



**Abdul Nasir Sab State Institute of Rural Development,
Mysuru**

Government of Karnataka

Backward Region Grant Fund -

**An Analysis of Expenditures, Processes and Capacities in BRGF districts of
Karnataka**



FINAL REPORT

July 2015

Study conducted by:



Centre for Budget and Policy Studies

'Maitri Bhawan', 4, M N Krishna Rao Road

Basavangudi, Bangalore - 560004, Karnataka

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Executive Summary

In 2006-07, Government of India launched the Backward Region Grant Fund (BRGF) with the objective of redressing persistent regional imbalances in development by providing financial resources for supplementing and converging existing development inflows into the identified 250 backward districts (now 272 districts)¹ across 27 states. This study reviews the planning, implementation and capacity building process under BRGF programme in Karnataka with the overall objective of understanding its impact by assessing the change in relative positioning of the districts where BRGF is implemented in respect of various development parameters; analyzing the pattern of fund release and expenditure across the districts and examining the plans and planning processes. Davanagere and Bidar districts were selected for the study out of six BRGF districts. Two taluks from each of the selected districts were taken up for detailed analysis.

Karnataka has received Rs.556.92 crore by the end of 2013-14, which is 2.35 percent of the total released fund under the scheme in the country. Of the total fund released to Karnataka, the fund released for capacity building was under utilized by 11.83 percent whereas development grant was over utilized by 1.25 percent.

It was seen that the districts with smaller population benefit most with the current criteria for fund distribution. Per capita allocation to Chitradurga (the lowest population among the BRGF districts) was Rs 50 more than that of Gulbarga (with highest population).

The districts have not referred to the findings of the diagnostic study and the district perspective plans, which is a pre-requisite for preparing annual plans under the programme. The situation remained unchanged even after the state had sent a circular in 2013 regarding consultation of diagnostic study and district perspective plans for planning activities under the scheme.

Examination of annual plans of GPs and Taluk Panchayats indicated that all the GPs were asked to plan only for asset creation with the allotted BRGF fund. Also, none of the activities planned under the scheme had originated from GramSabha as evidenced from minutes of Gram Sabha meeting. The field survey also confirmed that the decision makers for the activities under the BRGF scheme were PDOs, Panchayat Presidents and Gram Panchayat members. Nowhere the participatory plan was applied to prepare the activities under the scheme.

SIRD conducted a total of 656 training programmes during in last seven years. A total of 1.4 lakh people, including 56000 elected representatives, were trained on

¹ <http://www.panchayat.gov.in/details-of-brgf-districts> as on November, 20, 2014

various aspects during this period. However, no specific training was done either for the government officials or for the elected representative to orient them on BRGF planning process – particularly, assessing the gap by looking into availability of funds under various other programs vis-à-vis the requirements.

The assessment of relative position of BRGF districts across 10 indicators (5 indicators each under economic and social indicators) for two time periods i.e. 2007 (before the launch of the programme) and 2013 (latest data available) by calculating the cumulative index of social and economic indicators showed that the performance of the BRGF districts had improved only by 1 or 2 ranks between 2008 and 2013.

While BRGF Scheme helped set up the District Planning Committee as it was mandated under the scheme, the planning process itself remained devoid of any participation from people at grass root level. On the upside, the BRGF funds helped create infrastructure such as anganwadis. However, the essential purpose of BRGF funds, which is to fill the gaps in critical infrastructure and build capacity for participatory planning, has remained unrealized. As backwardness is endemic to disadvantaged communities, the BRGF also sought to strengthen their capacities by targeting the utilization towards their upliftment. This again did not happen as decisions were taken very much at the top – either at the state or the district level.

Section 1-Introduction

1.1. Understanding Backwardness

The terms 'underdeveloped' and 'backward' are generally used interchangeably. As per the Free Dictionary, backwardness means 'behind others in progress or development' whereas underdeveloped means 'improperly or insufficiently developed'. In his paper Mynit (1954) described 'backward area' as an area where group of people are unsuccessful in the economic struggle to earn a livelihood. Further, the idea of 'backwardness' inevitably implies a comparison of different degrees of success in this economic struggle; some groups of people are less successful or 'backward' compared with other more successful or 'advanced' groups. However, 'underdeveloped area' means when all the available resources of the given area are not used at the optimum level. So, here concern is not with the success or failure of a given group of people in their struggle against their economic environment (including other groups of people), but with the inability to utilize the available resources to get maximize output from it.

Thus backwardness is a 'comparative status' whereas underdeveloped is a 'state'. Further, backward area can be found in any given geographical area, as it is impossible to have an area (district, state or country) where all the units are equally developed. Therefore, backwardness is about regional imbalances and can be found in developed countries also. Backwardness can be issue specific, for instance, Kerala's achievements in literacy and health are better than other states of the country but its performance in respect of GDI is poor.

1.2 Planning for Balanced Economic Growth in India

Balanced economic growth has been one of the prime objectives of national development planning. Except for the first Five Year Plan, which laid much emphasis on creating a strong economic base for the country immediately after independence, all the successive five year plans have taken cognizance of the existence of historical inequalities across the Indian States in terms of initial condition for economic development. They recognized the need for appropriate policy interventions for breaking the structural bottlenecks and suggested various corrective measures. However, more than half a century of planned development has not removed inter-state and intra-state disparities in development.

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 overlooked even 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 emphasis on a targeted approach to facilitate the development of the backward regions. Accordingly, 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 with equal weight assigned 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 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 untied grant (100 per cent centrally funded) was to be provided to each district under a district level plan to be prepared and implemented by the PRIs.

Simultaneously Government of India constituted an Inter-Ministry Task Group on Redressing Growing Regional Imbalances. Objective of the Task Group was to identify various measures 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 Task Group was the constitution of a Backward Districts Grant Fund for the development of the backward districts. It also laid emphasis on decentralized district level planning and recommended the optimal utilization of all available resources for district level planning.

On the basis of the report of the Inter-Ministry Task Group, the Government of India launched the Backward Region Grant Fund (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 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 development inflows into the identified 250

backward districts (now 272 districts)² across 27 states. Only Delhi and Goa are not included in the programme. About 42.5 percent of the districts in the country are covered under the programme. Identification of the districts for the program was based on the same index of backwardness that was used for identifying backward districts under the earlier RSVY scheme. With the commencement of BRGF programme RSVY scheme was terminated allowing the completion of the pending works / activities.

1.3. BRGF: A Programme to Address Regional Imbalances

The major objective of the Backward Regions Grant Fund Programme is to redress regional imbalances in development. The inter-ministry Task Group identified ‘poor capacities of local bodies to plan, implement and monitor local level development works; and the lack of untied funds for development planning’ as two major constraints affecting the task of planned development at the regional level. Therefore, the programme aims to address this dual problem by earmarking a capacity building fund and an untied development grant. 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.

The fund provides financial resources for supplementing and covering existing developmental inflows into identified districts so as to:

- a. Bridge critical gaps in local infrastructure and other development requirements that are not being adequately met through existing inflows.
- b. 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.
- c. Provide professional support to local bodies for planning, implementation and monitoring their plans
- d. Improve the performance and delivery of critical functions assigned to Panchayats, and counter possible efficiency and equity losses on account of inadequate local capacity.

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

² <http://www.panchayat.gov.in/details-of-brgf-districts> as on November, 20, 2014

facilities in the backward regions and strengthening the development planning capacity of local institutions. In the long term, BRGF would mitigate regional imbalances, contribute towards poverty alleviation in backward districts, and promote accountable and responsive Panchayats and Municipalities.

1.3.1. Operations of the Programme

1.3.1. a. Planning under the Programme:

The Guidelines of BRGF recommend preparation of reports, plans and studies for two different time periods: diagnostic and perspective plans at district level for long term (for the programme period), and plan at GP and district level every year.

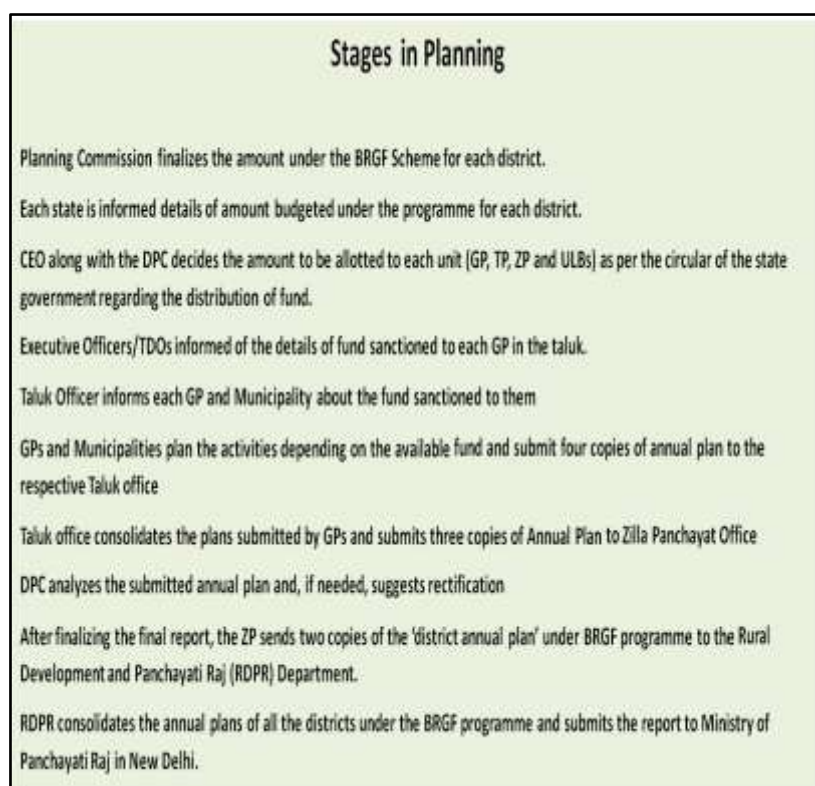
As the programme emphasizes 'integrated development', all the BRGF districts have to undertake a diagnostic study including a baseline survey. The baseline study is to be used for undertaking evaluation at a later date. All the districts have to also prepare a 'district perspective plan'.

