
	Surveyed District		73.4	25.7	64.9	78.4	24.9	69.0	56.8	12.2	48.9	56.3	12.7	48.7
	Region State Total		74.0	15.4	59.6	78.7	19.5	66.0	37.4	7.4	30.1	36.2	8.9	30.3
North East	Arunachal Pradesh	Upper Subansiri	65.6	14.9	57.2	49.1	12.2	38.9	79.0	22.7	69.7	71.8	25.7	59.1
		State Total	47.3	10.5	38.0	52.7	13.0	43.7	78.1	33.8	66.9	73.9	36.7	65.5
	Assam	Lakhimpur	42.9	5.3	42.0	55.9	3.4	42.3	82.1	66.1	91.3	84.8	73.9	92.2
		North Cachar Hills (Dima Hasao)	46.3	3.4	30.6	46.1	3.6	38.4	94.3	35.5	67.5	94.0	40.6	70.1
		State Total	40.4	6.3	35.1	40.4	5.4	35.4	86.2	43.7	79.6	85.0	47.4	79.6
	Tripura	Dhalai	33.6	3.6	30.0	26.3	1.7	24.6	86.4	63.2	83.6	71.0	67.2	70.8
		State Total	18.5	2.1	14.0	22.1	3.0	18.6	83.8	46.6	73.4	76.3	46.9	70.9
	Surveyed District		43.7	4.9	38.3	42.3	4.1	37.5	90.5	54.5	85.5	86.5	56.2	82.7
	Region State Total		38.5	5.7	32.8	38.8	5.5	33.7	85.7	43.7	78.5	83.7	46.7	78.1
South	Andhra Pradesh	Khammam	62.6	14.6	51.8	81.8	23.2	71.0	73.6	22.9	62.2	74.6	28.7	66.2
		Warangal	70.3	17.6	56.3	85.0	18.8	73.4	75.1	16.3	59.5	73.3	20.7	64.1
		State Total	67.8	13.9	50.4	81.9	21.9	67.0	58.0	11.7	43.1	58.6	17.7	48.4
	Karnataka	Chitradurga	80.9	26.1	69.7	88.9	34.7	78.9	61.7	15.6	52.3	74.7	22.2	65.0
		State Total	71.6	15.1	48.8	82.6	24.8	62.5	57.5	12.4	39.3	64.6	19.0	48.8
	Tamil Nadu	Viluppuram	86.8	34.4	78.9	91.1	47.3	85.3	84.9	36.9	77.7	78.7	39.3	73.5
		State Total	76.8	24.9	51.7	85.6	35.7	64.8	72.8	25.1	49.7	72.6	30.0	54.9
	Surveyed District		74.8	21.2	63.3	86.5	28.8	76.9	76.1	22.2	64.5	75.4	27.4	67.4
	Region State Total		71.5	18.8	50.5	83.2	28.6	65.1	62.3	17.6	44.5	64.2	23.4	50.7

Source: Census of India

Annexure table 5.4: Access to Drinking Water (% of Households)