Each Panchayat or Municipality within the district is the unit for planning under BRGF. Panchayats and Municipalities should

prepare an annual plan through people's participation i.e. through Gram and Ward Sabhas in the rural areas and Area Sabhas and Ward Committees in the urban areas. They should prepare a plan for utilization of available funds for the year and submit it to the respective Taluk office. Taluk office consolidates and sends the taluk level consolidated GP plans to Zilla Panchayat Office, where it is further consolidated into the district plan by the District Planning Committee (DPC). DPC submits the consolidated district plan along with the required documents to state, from where it is sent to Ministry of Panchayati Raj, New Delhi.

1.3.1.b. Implementation of the Programme:

Panchayats and Municipalities are responsible for the implementation of the works. For the management, monitoring and evaluation of the programme, the State



Government may designate a department, preferably the department of Panchayati Raj as the nodal department at the state level. The Nodal Department is also responsible for maintaining a computerized database of all Panchayats in BRGF

Stages in Implementation

- The Ministry of Panchayati Raj approves the submitted plans and transfers the 1st installment (90 percent of the total allotment) to the State governments
- State Government transfers the fund within fifteen days to the Panchayats and Municipalities
- GPs/Municipalities either implement the programme through an individual contractor or Panchayati Raj Engineering Department (PRED)
- Individual contractor should be selected as per the prescribed rules and regulation to carry out the work
- Assistant Engineer at the taluk level or Executive Officer from Taluk visits the site to monitor the quality of work and progress
- After the completion of the work, the GPs and Municipalities submit the following for the release of 2nd installment:
 - Physical and financial progress report
 - Audit reports along with a certificate from the chartered accountant
 - Utilization certificate of 60 percent of the 1st installment
 - Non-diversion and non-embezzlement certificate
 - All pending progress/monitoring reports
- The entire entitlement has to be claimed within the same financial year itself and cannot be carried forward to the next financial year

districts, including the database of Panchayat Bank Accounts to which BRGF development grants is credited. The cell is expected to maintain details of Utilization certificates. (please see BRGF Guidelines, 2007, pp. 14)

Each Panchayat and Municipality is responsible for maintenance of accounts of the funds allotted to them. The State should provide adequate manpower and resources to all Panchayats and Municipalities to maintain the accounts. Such support may be pooled at the Intermediate Panchayat Resource Centre. (see BRGF Guidelines, 2007, pp. 18)

The main responsibility of overseeing the planning and implementation of the programme has, however, been assigned to the autonomous councils. However, as per the guidelines, supervision, management and monitoring of the programme lies with Standing Committees constituted within Panchayat or ULB under respective legislations. Even in cases where the implementation of works is outside the financial delegation of Panchayat / Municipality, it has been given clear powers of monitoring and supervision. (BRGF Guidelines, pp 14). Besides, the High Power Committee formed at the district level is responsible for monitoring and supervision of the works under the programme in the district.

1.3.1.c. Fund disbursement under the programme:

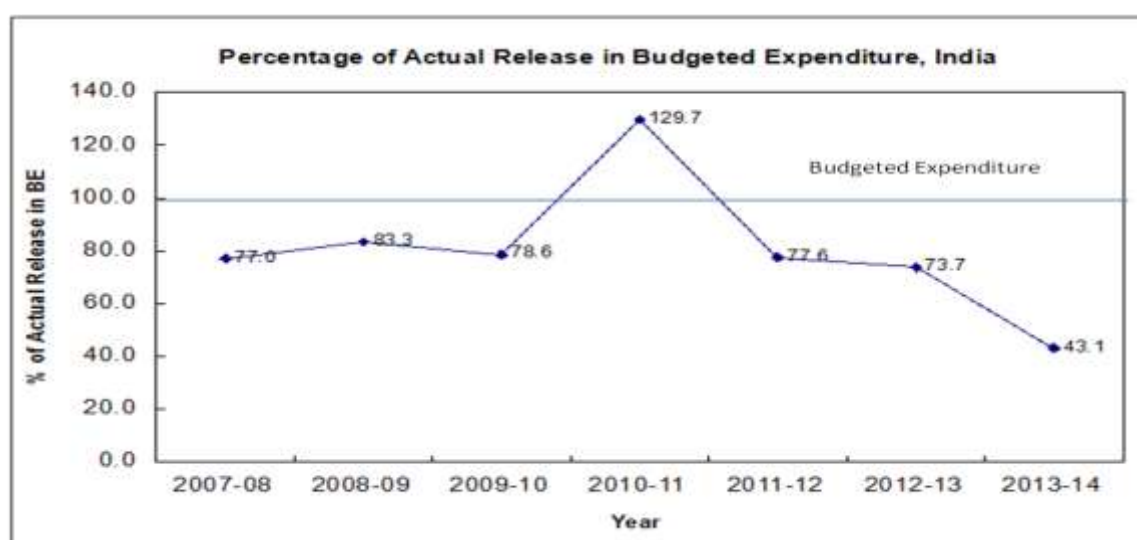
The BRGF is a 100 per cent centrally-funded scheme and provides for the following two types of annual grants to each BRGF district: (i) development grants, and (ii) capacity building grants. Both the grants are released annually to the districts through the respective states on the basis of their Annual Action Plans.

As per the BRGF Guidelines, capacity building grant is allocated to all the BRGF districts at a uniform rate of Rupees one crore per district per annum. While 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 the level of backwardness, population and geographical area under the backward districts. A similar formula is used for the allocation of BRGF funds to the PRIs and municipalities by the concerned states (BRGF Guidelines, 2007, pp. 5-6).

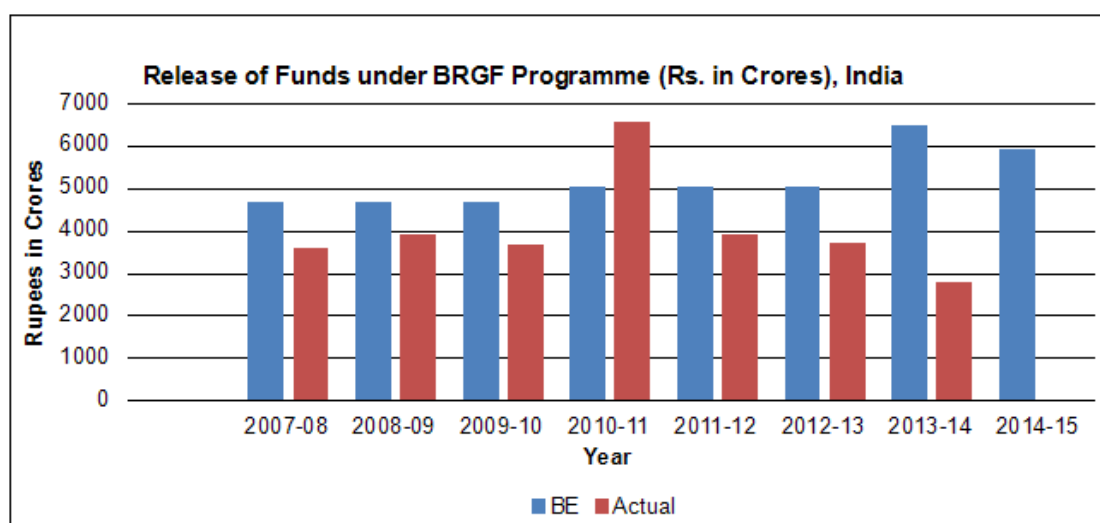
1.4. Overall Release and Utilization of BRGF Development Grants

As per the information available from the Ministry of Panchayati Raj, about Rs.35660 crore was budgeted expenditure and Rs 28161 crore was revised expenditure on the program till the financial year of 2013-14. Of the total budgeted expenditure, only 78.9 percent was actually released. About Rs. 21627 crore was released in the XI Five year plan (2007-12), and Rs 6534 crore was released in the XII Five year plan (2012-17).



Source: <http://www.Panchayat.gov.in>

Total budgeted expenditure amount remained constant between 2007-08 and 2009-10, and 2010-11 and 2012-13. In 2013-14, the budgeted expenditure increased by 29 per cent to Rs 6500 crore. Similarly, the actual release remained between Rs 3597 and Rs 3889 crore for three consecutive years starting from 2007-08. In 2010-11, an additional block grant between Rs. 25-30 crore per district was allotted under the Integrated Action Plan (IAP) for 60 Tribal and Backward Districts under the BRGF programme. This has increased the available fund under the programme. However, the actual release in 2013-14 was just about 43 per cent of the total budgeted expenditure.



Source: <http://www.Panchayat.gov.in>

1.5. Structure of the Report

Section 2 discusses the objectives and the methodology of the study. Section 3 presents the profile of BRGF districts of Karnataka, especially of Bidar and Davanagere districts (the districts selected for the study). Section 4 assesses the change in relative positioning of BRGF districts in the state over various development parameters. Section 5 discusses the fund allotment and flow at the various administrative levels, i.e. Districts, taluks, GPs and ULBs. Section 6 discusses the planning process followed at the district and GP level vis-a-vis the guidelines. Section 7 discusses the various dimensions of capacity building, like fund release, fund utilized, type of training, and issues of training as shared by PDOs and Panchayat Presidents.

Section 2 -Objective, Methodology and Sampling

2.1. Objectives of the Study

Six districts of Karnataka are covered under BRGF scheme. The state had received funds under the scheme for seven consecutive years from 2007 onwards. The current study reviews the planning, implementation and capacity building process of the programme in Karnataka with the overall objective of understanding its impact with the following specific objectives:

1. To assess the change in relative positioning of the districts where BRGF is implemented in respect of various development parameters;
2. To analyse the pattern of fund release and expenditure across the districts;
3. To examine the plans and planning processes. To see whether the specific objectives of convergence, gap-filling and capacity building have been fulfilled; whether the most appropriate/effective tools for convergence, gap filling and capacity building have been applied; whether the elected representatives' engagement is as envisaged; and
4. To understand the strengths, gaps and constraints, and outline the recommendations for different levels, if necessary (centre, state, district and sub-district).

2.2. Methodology:

2.2.1. Desk review:

Desk review for the study comprises two aspects:

a. Review of literature: BRGF programme guidelines, government circulars, statements of allocation and utilization of funds and other related BRGF documents released by Ministry of Panchayati Raj (<http://www.panchayat.gov.in/>) have been reviewed to understand the programme, its implementation processes and total sanctioned and released amount under the programme. Similarly, the website of SIRD Mysore (www.sirdmysore.gov.in) has been referred to collect information about the training conducted by the institute under the BRGF scheme for the BRGF districts of the state. The website of Directorate of Economics and Statistics, Karnataka (<http://des.kar.nic.in/>) has been referred to source district wise information about various indicators. The website of Rural Development and Panchayati Raj (RDPR) has been referred to acquire information about district wise releases under the BRGF scheme. Other than these, the website of Economic and Political Weekly has been referred to review papers related to backwardness and BRGF. Other studies/reports, like Report of the High Power Committee for Redressal of Regional Imbalances (HPCRRI) in Karnataka, Karnataka Human Development Report, Human

Development Report of India, World Bank report on BRGF 'First Independent Report on Backward Region Grant Fund' and Planning Commission report on BRGF have been referred for the study.

b. Document analysis: Various documents/data have been collected from State RDPR department, Zilla Panchayat of Davanagere and Bidar, selected talukas, ULBs and gram Panchayats for the study. These documents were analyzed to understand the processes, fund release and utilization, and activities carried out under the programme (refer annex 2 for the list of secondary data collected from various state and district level offices).

The following table gives detailed methodology for data collection for each objective of the study.

Table 2.1: Scheme of Analysis

Major Objectives of the study	Major Questions	Methodology	Data Sources
1. To assess the change in relative positioning of the districts where BRGF is implemented vis-à-vis various development parameters	What is the change observed in the relative positioning of all the BRGF districts vis-à-vis other districts of the state after the implementation of the programme?	Desk Review	The data provided by Directorate of Economics and Statistics, Karnataka for 2007-08 and 2012-13 is used to compare the status of BRGF districts with other districts of the state.
2. To analyse the pattern of fund release and expenditure across the districts	<ul style="list-style-type: none"> - How much budget has been allotted to the districts under the scheme? - Of the budgeted amount, how much has been released and of that how much expenditure has been incurred? - Whether the fund has been utilized for the intended purposes? - Whether the capacity building training of ATI was relevant to the objectives of the 	<ul style="list-style-type: none"> - Desk review - FGDs/Individual interviews - Secondary data 	<p>Primary data including expenditure data of BRGF across various sectors, village plans, etc. collected from the GP and District office.</p> <p>Interviews with PDOs and Panchayat President.</p> <p>Training plans and contents of training by ATI</p>

	programme?		
3. To examine the plans and planning processes. To see whether the specific objectives of convergence, gap-filling and capacity building have been fulfilled; whether the most appropriate/effective tools for convergence, gap filling and capacity building have been applied; whether the elected representatives' engagement is as envisaged	<ul style="list-style-type: none"> - What is the planning process followed at GP level, Taluk level and District level? - Any assessment study has been conducted to understand the needs of the area before the planning? - Whether the disadvantaged groups have been involved in the planning process and their needs are consolidated in the district plans? - Have the elected representatives participated actively in the planning process of BRGF? 	FGD/Individual Interviews <ul style="list-style-type: none"> - GP plans/taluk/district and review - Ward meetings minutes 	<ul style="list-style-type: none"> - Individual interviews with Elected Representatives at GP level and PDO. Also, discussions with DPC members, Taluk level Executive Officer, and ULB team members. - Content analysis of the training programmes conducted by SIRD
4. To understand the strengths, gaps and constraints, and outline the recommendations for different levels, if necessary (centre, state, district and sub-district)	<ul style="list-style-type: none"> - What are the strengths of the programme? - What are the gaps and constraints of the programme? - What steps need to be taken to improve the delivery under the scheme? 	<ul style="list-style-type: none"> - Desk review - Discussions - Secondary data - Interviews 	<ul style="list-style-type: none"> - Interviews/discussions/Secondary data/desk review,

2.2.2. An exploratory visit to a district

An exploratory visit to Davanagere district was made to understand the operation processes of the programme - starting from the planning at the village level to submission of utilization certificate. During the visit, the study team met various stakeholders involved in planning and implementation of the programme at the district level (Chief Executive Officer (CEO), Chief Planning Officer (CPO) etc. and at *taluk* and GP levels. Data available with the district, *taluk* and Panchayat offices was identified and sample documents were collected.

2.2.3. Preparation of checklist for various stakeholders:

Checklist and interview schedules for various stakeholders were prepared based on information collected from various state and district offices. The following stakeholders have been covered in the study:

Table 2.2 - Checklists

	District	Taluk	GPs	Municipality
Discussions	District Planning Committee (refer Annexure 3)	--	--	Municipal Planning Committee (refer Annexure 3)
	District Technical Team (refer Annexure 4)	--	--	
Interviews		Executive Officer (refer Annexure 5)	PDOs (refer Annexure 6)	
			Panchayat members (refer Annexure 7)	

The checklists covered various aspects of the BRGF scheme, such as planning process, fund flow, implementation of the planned activities, its impact, limitations and suggestions for improvement. Please refer to Annexure 2 for the checklists.

Other than the checklist, minutes of the DPC meetings held at the district and minutes of the Gram Sabha were collected (wherever available) from the selected GPs of the study. These minutes were analysed thoroughly to understand the discussions held on suggested activities for the development of the GP which are compared with the development plans of the GPs.

2.3. Method of Sampling

2.3.1. Selection of Taluks from the selected districts

After our discussion with the RDPR, Karnataka, two out of six BRGF districts were selected for the study viz. Davanagere and Bidar. For our study, we have selected two taluks from each selected district.

The report of High Power Committee for Redressal of Regional Imbalances (HPCRRI) had classified all the taluks of the state in two categories on the basis of a 'Comprehensive Composite Development Index': Developed taluks and Backward taluks. Other than one taluk in Bidar and two taluks in Davanagere, all the taluks of both the selected districts have featured in the list of Backward Taluks. HPCRRI has further classified the Backward Taluks in 3 Categories: 1). Most Backward Taluks, 2). More Backward Taluks, and 3) Backward Taluks. Four taluks of Bidar District

and two taluks of Davanagere District are in ‘Most Backward Taluks’, and two taluks of Davanagere are in ‘More Backward Taluks’. As per the report submitted by HPCRRI, the taluks of Bidar and Davanagere are classified in the following groups:

Table 2.3: Status of Taluks in the Selected Districts

S.No		Backward Taluks			Relatively Developed Taluks
	District	Most Backward Taluks	More Backward Taluks	Backward Taluks	
1	Bidar	Bhalki			Bidar
		Humnabad			
		Basavakalyan			
		Aurad			
2	Davanagere	Channagiri	Honnali		Harihar
		Harapanahalli	Jagalur		Davanagere

Source: High Power Committee for Redressal of Regional Imbalances Report

Objective of the BRGF Programme is to reduce the regional imbalances by providing support to develop the available resources of the area. However, a district is identified as a unit under the BRGF program, and the funds are provided to develop the resources of the districts. Also, as per our discussion with the CEO of the Davanagere district, the entire fund allotted to the district under the BRGF is distributed equally to all the taluks of a district. Whereas as per the HPCRRI report, regional imbalances are found even within a district also, like in both the selected districts (refer the table above). Based on the assumption that relatively developed taluks will utilize the fund more efficiently than the backward taluks we have selected one taluk which is relatively developed and the other out of the most backward taluks.

Considering literacy to be one of the major indicators of development, we have selected one taluk with higher literacy from among the ‘relatively developed taluks’ and a taluk with lowest literacy among the ‘most backward taluks’. From Relatively Developed Taluks, Bidar taluk of Bidar district was selected for the study as it was only one relatively developed taluk. However, in Davanagere District, two taluks have featured under the ‘Relatively Developed Taluks’, viz. Harihar and Davanagere. As per the above mentioned criterion, Davanagere taluk was selected for the study as the literacy rate of the taluk is higher than Harihar taluk. For the selection of a taluk from the list of ‘Most Backward Taluks’ of the selected districts, the taluk with lowest literacy rate viz. Harapanahalli taluk from Davanagere District and Aurad taluk from Bidar district were selected for the study (refer table below).

Table 2.4: Literacy Rate of ‘Most Backward’ Taluks from the Selected District

Name of the District/Taluk	Total Population	Total Literate Population	% of literates
Davanagere			
Harapanahalli	302003	178803	59.2
Channagiri	302317	195664	64.7
Bidar			
Basavakalyan	345247	206332	59.8
Bhalki	277350	173873	62.7
Aurad	278400	162496	58.4
Humnabad	332362	195338	58.8

Source: Census, 2011

2.3.2. Selection of Urban areas for the study

Only one urban area was selected from the selected districts for the study. To increase the coverage of the study, urban areas from the taluks selected for selection of GPs were avoided. Also, urban areas from the ‘relatively developed’ and ‘more backward’ taluks of the district were not considered. Usually district headquarters get more attention compared to the other urban areas of the district; therefore district headquarters was also avoided. After considering all the above factors, Channagiri town from Davanagere district and Humnabad town from Bidar district are selected for the study.