Regions	State	District	2011 Census						2001 Census					
			Rural		Urban		Total		Rural		Urban		Total	
			Safe	Un-safe	Safe	Un-safe	Safe	Un-safe	Safe	Un-safe	Safe	Un-safe	Safe	Un-safe
Central and West	Chattisgarh	Bastar	89.2	10.8	77.8	22.2	88.2	11.8	78.4	21.6	77.8	22.2	78.3	21.7
		Surguja	63.4	36.6	77.5	22.5	64.1	35.9	35.0	65.0	77.5	22.5	37.6	62.4
		State Total	85.0	15.0	73.6	26.4	83.3	16.7	67.8	32.2	73.6	26.4	68.9	31.1
	Madhya Pradesh	Balaghat	63.5	36.5	80.0	20.0	65.2	34.8	53.4	46.6	80.0	20.0	56.7	43.3
		Panna	64.6	35.4	81.7	18.3	66.1	33.9	48.2	51.8	81.7	18.3	52.2	47.8
		State Total	73.5	26.5	85.3	14.7	75.9	24.1	62.2	37.8	85.3	14.7	68.1	31.9
	Rajasthan	Jhalawar	70.9	29.1	86.0	14.0	72.5	27.5	62.4	37.6	86.0	14.0	65.7	34.3
		Sawai Madhopur	76.7	23.3	71.6	28.4	75.9	24.1	51.2	48.8	71.6	28.4	55.1	44.9
		State Total	72.9	27.1	87.9	12.1	75.7	24.3	60.6	39.4	87.9	12.1	67.0	33.0
	Surveyed District		70.1	29.9	78.8	21.2	70.9	29.1	53.1	46.9	78.8	21.2	56.1	43.9
	Region State Total		75.3	24.7	84.7	15.3	76.7	23.3	62.6	37.4	84.7	15.3	67.8	32.2
East	Bihar	Aurangabad	93.7	6.3	17.7	82.3	89.1	10.9	82.6	17.4	17.7	82.3	77.5	22.5
		Bhagalpur	84.8	15.2	38.8	61.2	78.8	21.2	65.5	34.5	38.8	61.2	61.1	38.9
		Gaya	88.0	12.0	35.0	65.0	82.9	17.1	68.7	31.3	35.0	65.0	64.5	35.5
		Purnia	96.5	3.5	18.0	82.0	91.9	8.1	98.3	1.7	18.0	82.0	92.4	7.6
		State Total	93.9	6.1	40.9	59.1	90.1	9.9	86.2	13.8	40.9	59.1	81.9	18.1
	Jharkhand	Hazaribagh	26.5	73.5	89.8	10.2	44.1	55.9	14.7	85.3	89.8	10.2	33.0	67.0
		Lohardaga	48.5	51.5	88.1	11.9	51.9	48.1	27.8	72.2	88.1	11.9	34.4	65.6
		State Total	55.3	44.7	81.0	19.0	60.1	39.9	37.2	62.8	81.0	19.0	46.8	53.2
	Odisha	Debagarh	76.1	23.9	83.5	16.5	76.5	23.5	58.4	41.6	83.5	16.5	60.1	39.9
		Dhenkanal	43.4	56.6	97.0	3.0	47.0	53.0	34.2	65.8	97.0	3.0	39.3	60.7
		Malkangiri	93.2	6.8	79.4	20.6	92.4	7.6	89.7	10.3	79.4	20.6	89.0	11.0
		State Total	76.5	23.5	87.2	12.8	77.8	22.2	65.4	34.6	87.2	12.8	68.4	31.6
	West Bengal	Birbhum	94.4	5.6	82.7	17.3	93.6	6.4	87.7	12.3	82.7	17.3	87.2	12.8
		Paschim Medinipur	85.8	14.2	72.4	27.6	83.9	16.1	85.0	15.0	72.4	27.6	83.7	16.3
		State Total	92.0	8.0	76.1	23.9	88.0	12.0	87.7	12.3	76.1	23.9	84.3	15.7
	Surveyed District		83.1	16.9	63.6	36.4	80.5	19.5	75.1	24.9	63.6	36.4	73.8	26.2
	Region State Total		85.9	14.1	72.4	27.6	83.2	16.8	77.2	22.8	72.4	27.6	76.3	23.7

Source: Census of India

(Contd. Annex 5.4)