2.3.3. Selection of GPs from the selected taluks for the study

List of eight GPs from each taluk had been drawn using random sampling method. From these eight GPs, five were selected for the study based on our discussions with the Executive Officer of the related taluks. In total twenty GPs - 10 each from Davanagere and Bidar - were selected for the study. (Refer the table below)

Table 2.5: List of GPs selected from the Sample Taluks for the Study

Districts	Davanagere District		Bidar District	
Taluks	Harapanahalli (35)*	Davanagere (40)	Aurad (38)	Bidar (33)
Selected Gram Panchayats	Aanajigere	Kaidale	Hokrana	Malegaon
	Arasikeri	Tolahunase	Dhupatmahagaon	Chimkode
	Kunachur	Avaragolla	Santhpur	Nagoor
	Shingrihalli	Iguru	Hedgapur	Yadlapur
	Kanchikeri	Kukkavada	Murki	Kadwad

*Number of GPs in the taluk

Source: <http://www.bidar.nic.in/>

www.zpDavanagere.kar.nic.in/gp.html

2.4. General Information about the Selected GPs and Respondents

Panchayat Development Officers (PDOs) and Panchayat President from all the selected Gram Panchayats (GPs) were interviewed. Profile of the PDOs and

Panchayat Presidents, who were interviewed, is given below. Also, brief information about the major amenities available along with the general occupation structure in the selected GPs is given.

2.4.1. Profile of the Respondents

2.4.1 a. Profile of the Panchayat Presidents

Of the selected 10 GPs in Davanagere district, five of the Panchayat Presidents are female and remaining five are male. In Bidar, eight of the Panchayat President's are male and two are female. Education level of Panchayat President is comparatively lower than the PDOs as five of the Panchayat Presidents are illiterate. Four of the Panchayat Presidents have primary education, five have secondary education and rest six has higher education degree. Average age of Panchayat President's is between 41 and 50 years. Eighteen Panchayat Presidents have said that they have an experience as a member of the Panchayat for 2 to 5 years; only two Panchayat Presidents from Davanagere district have been a member of Panchayat for less than one year. Ten of the Panchayat Presidents have been in the post for 1 to 2 years. Rest ten have either less than 1 year or more than 2 to 5 years of experience as Panchayat President of the GP.

2.4.1.b. Profile of the PDOs

Of the 20 PDOs interviewed, 16 are males and 4 are females. Most of the PDOs are graduates and the remaining have at least passed secondary school. One PDO from Davanagere and three from Bidar have Post Graduation degree. Nine of the PDOs have experience of about 2 to 5 years as Panchayat Development Officer. Six PDOs have less than two years and rest five PDOs have more than 5 years of experience. Usually, a PDO is transferred within 5 years, therefore the maximum experience gained as a PDO of the selected GP is less than 5 years. About nine PDOs are working as a PDO of selected GP from more than two years but less than 5 years. Rest eight PDOs are working as a PDO of selected GP for less than two years.

		PDO		Panchayat President	
		Davanagere	Bidar	Davanagere	Bidar
Gender	Male	8	8	5	8
	Female	2	2	5	2
Education Qualification	Illiterate	0	0	3	2
	Primary	0	0	2	2
	Secondary	1	1	2	3
	Higher Secondary	2	1	1	1

	Degree	6	5	2	1
	PG	1	3	0	1
Age	Less than 25 years	1	0	0	0
	25-30 years	0	2	2	1
	31-40 year	4	6	0	5
	41-50 year	2	0	7	1
	Above 50	3	2	1	3
Year/s of Experience as PDO/Panchayat Members	0-1 year	2	2	2	0
	1 to 2	2	0	0	0
	2 to 5	4	5	8	10
	6 to 10	0	0	0	0
	11 to 15	1	2	0	0
	16 to 20	0	1	0	0
	More than 20 years	1	0	0	0
Year/s of Experience as a PDO of the GP/ Panchayat President	0-1 year	4	4	4	1
	1 to 2	2	1	2	8
	2 to 5	4	5	4	1

Table 2.6: General Profile of the Respondents (PDOs and Panchayat Presidents)**2.4.2. General Information about the GPs Selected for the study*****2.4.2. a. Available Infrastructure in the GPs***

The following table gives talukwise information about the selected villages of the study. Taluk wise information is provided here so as to understand the disparity among the selected taluks within the district. Information from the field suggests that there is not much variation in infrastructure such as schools, health centers, police station and approach to village, etc.

Table 2.7: Available infrastructure in the selected GPs

		Davanagere		Bidar	
		Davanagere	Harapanahalli	Bidar	Aurad (B)
Number of Villages	One	0	1	0	0
	Two	0	1	0	1
	Three	3	0	1	0
	Four	0	1	1	2
	Five	0	0	1	2
	Six	2	1	2	0
	Seven	0	1	0	0
Population of the Village	5000-10000	3	2	3	3
	Above 10,000	2	1	2	2
	NA	-	2	-	-
Number of Aanganwadi centers	5-8	4	2	1	4
	9 to 10	1	2	3	1
	Above 10		1	1	
Number of Health centers	0	2	-	-	-
	1	3	2	4	5
	2	-	3	1	
No. of Govt Primary School	7	0	1	0	0
	8	0	1	0	0
No. of Government Secondary School	0	1	1	0	2
	1 to 2	2	3	0	1
	3 to 5	2	1	2	1
	Above 5	0	0	3	1
No. of Government HS School	0	0	2	2	0
	1	2	3	2	5
	2	1	0	1	0
	3	1	0	-	0
Police Station	Yes	1	1	0	2
	No	4	4	5	3
Approach road to GP	Kuccha	4	4	5	5
	Pucca	1	1	0	0
Frequency of Bus	No Bus service	1	0	1	0
	Twice a day	0	1	1	2

	3-4 times a day	1	2	3	0
	More than five times a day	2	2	0	3
	Quite Frequent	1	0	0	0
-					
Major Source of Drinking	Bore well	5	5	4	5
	Well	0	0	1	0

2.4.2. b. Occupation Structure of the Selected GPs

PDOs of the selected GPs were asked to rank the major sources of livelihood for the people in their GP. According to it, most of the people in 15 GPs are working as agricultural labourers for their livelihood. Three GPs from Harapanahalli taluk and four GPs each from Davangere, Aurad and Bidar taluk have ranked agricultural labour in the first place as major sources of livelihood in their GPs. Two GPs from Harapanahalli and one GP from Bidar have ranked ‘working in their own agricultural field’ as major source of livelihood in their GP. One PDO from Davanagere taluk has informed that majority of the people in his GP are employed with government organization. Proximity to the district headquarter might have prompted most of the people from the GP to seek livelihood from the service sector. The PDO from a GP in Aurad taluk has informed that most of the people are engaged as small traders.

Fourteen PDOs have identified ‘agriculture’ as a second major source of income in their GPs. Rest of the six PDOs have indicated artisan industry, small traders, working in government or private sector as the second major source of income in their GPs.

Table 2.8: Major Sources of Livelihood in the Selected GPs (Source: CBPS)

Rank	Agriculture Labour	Agriculture	Artisans	Small Traders	Government Employee	Employed with Private Companies	Others
1	15	3	0	1	1	0	0
2	2	12	0	1	2	2	1
3	3	4	3	2	4	4	0
4	0	0	6	6	0	7	1
5	0	0	4	7	5	4	0
6	0	0	7	3	8	3	0
7	0	0	0	0	0	0	1

Seasonal migration is not reported from the GPs of Davangere taluk, which is a district headquarter. However, two GPs, each from Harapanahalli and Bidar taluk, and

one GP from Aurad taluk have reported seasonal migration. This shows that the GPs lack employment opportunities in lean seasons of the year.

Section 3 -Study Area

3.1. BRGF Districts in Karnataka

Six districts of Karnataka are covered under the BRGF scheme, viz. Chitradurga, Davanagere, Bidar, Gulbarga, Yadgir³ and Raichur. While the first two are located in the central part of Karnataka, the remaining four are part of the North Eastern Karnataka, a region known for its socio-economic and educational backwardness. Two BRGF districts selected for the study viz. Bidar is from northern eastern Karnataka and Davanagere is from central Karnataka.

In this section, backwardness of the BRGF districts of the State is discussed with the help of various reports / studies. Also, a brief profile of the two selected districts of the study has been provided.

BRGF Districts of Karnataka
(BRGF Districts are Highlighted in red lines)



Source:

<http://www.planningonline.gov.in/ReportData.do?>

3.2. Status of BRGF Districts as per the Human Development Reports

The Table 3.1 indicates the level of human development over the period of 10 years (1991 to 2001) among the BRGF districts of Karnataka. The districts of Chitradurga and Davanagere which are located in central Karnataka are slightly behind the state average but are positioned much higher than the other BRGF districts in north Karnataka. Though the districts of Chitradurga and Davanagere are better among the

³ Yadgir district with three taluks was carved out of Gulbarga district in the year 2009. As most of the data available from various sources have given combined figure for Yadgir and Gulbarga, therefore, we have not given in this study. Here, we have included Yadgir in Gulbarga

BRGF districts, their relative position across the districts of the State in terms of Human Development Index (HDI) has come down in 2001 as compared to 1991. Davanagere district which had HDI value of above the state average in 1991 had slipped down to below the state average in 2001. BRGF districts of the North Karnataka has observed a higher level of improvement for the period of 1991-2001 in HDI values compared to the BRGF districts of Central Karnataka. On the other hand, the growth rate of BRGF districts from North East Karnataka is considerable but their relative position among the districts has not altered much.

Among the BRGF districts, Gulbarga district has shown the highest improvement with 24.5 percent followed by Raichur district. It is important to mention here that although increase in HDI value of Raichur district is remarkable but it remained at the bottom of the HDI rank (27/27) in both years.

Table 3.1: Human Development in BRGF Districts in Karnataka

District	HDI Rank*		HDI value		
	2001	1991	2001	1991	Change (%)
Davanagere	12	8	0.635	0.548	15.88
Chitradurga	16	13	0.627	0.535	17.2
Bidar	21	23	0.599	0.496	20.77
Gulbarga/Yadgir	26	25	0.564	0.453	24.5
Raichur	27	27	0.547	0.443	23.48
Karnataka			0.650	0.541	20.15

*Ranking among 27 districts of the State

Source: Karnataka Human Development Report 2005

3.3. Status of BRGF districts/taluks as per HPCRRI

The report of HPCRRI had classified all the taluks of the state in two broad categories on the basis of a 'Comprehensive Composite Development Index' - developed taluks and backward taluks. Backward Taluks were further classified in three categories: 1). Most Backward Taluks, 2). More Backward Taluks, and 3) Backward Taluks.

As per the calculation, only two taluks of Davangere and one taluk each from Bidar and Chitradurga fall under relatively developed taluks and rest of the 28 taluks (of 32 taluks in BRGF districts) falls under the backward category. Of the 28 backwards taluks in BRGF districts, only one taluk come under backward taluk category, seven under more backward taluk, and rest 20 taluks belong to most backward taluk. Of the 175 taluks in the state, 39 taluks are classified as most backward taluks, of which 20 taluks (about 50 percent) are from BRGF districts of the state and rest 19 are from other 21 districts of the state. This indicates the need of special grant to the BRGF

districts, especially to Gulbarga, Yadgir and Raichur districts, where all the taluks are in backward category.

Table 3.2: BRGF Taluks classified under HPCRRI Report

District	No. of Taluks	Relatively developed taluks	Backward Taluks			
			Backward	More Backward	Most Backward	Backward Total
CCDI value ⁴	-	1.96-1.00	0.89-0.99	0.80-0.88	0.53-0.79	0.79-0.99
No of Taluks in the State	175	61	35	40	39	114/175
Bidar	5	1	0	0	4	4/5
Chitradurga	6	1	0	4	1	5/6
Davanagere	6	2	0	2	2	4/6
Gulbarga/Yadgir	7/3 (10)		1		9	10/10
Raichur	5			1	4	5/5
Total (%)	32 (100.0)	4 (12.5)	1 (3.1)	7 (21.9)	20 (62.5)	28/32 (87.5)

Source: HPCRRI Report, 2002

3.4 Status of BRGF districts

As per the directives of BRGF, identification of the districts for the scheme is based on an index of backwardness comprising of three parameters: i) value of output per agricultural labour, ii) agricultural wage rate and iii) percentage of SC/ST population of the district. In this section, we have analyzed the relative positioning of BRGF districts in the state to validate the selection of districts under the scheme.

3.4.1 Share of SC and ST population among BRGF districts

All the BRGF districts of the State have higher proportion of SC population than the state average. The share of ST population is also significantly higher, about two to three times, in all the BRGF districts except for Gulbarga/Yadgir. The total SC population in BRGF districts together constitute for 23.91 percent of the total SC population in the State. Similarly, the ST population in BRGF districts together constitute for 31.79 percent of the total ST population in the State. This means that SC and ST population from BRGF districts together constitutes about 24 percent of the total population of the state.

⁴ The High Power Committee for Redressal of Regional Imbalances (HPCRRI) headed by Dr D. M Nanjundappa assessed the regional imbalances in the year 2002. This was done based on 35 indicators which included socio-economic indicators along with population and natural resource endowments. An index comprising these 35 indicators was developed and was called Comprehensive Composite Development Index (CCDI). The taluks with CCDI value less than 1.00 were classified as Backward (0.89-0.99), More Backward (0.80-0.88) and Most Backward Taluks (0.53-0.79), while taluks with CCDI value of more than 1.00 were classified as Relatively Developed taluks (1.0-1.96).

Table 3.3: Share of SC and ST in BRGF districts (2011)

District	SC%	ST%	Share in state	
	2011	2011	SC	ST
Bidar	23.47	13.85	3.82	5.55
Chitradurga	23.45	18.23	3.71	7.12
Davanagere	20.18	11.98	3.75	5.49
Gulbarga/Yadgir	24.65	5.67	8.8	4.99
Raichur	20.79	19.03	3.83	8.64
Karnataka (Average)	17.15	6.95		

Source: Census 2011

As per the Karnataka Human Development Report (2005), the HDI for 'all categories' in the state is 0.650, whereas for SC is 0.575 and for ST is 0.539. Lower HDI values of SC and ST population in compare to 'all categories' indicates the importance of development of SC and ST population, especially in those districts where their population is relatively higher, like in Bidar, Raichur and Chitradurga.

3.4.2 Agricultural Wages in BRGF districts

The share of agricultural workers (Main cultivators + Main Agricultural Labourers) in the total workers was found to be higher in all the BRGF districts than the state average (refer table below). More than half of the working force in Chitradurga and Gulbarga are with agriculture. Even when the 'agriculture' is such a dominant source of livelihood for majority of the households in BRGF districts, the wages in the sector is comparatively lower than the state in BRGF districts. Non-proximity to the urban areas and non-availability of other sources of livelihood are few of the reasons for lower wage rates in the sector, especially in north eastern BRGF districts of the State, other than Gulbarga.

Table 3.4: Agricultural Wages in BRGF Districts (2011)

District	Agril Workers 2011		Agricultural Wages (in Rs)		
	No.	Share (%)	Men	Women	Difference
Bidar	328863	46.81	143	85	58
Chitradurga	449845	55.65	154	95	59
Davanagere	431635	49.37	179	107	72
Gulbarga/Yadgir	806990	52.52	202	107	95
Raichur	502785	49.32	127	102	25
Karnataka	11158230	40.03	215	124	91

Note: Wages for agricultural work excludes grazing and harvesting of horticultural crops

Source: DES, Government of Karnataka.

3.4.3 Agricultural Output per worker BRGF districts

To calculate 'agricultural output', GDP of agriculture (including animal husbandry) is divided by number of agricultural workers (main cultivators + agricultural labourers) in the district. According to the findings, share of agriculture output in total Gross District Domestic Product (GDDP) is much higher in the BRGF districts. This shows the predominance of agriculture in the BRGF districts. In Davanagere, agriculture contributes more than 30 percent of the total GDDP. However, even with higher contribution of agriculture in total GDP of the districts, agricultural output per worker is much lower than the state in BRGF districts (other than Davanagere). In Gulbarga, agricultural output per worker is about half of the state average output. This suggests the poor state of agriculture in the BRGF districts.

Table 3.5: Agricultural Output per worker in BRGF districts (2011)

District	Agriculture GDP (Rs. In lakhs)	% of Agricultural GDP in total GDDP	Agricultural Output Per Worker
Bidar	79314	20.47	24118
Chitradurga	114724	23.10	25503
Davanagere	197549	30.47	45768
Gulbarga/Yadgir	141307	16.54	17510
Raichur	90678	20.00	18035
Karnataka	3957253	14.51	35465

Source: DES, Government of Karnataka

3.5 Relative position of BRGF districts among the districts of the State

To validate the selection of the districts in the BRGF scheme, the cumulative index of all the districts⁵ of the state has been calculated using all the three criteria discussed in above sections for 2010-11, i.e., share of SC and ST population in the district, agricultural wages in the district, and agricultural output per worker. The cumulative index has helped us to understand the relative positioning of all the districts with respect to the three parameters, which is the basis for the selection of districts for the BRGF scheme in the state.

As per the calculations, other than Davanagere, all the four districts feature in bottom five districts in the state. Bidar ranks last in the state, indicating the poor status of the district in respect of all three parameters. Davanagere, on the other hand, ranks 12th in the list of composite index. The district index, in respect of agricultural wages and agricultural output/worker, is even higher than the state average. However, the district has been chosen under the BRGF scheme because of high level of disparity

⁵ As mentioned earlier, though the number of districts as on 2014 is 30, the data is presented as 27 districts. (prior to bifurcation and formation of new districts)

within the district, which has been discussed earlier. On the other hand, Gulbarga, Bidar, Raichur and Chitradurga have lower index value than the state average in all the three parameters.

Table 3.6: Relative position of BRGF districts among the districts of State

Name	SC/ST	Agri. Wages	Agri Output/Worker	Cumulative Index	Rank
Belgaum	0.75	1.00	0.05	0.60	1
Kodagu	0.58	0.06	1.00	0.54	2
Shimoga	0.65	0.91	0.07	0.54	3
Udupi	0.99	0.52	0.12	0.54	4
Dakshina Kannada	0.98	0.14	0.45	0.52	5
Mandya	0.83	0.46	0.06	0.45	6
Uttara Kannada	1.00	0.24	0.05	0.43	7
Dharwad	0.88	0.37	0.02	0.42	8
Bangalore	0.87	0.24	0.07	0.39	9
Gadag	0.63	0.54	0.01	0.39	10
Chikmagalur	0.49	0.50	0.14	0.38	11
Davanagere	0.31	0.74	0.08	0.38	12
Kolar	0.17	0.86	0.07	0.37	13
Bagalkot	0.63	0.38	0.06	0.36	14
Hassan	0.66	0.33	0.07	0.35	15
Koppal	0.36	0.55	0.06	0.32	16
Haveri	0.61	0.32	0.04	0.32	17
Bangalore Rural	0.57	0.22	0.08	0.29	18
Chamarajanagar	0.14	0.62	0.06	0.28	19
Mysore	0.41	0.31	0.07	0.26	20
Bijapur	0.63	0.00	0.06	0.23	21
Tumkur	0.48	0.14	0.06	0.22	22
Gulbarga	0.36	0.21	0.00	0.19	23
Chitradurga	0.00	0.21	0.02	0.08	24
Raichur	0.06	0.16	0.00	0.08	25
Bellary	0.07	0.13	0.01	0.07	26
Bidar	0.14	0.01	0.02	0.06	27
Karnataka	0.56	0.71	0.05	0.44	

* The highlighted districts have scored lower than the state average.

Source: DES, Government of Karnataka

It can be said from the above table that poor status of Bidar, Raichur, Chitradurga and Gulbarga in all three parameters has justified their inclusion in the BRGF scheme. However, Davangere district has been included for the higher proportion of SC/ST

population and poor agricultural status in two of the taluks, i.e. Harapanahalli and Channagiri.