Regions	State	District	2011 Census						2001 Census					
			Rural		Urban		Total		Rural		Urban		Total	
			Safe	Un-safe	Safe	Un-safe	Safe	Un-safe	Safe	Un-safe	Safe	Un-safe	Safe	Un-safe
North	Haryana	Sirsa	95.1	4.9	83.6	16.4	92.6	7.4	90.9	9.1	83.6	16.4	88.9	11.1
		State Total	92.1	7.9	75.9	24.1	87.7	12.3	81.3	18.7	75.9	24.1	79.6	20.4
	Jammu & Kashmir	Punch	66.2	33.8	95.5	4.5	67.7	32.3	36.5	63.5	95.5	4.5	40.8	59.2
		State Total	78.3	21.7	90.3	9.7	80.8	19.2	62.3	37.7	90.3	9.7	69.4	30.6
	Uttar Pradesh	Ambedkar Nagar	98.3	1.7	41.9	58.1	94.4	5.6	98.8	1.2	41.9	58.1	94.1	5.9
		Jalaun	94.6	5.4	54.7	45.3	87.1	12.9	80.7	19.3	54.7	45.3	75.0	25.0
		Lalitpur	82.6	17.4	68.2	31.8	81.0	19.0	50.0	50.0	68.2	31.8	52.5	47.5
		Sonbhadra	75.8	24.2	81.5	18.5	76.8	23.2	57.2	42.8	81.5	18.5	62.5	37.5
		State Total	94.4	5.6	58.2	41.8	88.3	11.7	85.6	14.4	58.2	41.8	80.1	19.9
	Surveyed District		88.0	12.0	69.8	30.2	84.4	15.6	75.3	24.7	69.8	30.2	74.3	25.7
	Region State Total		93.3	6.7	63.0	37.0	87.4	12.6	84.0	16.0	63.0	37.0	79.5	20.5
North East	Arunachal Pradesh	Upper Subansiri	78.2	21.8	98.5	1.5	82.1	17.9	87.8	12.2	98.5	1.5	90.8	9.2
		State Total	81.4	18.6	89.4	10.6	83.0	17.0	81.3	18.7	89.4	10.6	83.2	16.8
	Assam	Lakhimpur	53.0	47.0	67.0	33.0	54.0	46.0	40.8	59.2	67.0	33.0	43.1	56.9
		North Cachar Hills (Dima Hasao)	26.7	73.3	77.4	22.6	42.1	57.9	32.8	67.2	77.4	22.6	47.6	52.4
		State Total	69.6	30.4	62.4	37.6	68.8	31.2	58.2	41.8	62.4	37.6	58.8	41.2
	Tripura	Dhalai	42.3	57.7	88.1	11.9	44.9	55.1	39.2	60.8	88.1	11.9	42.6	57.4
		State Total	60.7	39.3	78.3	21.7	63.7	36.3	48.1	51.9	78.3	21.7	53.7	46.3
	Surveyed District		48.9	51.1	76.4	23.6	48.9	51.1	41.1	58.9	76.4	23.6	45.6	54.4
	Region State Total		69.1	30.9	66.0	34.0	67.1	32.9	57.9	42.1	66.0	34.0	59.1	40.9
South	Andhra Pradesh	Khammam	90.2	9.8	85.7	14.3	89.5	10.5	75.4	24.6	85.7	14.3	77.2	22.8
		Warangal	87.0	13.0	92.0	8.0	87.8	12.2	74.7	25.3	92.0	8.0	77.7	22.3
		State Total	89.3	10.7	85.8	14.2	88.5	11.5	77.4	22.6	85.8	14.2	79.5	20.5
	Karnataka	Chitradurga	97.4	2.6	94.4	5.6	96.9	3.1	98.0	2.0	94.4	5.6	97.3	2.7
		State Total	84.8	15.2	92.7	7.3	87.3	12.7	80.9	19.1	92.7	7.3	85.0	15.0
	Tamil Nadu	Viluppuram	93.8	6.2	80.7	19.3	92.4	7.6	88.5	11.5	80.7	19.3	87.5	12.5
		State Total	92.4	7.6	81.3	18.7	88.2	11.8	85.8	14.2	81.3	18.7	83.9	16.1
	Surveyed District		91.3	8.7	88.0	12.0	90.7	9.3	81.9	18.1	88.0	12.0	82.9	17.1
	Region State Total		89.1	10.9	85.7	14.3	87.7	12.3	80.8	19.2	85.7	14.3	82.4	17.6

Source: Census of India

Annexure table 5.5 : Lighting Facility and Sources (% of Households)

Regions	State	District	Census 2011									Census 2001								
			Rural			Urban			Total			Rural			Urban			Total		
			Electricity	Solar energy	No lighting	Electricity	Solar energy	No lighting	Electricity	Solar energy	No lighting	Electricity	Solar energy	No lighting	Electricity	Solar energy	No lighting	Electricity	Solar energy	No lighting
Central and West	Chattisgarh	Bastar	45.8	1.0	0.2	87.2	0.1	0.3	51.4	0.9	0.2	28.9	0.1	0.6	78.2	0.2	0.2	34.0	0.2	0.6
		Surguja	44.3	0.6	0.3	91.9	0.1	0.2	48.6	0.6	0.3	24.4	0.2	0.2	88.2	0.2	0.1	28.4	0.2	0.2
		State Total	70.0	1.1	0.3	93.7	0.1	0.2	75.3	0.9	0.3	46.1	0.2	0.4	82.9	0.1	0.3	53.1	0.2	0.4
	Madhya Pradesh	Balaghat	67.5	0.2	0.1	89.6	0.0	0.1	70.5	0.2	0.1	54.8	0.1	0.1	82.8	0.1	0.2	58.3	0.1	0.1
		Panna	27.2	0.3	0.1	77.8	0.2	0.1	32.6	0.3	0.1	28.6	0.2	0.2	78.6	0.2	0.1	34.6	0.2	0.2
		State Total	58.3	0.3	0.2	92.7	0.1	0.2	67.1	0.3	0.2	62.3	0.1	0.2	92.3	0.2	0.2	70.0	0.1	0.2
	Rajasthan	Jhalawar	75.3	0.1	0.4	92.9	0.1	0.2	78.1	0.1	0.4	50.1	0.2	0.2	90.7	0.1	0.1	55.8	0.2	0.2
		Sawai Madhopur	47.3	0.6	0.5	91.2	0.1	0.3	55.5	0.5	0.4	29.8	0.2	0.1	84.3	0.1	0.4	40.4	0.2	0.2
		State Total	58.3	0.8	1.0	93.9	0.1	0.5	67.0	0.6	0.8	44.0	0.4	0.5	89.6	0.1	0.4	54.7	0.3	0.5
	Surveyed District		51.6	0.5	0.3	89.4	0.1	0.2	56.5	0.4	0.2	35.9	0.2	0.2	83.9	0.1	0.2	41.4	0.2	0.2
	Region State Total		60.3	0.6	0.5	93.3	0.1	0.3	68.5	0.5	0.5	52.4	0.2	0.4	90.0	0.1	0.3	61.3	0.2	0.3
East	Bihar	Aurangabad	7.1	1.7	0.1	55.3	0.9	0.1	11.5	1.6	0.1	4.1	0.4	0.1	50.3	0.3	0.1	7.8	0.4	0.1
		Bhagalpur	22.4	0.5	0.1	68.5	0.4	0.1	31.0	0.5	0.1	10.8	0.3	0.0	60.9	0.4	0.1	19.1	0.3	0.0
		Gaya	6.9	1.0	0.1	81.5	0.3	0.7	16.3	0.9	0.2	1.7	0.3	0.1	68.3	0.5	0.4	10.0	0.3	0.1
		Purnia	8.1	0.2	0.1	61.8	0.2	0.1	13.4	0.2	0.1	3.5	0.1	0.0	51.6	0.2	0.1	7.1	0.1	0.0
		State Total	10.4	0.6	0.1	66.7	0.3	0.2	16.4	0.6	0.1	5.1	0.3	0.0	59.3	0.4	0.2	10.3	0.3	0.0
	Jharkhand	Hazaribagh	52.5	0.4	0.0	91.4	0.2	0.1	58.7	0.3	0.1	18.7	0.1	0.1	84.4	0.2	0.0	34.7	0.1	0.1
		Lohardaga	24.9	0.3	0.0	79.6	0.0	0.0	31.5	0.3	0.0	4.6	0.2	0.0	55.7	0.2	0.0	10.2	0.2	0.0
		State Total	32.3	0.9	0.0	88.0	0.2	0.1	45.8	0.7	0.1	10.0	0.2	0.0	75.6	0.2	0.1	24.3	0.2	0.1
	Odisha	Debagarh	26.2	0.3	1.2	73.0	0.1	1.2	29.6	0.3	1.2	9.0	0.3	0.6	58.4	0.2	0.1	12.4	0.3	0.5
		Dhenkanal	38.5	0.2	1.4	78.4	0.1	0.9	42.1	0.2	1.3	22.4	0.2	0.5	68.9	0.2	0.8	26.2	0.2	0.5
		Malkangiri	13.4	0.8	0.6	68.6	0.3	0.6	17.9	0.7	0.6	6.6	0.3	0.8	58.2	0.6	0.4	10.1	0.3	0.7
		State Total	35.6	0.4	1.1	83.1	0.2	1.2	43.0	0.4	1.1	19.4	0.3	0.4	74.1	0.4	1.0	26.9	0.3	0.5
	West Bengal	Birbhum	36.6	0.7	0.5	72.1	0.7	0.8	41.1	0.7	0.6	23.6	0.3	0.0	67.1	0.2	0.3	27.5	0.3	0.1
		Paschim Medinipur	48.9	1.1	0.3	79.4	1.1	0.9	52.6	1.1	0.4	15.9	0.4	0.0	63.6	0.4	0.1	21.0	0.4	0.1
		State Total	40.3	1.2	0.4	85.1	1.2	0.6	54.5	1.2	0.5	20.3	0.3	0.1	79.6	0.3	0.3	37.5	0.3	0.2
	Surveyed District		28.4	0.8	0.3	74.3	0.6	0.5	34.1	0.8	0.3	13.1	0.3	0.1	66.3	0.3	0.2	19.2	0.3	0.1
	Region State Total		26.9	0.8	0.4	82.0	0.8	0.6	38.3	0.8	0.4	13.4	0.3	0.1	75.0	0.3	0.4	25.0	0.3	0.2