3.6 BRGF districts under Study

3.6.1 Bidar District

This is the northern most district of the state bordered by Nizamabad and Medak districts of Telangana State in the East, Nanded and Osmanabad districts of Maharashtra in the West and Gulbarga district in South. Administratively, the district is in Gulbarga division and comprises five taluks, i.e. Bidar, Aurad, Basavakalyan, Humnabad and Bhalki with an area of the district is 5458.9 sq. Kms. The district has 175 Gram panchayats, 621 villages and 6 ULBs. As per the census of 2011, the district accounts for 2.79 percent of the total population of the state with a population density of 312 which almost equals to that of the State. The variation in density within the district is very high, with Bidar taluk at 507 and Aurad taluk at 227.

Table 3.7: Basic Characteristics of Bidar District (2011)

Taluk	Area (Sq. Kms)	No. of GPs	Population	Density	SC%	ST%	Male Literacy %	Female Literacy%
Basavakalyan	1205.9	36	345247	286	23.47	13.85	78.05	59.57
Bhalki	1117.3	35	277350	248	22.01	18.19	80.96	61.80
Aurad	1224.4	38	278400	227	25.3	10.46	76.79	57.47
Bidar	926.00	33	469941	507	31.85	10.98	81.53	67.12
Humnabad	985.30	33	332362	337	18.89	12.02	77.01	58.95
Bidar District	5458.9	175	1703300	312	23.47	13.85	79.09	61.55
Karnataka	191791		61095297	314	17.15	6.95	82.47	68.08

Source: Census, 2011

Bidar district constitutes 3.82 percent of the total SC population in the State. Within the district, Bidar taluk has the highest proportion of SC population, followed by Aurad, Basavakalyan, Bhalki and Humnabad. The district has the 5.55 percent of the total ST population of the State. Bhalki taluk has the highest proportion of ST population whereas the lowest proportion of ST population is found in Aurad taluk. Percentage of literates in the district is below the state average. The male and female literacy rate is lowest in Aurad taluk while it is highest in Bidar taluk.

The district forms the part of the Deccan Plateau and lies at about 600 m above mean sea level and is well drained. Manjra and its tributaries flow in the district. Parts of Bhalki and Basavakalyan are irrigated through canals. The district is predominantly agricultural and also known as pulse bowl of the state. The average annual rainfall of the district is around 885 mm. Jowar and wheat are main cereals grown in the district.

Pulses include Red gram, Bengal gram, green gram and black gram. Sugarcane is the commercial crop grown in the district.

As per the HPCRRI report, other than Bidar taluk, all other taluks in the district are backward. Aurad taluk ranks 164 in the list of 175 taluks of the state. This indicates the poor economic as well as social status of the taluk in the state. Other than Bidar, all the other taluks of the district needs special attention to eradicate the backwardness as all of them rank in the last 30 taluks of the state.

Table 3.8: Taluk Level Indices and Ranks, Bidar District

Bidar		
Taluks	Index value	Rank
Bidar	1.00	61
Bhalki	0.74	146
Humnabad	0.73	150
Basavakalyan	0.69	158
Aurad	0.65	164

Source: HPCRRI, 2002

3.6.2 Davanagere District

Davanagere district is located in the center of Karnataka. The district is surrounded by Shimoga and Haveri district in the West, Bellary district in the North, and Chitradurga in East. The district has six taluks covering an area of 5870 sq. kms with highest population density in Davanagere taluk followed by Harihar taluk. Jagalur taluk records the lowest population density. Difference between the highest and lowest density taluks is about 529 persons, which gives us the variation available within the district. The district has 230 Gram Panchayats with highest number in Channagiri taluk.

Table 3.9: Basic Characteristics of Davanagere District (2011)

Taluk	Area	Population	Density	GPs	SC %	ST %	Male Literacy %	Female Literacy%
Harihar	484.62	254170	524	25	12.96	8.57	82.83	70.08
Harapanahalli	1436.72	302003	210	35	24.60	16.66	76.76	59.12
Jagalur	936.35	171822	184	22	25.36	24.58	81.17	64.29
Davanagere	956.58	681979	713	40	16.64	9.20	86.25	75.70
Honnali	884.74	233206	264	47	22.16	7.25	83.13	67.97
Channagiri	1170.86	302317	258	61	25.34	12.95	79.02	65.39
Davanagere District	5869.87	1945497	331	230	20.18	11.98	82.40	68.91
Karnataka	191791	61095297	314		17.15	6.95	82.47	68.08

Source: Census, 2011

Though the proportion of SC and ST population of the district is higher than that of the State average, the taluks of Davanagere and Harihar taluks have lesser proportion of SC population compared to that of the State average. The proportion of SC and ST put together is more than 50 percent in Jagalur taluk while it is 40 percent in Harapanahalli taluk, 21 percent in Harihar taluk and 26 percent in Davanagere taluk. The male literacy rate is highest in Davanagere taluk followed by Honnali and Harihar taluks which are above the State average, the other taluks are slightly behind the State average except for Harapanahalli which has male literacy rate hovering around 76 percent. The female literacy rates are higher than the State average for Davanagere and Harihar taluks while it is very close to State average in Honnali taluk. The literacy rate is lowest in Harapanahalli taluk for both male and female categories.

The district is predominantly agricultural and contributes prominently in paddy, ragi, maize, chilli, onion, sugarcane and cotton. Taluks like Harapanahalli are entirely rainfed while Honnali and Harihar are irrigated through Tungabhadra river. Honnali and Davanagere also have large area under Arecanut (beetle-nut) plantations. Horticultural crops, especially fruit crops, have been taken up in a big way in the district. Davanagere is known as education center with engineering and medical colleges in the town. It is also a business centre known for agro based industries such as cotton ginning, groundnut milling and also textile trading. It has a good network of roads and railways and is well connected to state capital.

As per the HPCRRI report, Davanagere and Harihar taluks are relatively forward taluks and ranked 7th and 34th in the list of 175 taluks respectively. Honnali and Jagalur taluks are classified as more backward taluks while Channagiri and Harapanahalli are classified as most backward taluks. Harapanahalli taluk is the most backward taluk in the district with an index value of 0.72. The taluk ranks 156 among the 175 taluks of the state. This implies the major disparity lies within the district as two taluks of the district are in forward category and two each in 'more' and 'most' backward category.

Table 3.10: Taluk Level Indices and Ranks, Davanagere District

Davanagere		
Taluks	Index value	Rank
Davanagere	1.56	7
Harihara	1.17	34
Honnali	0.86	108
Jagalur	0.80	134
Channagiri	0.78	139
Harapanahalli	0.72	154

Source: (HPCRRI 2002)

Section 4 - Performance of BRGF Districts

World Development Report 1994, titled 'Infrastructure for Development' rightly mentions that 'the adequacy of infrastructure helps determine one country's success and another's failure – in diversifying production, expanding trade, coping with population growth, reducing poverty, or improving environmental conditions' (World Bank 1994:2). The Eleventh Five Year plan has also stressed on infrastructure development for the inclusive growth of the economy. Even the focus of BRGF programme is to '*bridge critical gaps in local infrastructure and other developmental requirements that are not being adequately met through existing inflows*' (BRGF Guidelines: Page 4). For this purpose, the programme provides untied development fund for filling the prevalent critical infrastructural and other development gaps. Center credits the development fund to the account of the Zilla Panchayat of the selected BRGF districts, which is distributed among the PRIs, ULBs, taluk panchayats and district Panchayat.

Pattern of distribution of the development fund varies from state to state. Karnataka has followed two different patterns of distribution - the first one was followed between 2007 and 2012, and the second one has started from 2013 and is currently being followed in the state⁶. As per the current pattern, the total development fund of the district is distributed in the ratio of 80:20 to PRIs and to ULBs⁷.

In this section an attempt has been made to provide a comparative picture of development status of backward districts of the state vis-à-vis the State average. The comparative picture of the BRGF districts vis-a-vis the State has been presented in two forms - temporal and spatial. Temporal picture is given with the help of growth rate over time (before and after the programme) of the BRGF districts and the State. And to present a spatial picture, the status of the BRGF districts was compared with the average of the State in the specific year. In calculating growth rate, we have used only the beginning and end points, and it is expressed in percentage change over years.

Economic as well as social indicators have been used to analyze the comparative status of the BRGF districts against the State average. The economic indicators comprise the following: (i) Net District Income, (ii) Per Capita Income, (iii) Percentage of HHs with electricity connection, (iv) Roads per sq.km. and (v) Gross Cropped Area. The social indicators are: (vi) Primary School per lakh population, (vii) Population per PHC (viii) Number of aanganwadi centers per

⁶ Distribution of funds among the PRIs, ULBs and other panchayats is discussed in detail in the next section.

⁷ As per the RDPR Karnataka Circular dated 12/03/2013

thousand children below 6 years, (ix) overall literacy and (x) female literacy. Among the economic indicators, the first two (i and ii) and gross cropped area⁸ (v) are outcome indicators whilst the third (iii) and fourth (iv) are indicator related to availability of infrastructure. Similarly, among the social indicators, first three (vi, vii, and viii) are related to available infrastructure and last two (ix and x) are the outcome due to availability of infrastructure and other factors.

In most cases, we have not been able to use census data of 2001 and 2011 (except literacy), because the programme was initiated in 2007-08 and the census data was collected in 2010. Obviously, the programme could not be expected to have achieved a great deal within two years from the initiation. Therefore, we have used the district data published by Directorate of Economics and Statistics (DES), Karnataka to assess the change in relative positioning of BRGF districts of the State vis-à-vis the State in a span of three to five years between 2006-07 and 2012-13 depending on the availability of the data. However, Census data has been used largely to estimate the population, household population and 'population of children below six years' for 2009 and 2013.