Source: Census of India

(Contd. 5.5)

Regions	State	District	Census 2011									Census 2001								
			Rural			Urban			Total			Rural			Urban			Total		
			Electricity	Solar energy	No lighting	Electricity	Solar energy	No lighting	Electricity	Solar energy	No lighting	Electricity	Solar energy	No lighting	Electricity	Solar energy	No lighting	Electricity	Solar energy	No lighting
North	Haryana	Sirsa	87.3	0.2	0.7	96.7	0.2	0.5	89.7	0.2	0.6	67.6	0.2	0.6	91.0	0.1	0.8	73.9	0.2	0.7
		State Total	87.2	0.2	0.5	96.2	0.1	0.4	90.5	0.2	0.5	78.5	0.2	0.4	92.9	0.1	0.4	82.9	0.2	0.4
	Jammu & Kashmir	Punch	68.4	0.3	5.5	97.7	0.0	1.5	70.8	0.3	5.2	52.5	0.6	0.2	96.8	0.3	0.1	55.7	0.6	0.2
		State Total	80.7	1.4	2.6	98.0	0.1	0.2	85.1	1.0	2.0	74.8	0.8	0.6	97.9	0.2	0.1	80.6	0.7	0.5
	Uttar Pradesh	Ambedkar Nagar	22.7	0.3	0.1	62.3	0.2	0.3	27.3	0.3	0.1	22.7	0.5	0.0	77.2	0.2	0.1	27.1	0.5	0.0
		Jalaun	26.1	0.5	0.1	67.8	0.1	0.4	36.3	0.4	0.1	14.9	0.6	0.1	67.0	0.3	0.2	26.3	0.5	0.1
		Lalitpur	27.8	1.1	0.1	80.3	0.1	0.4	35.4	0.9	0.2	12.1	0.7	0.0	72.7	0.2	0.1	20.3	0.7	0.0
		Sonbhadra	17.2	2.5	0.1	83.3	0.3	0.4	29.2	2.1	0.2	10.1	0.8	0.3	85.1	0.2	0.0	26.6	0.6	0.2
		State Total	23.8	0.6	0.1	81.4	0.2	0.4	36.8	0.5	0.2	19.8	0.4	0.1	79.9	0.2	0.3	31.9	0.4	0.1
	Surveyed District		35.1	0.9	0.5	79.1	0.2	0.4	42.9	0.8	0.5	25.0	0.6	0.2	80.1	0.2	0.3	34.6	0.5	0.2
	Region State Total		32.9	0.6	0.3	85.0	0.2	0.4	45.7	0.5	0.3	28.4	0.4	0.1	83.1	0.2	0.3	40.2	0.4	0.2
North East	Arunachal Pradesh	Upper Subansiri	21.7	5.4	32.2	99.1	0.1	0.0	34.6	4.5	26.8	24.8	0.3	24.4	96.0	0.5	0.6	44.4	0.3	17.9
		State Total	55.5	3.9	14.0	96.0	0.1	0.4	65.7	2.9	10.5	44.5	0.2	10.5	89.4	0.2	0.7	54.7	0.2	8.3
	Assam	Lakhimpur	24.5	5.3	0.2	79.8	0.1	0.1	29.7	1.0	0.1	13.5	0.8	0.2	67.2	0.3	0.5	19.0	0.2	0.1
		North Cachar Hills (Dima Hasao)	23.7	1.2	0.1	90.8	0.5	0.2	45.2	3.8	0.2	14.3	0.2	0.0	72.8	0.2	0.1	33.3	0.6	0.2
		State Total	28.4	0.9	0.2	84.1	0.3	0.3	37.0	0.8	0.2	16.5	0.2	0.1	74.3	0.3	0.2	24.9	0.2	0.1
	Tripura	Dhalai	51.7	4.8	0.4	90.9	0.3	0.4	56.4	4.2	0.4	28.1	0.2	0.1	76.1	0.1	0.2	31.4	0.2	0.1