In most cases we have compared the value of 2007-08/2008-09 with 2012-13 to find the progress (growth rate) in the period. We made sure that the minimum difference between the comparative years should be more than three years. However, in agriculture, we have used the 2007-08 figures and 2011-12, as the 2012-13 seems to be a rainfall deficit year in the state. Comparing the figure of 2007-08 with 2012-13 would have given an unrealistic figure as the total cultivated land had decreased in 2012-13 because of the deficit in rainfall. Similarly, for NDI and PCI, we have used the data of 2010-11 as that is the latest data available at the district level. For total and female literacy, we have used the census figures of 2001 and 2011, as the data was not available from any other source either for 2007-08 and 2012-13.

We have followed the method used by Human Development Report 2007/08⁹ (page 356) to calculate the development index. The rationale behind using the method is the universal acceptability of the method. The technical note on calculating the overall development index is given at the starting of the sub-section on 'Development in Economic and Social Status of BRGF Districts' (4.10). Also, in the starting of each sub-section, we have described the method used to calculate the values in the sub-section.

⁸ Increase in irrigation facility along with other factors affects the Gross Cropped Area.

⁹ Human Development Report 2007/08 'Fighting Climate Change: Human Solidarity in Divided World'. UNDP, 2007
(http://hdr.undp.org/sites/default/files/reports/268/hdr_20072008_en_complete.pdf)

It is also important to mention that Yadgir was a part of Gulbarga districts and formed in December 12, 2009, therefore, in most cases, we are have not found separate data for the district. Similarly, Ramanagara and Chikballapur¹⁰ districts were formed in 2007, therefore, in many cases we have not found the data for the districts, especially the census data. Therefore, wherever possible, we have given data for 29 districts (except Yadgir) and in case of non-availability of data, we have given data for 27 districts (excluding Yadgir, Ramanagara and Chikballapur).

4.1. Net District Income:

It is seen that Bangalore Rural district has recorded highest growth rate of 56 per cent in Net District Income (NDI) from 2006-07 to 2010 whereas Koppal district has recorded the lowest growth rate of 3.5 per cent. Among the BRGF districts, only Chitradurga district has recorded higher growth rate than the State growth rate of 36.7 per cent, whereas other four districts have recorded lower than the state average.

On the other hand, if we consider the ranking of the districts in the state, then it shows that NDI of Gulbarga and Davanagere districts is comparatively better in the state as they are always within first 13 districts of the state (total number of districts in the state is 27¹¹). The NDI ranking of Chitradurga has improved between 2007 and 2011, whereas it has decreased for the remaining BRGF districts, especially Davangere and Gulbarga districts have lost five ranks in four years.

Table 4.1: Net District Income of the BRGF District vis-a-vis State

	Net District Income (Rs Lakhs) (at the constant price of 2011) ¹²				Growth rate
DISTRICTS	2006-07	Rank	2010-11	Rank	In %
Bidar	417,366	21	563,064	22	34.9
Chitradurga	505,138	19	761,291	17	50.7
Raichur	507,694	18	665,798	21	31.1
Davanagere	719,281	8	873,498	13	21.4
Gulbarga	1,022,646	3	1,247,973	8	22.3
State	26,946,799		36,833,840		36.7
Average for the District	9,980,29	27 Districts	13,64,216	27 Districts	

Source: Directorate of Economics and Statistics, Karnataka

¹⁰ Ramanagara was a part of Bangalore Rural District and Chikballapur was a part of Kolar district.

¹¹ Now 30, however for our calculations, we have followed the number of districts in 2007, i.e. 27.

¹² CPI rates from <http://labourbureau.nic.in> has been used to calculate the Net District Income of 2007-08 at constant price

4.2. Per Capita Income

Per capita income of the state has increased by 30.9 percent between 2007-08 and 2010-11. Highest growth rate has been observed in Bangalore Rural District with 82.9 percent and lowest is in Koppal district (- 0.89 %). Among BRGF districts, only Chitradurga has observed PCI growth rate higher than the State. PCI of the state is much higher than all the BRGF districts of the state.¹³

Ranking of BRGF districts between 2008 and 2011 with respect to PCI had improved in Chitradurga district only, in rest of the districts either it had decreased or remained same. It is important to mention here that even though the NDI ranking of Davanagere and Gulbarga in 2011 was higher than most of the districts in the state but PCI ranking was lower.

Table 4.2: Per Capita Income of BRGF Districts vis-a-vis State (in Rs)

	2007-08		2010-11		Growth rate from 2007-08 to 2010-11 (in %)
	PCI (at the constant price of 2011) ¹⁴	Rank	PCI	Rank	
Gulbarga	30474	21	38115	22	25.1
Raichur	28368	24	35614	24	25.5
Davanagere	37468.5	13	43562	16	16.3
Bidar	25918.5	26	33476	26	29.2
Chitradurga	31048.5	19	44798	14	44.3
Karnataka	47569.5	27 districts	62251	27 districts	30.9

Source: Directorate of Economics and Statistics, Karnataka

4.3. Electricity

Between 2008-09 and 2012-13, the highest growth rate in household electricity coverage is observed in Shimoga district and lowest in Haveri District. As per the available information, Bidar, Raichur and Gulbarga have performed at par with the state's average growth rate of 7.20 percent from 2008-09 to 2012-2013. However, progress of Chitradurga and Davanagere was below 5 per cent. On the other hand, if we refer to the percentage of households with electricity connection, then Davanagere and Chitradurga have achieved above 94 per cent coverage even in 2009. So, there was not much scope for growth in these districts. Whereas the household coverage in other three districts was below 79 percent in 2008-09, hence the growth rate is higher

¹³ In 2010-11, PCI was highest in Bangalore district (155063) and lowest in Chamarajanagar (32342)

¹⁴ CPI rates from <http://labourbureau.nic.in> has been used to calculate the Per Capita Income of 2007-08 at the constant rate

in these districts. Still the percentage of household coverage in these three districts is lower than Chitradurga and Davanagere districts.

In Raichur, the percentage of households with electricity connection was 76.6 percent, which is lowest in the state. Twelve districts of the State have achieved more than 100 percent household coverage by 2013 - they are Gadag, Dharwad, Uttar Kannada, Davanagere, Shimoga, Udipi, Chikmagalur, Bangalore, Hassan, Dakshin Kannda, Kolar and Bangalore Rural. Davanagere is the only BRGF district that featured in the list.

Table 4.3: Households with Electricity in BRGF Districts vis-a-vis State¹⁵

	2008-09		2012-2013	
	Number of Households with Electricity	% of HHs	Number of Households with Electricity	% of HHs
Bidar	233,919	76.59	276,346	82.63
Raichur	251,997	71.85	288,725	76.58
Chitradurga	324,991	94.32	359,856	97.40
Davanagere	408,849	103.53	461,407	108.46
Gulbarga	509,087	78.62	588,103	84.04
Karnataka	12,439,169	97.70	14,643,449	104.73

Source: Directorate of Economics and Statistics, Karnataka

4.4. Roads

The importance of good road networks in accelerating the pace of economic development of a district cannot be overemphasized. In Karnataka, highest growth in road density is observed in Koppal district (44%) whereas lowest is observed in Chikmagalur district (-18 %) between 2008 and 2013. There is a wide gap in the growth rates of BRGF districts as growth rate in Bidar, Raichur and Davanagere was above 25 percent whereas it was below 5 percent in Gulbarga and Chitradurga.

When we look at the figures of total road length of different types of roads in backward districts vis-a-vis the State, the picture of the state looks much better. In 2008-09 the road density per km of land area for State was 1.09 km as against 0.87 in the BRGF districts. The difference remained about same between the State average and BRGF districts in 2012-13 as the road density per km of the land area of the State was 1.20 as against 1.02 in BRGF districts. It can be concluded from the table below

¹⁵ Number of households in 2011 was subtracted from the number of households in 2001 and then divided by 10 to estimate the annual growth of households between 2001 and 2011 Census. Annual growth number is used to estimate the number of households in 2009 and 2013.

that the road density remained lower in the BRGF districts than the State average in both the observed years.

Table 4.4: Road Density in the BRGF Districts vis-a-vis the State

	Road Density (2008-09)		Road Density (2012-13)		Growth Rate (in %)
	Density per sq km	Rank	Density per sq km	Rank	
Bidar	0.74	26	0.96	24	29.5
Gulbarga	0.8	24	0.83	26	3.6
Raichur	0.83	22	1.05	21	26.9
Davanagere	0.88	19	1.15	16	29.9
Chitradurga	1.08	14	1.13	17	4.8
STATE	1.09	27 districts	1.2	27 districts	9.9

Source: Directorate of Economics and Statistics, Karnataka

4.5. Total Area Sown

It was very difficult to decide on the year to calculate the progress of the BRGF districts in respect of total area sown from 2008-09, as the total annual rainfall received in 2012 was about 9 percent less than the normal rainfall in the district which had affected the total area sown in 2012-13. On the other hand, 2010 and 2011 had received 25 percent and 14 percent more rainfall respectively as compared to the normal rainfall of the state. After considering everything, the agricultural year of 2011-12 was considered for comparing with 2008-09, as the total rainfall received in the State in 2008-09 and 2011-12 was near about same i.e. 1340 mms (about 12 per cent more than the normal in the state) and 1375 mms, respectively.

Table 4.5: Growth in Total Area Sown in the BRGF Districts vis-a-vis the State

Districts/State	Growth in Total Area Sown from 2008-09 to 2011-12
	Growth (in %)
Raichur	-16.9
Chitradurga	-5.8
Gulbarga	-5.6
Bidar	3.9
Davanagere	5.6
State	-2.5

Source: Directorate of Economics and Statistics, Karnataka

Total area sown in the state had decreased in 2011-12 (120,59,367 hectares) by about 2.5 percent than the total area sown in 2008-09 (123,68,443 hectares), even when the

state had received relatively more rainfall in 2011-12 than in 2008-09. Other than Bidar and Davanagere, the growth rate of BRGF districts was lower than the average growth rate of the State. Growth rate of Raichur district was lowest in the state in the given period, whereas growth rate of Davanagere and Bidar was relatively better in the state as they rank 4 and 7, respectively, among the 29 districts of the state. Highest growth rate is recorded in Bagalkot district with 8.6 percent.