		State Total	59.5	2.2	0.4	91.6	1.1	0.2	68.4	1.9	0.3	31.8	0.2	0.2	86.4	0.2	0.2	41.8	0.2	0.2
	Surveyed District		30.6	2.6	1.6	86.3	0.2	0.2	38.3	2.3	1.4	18.0	0.3	0.9	73.0	0.3	0.3	25.0	0.3	0.8
	Region State Total		32.3	1.1	0.6	86.0	0.4	0.3	41.6	1.0	0.6	19.1	0.2	0.4	76.8	0.3	0.2	27.9	0.2	0.4
South	Andhra Pradesh	Khammam	87.4	0.3	0.6	96.5	0.2	0.3	89.4	0.2	0.5	55.9	0.2	0.3	88.3	0.2	0.4	61.8	0.2	0.3
		Warangal	91.9	0.2	0.6	96.8	0.2	0.3	93.2	0.2	0.5	63.9	0.2	0.4	92.5	0.8	0.3	68.9	0.3	0.4
		State Total	89.7	0.2	0.5	97.3	0.3	0.2	92.2	0.3	0.4	59.7	0.2	0.3	90.0	0.4	0.3	67.2	0.2	0.3
	Karnataka	Chitradurga	85.2	0.6	0.8	92.7	0.3	0.6	86.8	0.6	0.7	76.2	0.1	0.3	87.5	0.2	0.4	78.3	0.1	0.3
		State Total	86.7	0.2	0.5	96.4	0.1	0.2	90.6	0.2	0.4	72.2	0.2	0.3	90.5	0.2	0.3	78.5	0.2	0.3
	Tamil Nadu	Viluppuram	92.5	0.1	0.3	95.9	0.1	0.3	93.1	0.1	0.3	75.2	0.2	0.2	85.9	0.4	0.7	76.6	0.2	0.3
		State Total	90.8	0.1	0.6	96.1	0.1	0.3	93.4	0.1	0.4	71.2	0.2	0.4	88.0	0.3	0.4	78.2	0.2	0.4
	Surveyed District		90.0	0.2	0.5	96.1	0.2	0.3	91.3	0.2	0.5	66.8	0.2	0.3	89.0	0.5	0.5	70.5	0.2	0.3
	Region State Total		89.3	0.2	0.5	96.6	0.2	0.2	92.2	0.2	0.4	66.1	0.2	0.3	89.3	0.3	0.4	73.8	0.2	0.3

Source: Census of India

Annexure II: Photographs

Road Constructed Under BRGF in Deogarh district of Orissa



Road Constructed Under BRGF in Malkangiri District of Orissa



Bridge on Orai (Jalaun) to Auraiya Highway Under BRGF in Jalaun District of U.P.



Water Pump Constructed in Jalaun district of U.P.



Tube well Constructed in West Medinipur district of W.B.



Apna ghar Constructed Under BRGF in Panna District of M.P



Pond Beautification Under BRGF in Panna District of M.P.



Gram Panchayat Secretariate in Sonbhadra district of U.P.



Buses Purchased for girls students in Kaluana G.P. of Sirsa District of Haryana



Bridge on River in Ambedkar Nagar District of U.P.



Anganwadi Centre in Birbhum district of W.B.



Guard Wall Constructed in Jhargram, Birbhum district of W.B.



School for mentally disabled children in Jalaun district of U.P.



Open air theater in Dabwali in Sirsa district of Haryana