4.6. Literacy

4.6.1. Total Literacy Rate

As per the Census 2011, literacy rate of the state was 75.35 percent, an increase of 8.75 percentage points over that in 2001. Gulbarga district has recorded the highest growth rate of 29.7 percent and Kodagu the lowest growth rate at 8.1 percent. Other than Davanagere, literacy rate was lower in all the BRGF districts as compared to the state literacy rate. Situation was same in 2001 also. However, other than Davanagere, all the districts have observed higher growth rate in the last one decade, especially Raichur and Gulbarga districts. Among the BRGF districts, Gulbarga has observed highest growth rate followed by Raichur (22 percent), Bidar (15.8 percent) and Chitradurga (14.3 percent).

Other than Chitradurga, ranking of the BRGF districts remained either same or decreased over the Census decade.

Table 4.6: Literacy in the BRGF Districts vis-a-vis the State

DISTRICTS	Total (2001)	Rank	Total (2011)	Rank	% Growth Rate
Davanagere	67.4	10	75.74	9	12.4
Chitradurga	64.5	13	73.71	14	14.3
Bidar	60.9	20	70.51	18	15.8
Gulbarga	50	26	64.85	25	29.7
Raichur	48.8	27	59.56	27	22.0
STATE	66.6	27 districts	75.35	27 districts	13.1

Source: Census 2001 and 2011

4.6.2. Female Literacy Rate

Gulbarga district has observed highest growth rate in female literacy in the state. Lowest growth rate was observed in Bangalore district with 5.6 percent only. Female literacy rate has followed the pattern of total literacy rate among the BRGF districts. Like total literacy rate, female literacy rate was higher in Davanagere district as compared to the state literacy rate, whereas it was lower in the remaining BRGF

districts. Gulbarga and Raichur have observed higher growth rate in female literacy, 45 percent and 35.7 percent, respectively.

Growth rate in female literacy is higher than the total literacy in the state as well as in all the BRGF districts. In Gulbarga, total population of the literates grew by 29.7 percent from 2001 to 2011, whereas female literacy has grown by 45.5 percent which is around 16 percent higher than the growth rate in total literacy.

Table 4.7: Female Literacy in the BRGF Districts vis-a-vis The State

Districts	Female (2001)	Rank	Female (2011)	Rank	% Growth Rate
Davanagere	58	9	68.91	9	18.8
Chitradurga	53.8	13	65.88	14	22.5
Bidar	48.8	20	61.55	18	26.1
Gulbarga	37.9	26	55.09	25	45.5
Raichur	35.9	27	48.73	27	35.7
STATE	56.9	27 districts	68.08	27 districts	19.6

Source: Census 2001 and 2011

4.7. Primary Schools per Lakh Population

Estimated population of 2009 and 2013 has been used to calculate the number of primary schools per lakh population in the districts in the respective years. With 158.4 primary schools per lakh population Uttara Kannada district has maximum number of primary schools in 2013 in the state. In 2009, among the BRGF districts, availability of schools per lakh population was lower than the state average in Gulbarga district only. However, Gulbarga district had added many primary schools in four years to meet the need of the growing population, as the district had about 102 primary schools per lakh population in 2013. Availability of primary schools per lakh population was higher as compared to the state average in 2013 in the BRGF districts.

Bidar district has observed the highest growth in the availability of primary school per lakh population in the state between the period of 2009 and 2013, whereas Hassan district (-6.9 percent) has observed lowest growth rate in the state in the period. In the same period, the state has observed decrease in growth rate of primary school per lakh population whereas among the BRGF districts, Bidar, Gulbarga and Raichur have shown positive growth. Other than Davangere district, ranking of the districts, in concern to primary school per lakh population, has either improved or remained same in the BRGF districts between 2009 and 2013.

Table 4.8: Primary Schools per lakh Population in the BRGF Districts

	Number of Primary Schools per Lakh Population (2009)		Number of Primary Schools per Lakh Population (2013)		Growth rate (in %)
	Number	Rank	Number	Rank	
Gulbarga	90.53	14	101.61	11	12.24
Davanagere	96.95	11	95.87	13	-1.12
Bidar	100.97	10	114.53	10	13.43
Chitradurga	121.56	7	118.75	7	-2.32
Raichur	128.75	6	137.49	5	6.78
STATE	96.80	27 districts	95.65	27 districts	-1.19

Source: Directorate of Economics and Statistics, Karnataka

4.8. Public Health Centers (PHCs)

Estimated population of 2009 and 2013 is used to calculate the number of PHCs per lakh population in the districts. As per the calculation, there were 3.72 PHCs for a lakh population in the state in 2013, whereas the figure was 3.74 in 2009. This means that number of people per PHC had increased marginally with just 0.53 percent in the observed period. Gulbarga and Bidar are the only BRGF districts that had observed a positive growth as the number of PHCs per lakh population has increased between 2009 and 2013. Other districts, i.e. Raichur, Davanagere and Chitradurga had observed negative growth rate in the period. However, number of PHCs serving lakh population is higher than the state average in Chitradurga and Davanagere districts at 5.03 and 5.31 respectively. Ranking of the BRGF districts in the state remained same between 2009 and 2013.

Table 4.9: PHCs per Lakh Population in the BRGF Districts vis-a-vis the State

	PHCs per Lakh Population (2009)		PHCs for per Lakh Population (2013)		Growth rate (in %)
	Number	Rank	Number	Rank	
Raichur	2.83	24	2.82	24	-0.31
Bidar	3.07	20	3.15	20	2.85
Gulbarga	3.51	16	3.65	16	3.95
Chitradurga	5.28	12	5.03	12	-4.66
Davanagere	5.38	11	5.31	11	-1.27
STATE	3.72		3.74		0.53

Source: Directorate of Economics and Statistics, Karnataka

4.9. Aanganwadi Centers (AWC)

One of the major activities carried out with the development fund allotted under the BRGF programme is construction of aanganwadi centers. Growth in the number of AWCs per 1000 children below 6 years in 2009 (before the programme) and 2013 (latest data available) was calculated for the BRGF districts and the State.

It was seen that other than Chitradurga and Davanagere, number of AWCs per 1000 children in BRGF districts was less than the state average of 7.6 in 2009 (prior to programme). However, this has improved in four years as number of AWCs in all the BRGF districts was higher than the state average of 9 AWCs per 1000 children in 2013. This means that AWCs did get needed attention in the BRGF districts.

However, if we look at the growth rate of AWCs, then it seems that only Gulbarga and Bidar districts have done better than the state growth rate of 18.2 percent. Growth rate of other BRGF districts, like Raichur, Davanagere and Chitradurga, was less than the state growth rate. This means that even if the number of AWCs in the BRGF districts was better than the state average but non-BRGF districts have also increased the number of AWCs. For example, the growth rate of AWCs in Mysore district was 54.5 percent in the period. The lowest growth rate was experienced in Mandya district with 5.6 percent between 2009 and 2013.

Table 4.10: No. of Aanganwadi Centers per 1000 Children below 6 years in the BRGF Districts vis-a-vis the State

Districts	AWCs in 2009		AWCs 2013		Growth rate from 2009-2013
	No. of AWCs per 1000 children below 6 years	Rank	No. of AWCs per 1000 children below 6 years	Rank	In %
Davanagere	7.6	18	11.4	12	8.7
Raichur	7.4	19	10.3	13	13.6
Chitradurga	9.7	13	14.4	7	17.4
Gulbarga	6.1	23	13.4	9	22.5
Bidar	6.9	21	15.9	4	23.3
State	7.6		9.0		18.2

Source: Directorate of Economics and Statistics, Karnataka

Census 2001 & 2011

4.10. Development in Economic and Social Status of BRGF Districts

Development Index (DI) is a summary measure of ten indicators discussed above. To calculate the economic and social index number, index need to be created for all the ten indicators discussed above. To calculate these indices, minimum and maximum

values were used. Highest and lowest values among all districts of the state were adopted. Performance in each indicator is expressed between 0 and 1 by applying the following formula:

$$\text{Indicator index} = \frac{\text{actual value} - \text{minimum value}}{\text{maximum value} - \text{minimum value}}$$

The Economic Development Index and Social Development Index are then calculated as a simple average of the indicator indices. All districts have been ranked based on the index numbers. Based on the ranking, the districts have been divided into two categories: 1) high performing districts and 2) lower performing Districts, where 1 to 13 ranked districts are categorized under ‘higher performing districts’ and 14 to 27 ranked districts are categorized under ‘lower performing districts’.

4.10.a. Performance of districts under Economic Development Indicators

It is assumed that BRGF districts are the most socially and economically backward districts of the State. As per the Economic Development Index, Gulbarga and Davanagere fall under higher performing districts in 2009, although both the districts have fallen in ranking in 2013. On the other hand, Bidar district ranked second last in the state in 2009, has gained one rank in 2013. Raichur is also one of lowest performing districts in the state as it stood 24th among 27 districts of the state in 2009 and remained in the same position in 2013. Chitradurga is the lowest performing district and Bangalore is the highest performing district in the state in 2009 and remained so in 2013 also.

It is surprising to see that even with an exclusive fund from BRGF programme for developing infrastructure, other than Bidar district, all the other BRGF districts have either lost rank or remained in the same position between 2009 and 2013 when it comes to economic development index.

Table 4.11: Status of BRGF District with respect to Economic Development Index

DISTRICTS	Economic Development Index			
	2009	Rank	2013	Rank
Gulbarga	0.280	8	0.265	11
Davanagere	0.240	12	0.243	14
Chitradurga	0.214	16	0.212	21
Raichur	0.130	24	0.153	24
Bidar	0.091	26	0.125	25
No. Of Districts		27		27

Source: The Study, 2014

4.10.b. Performance of districts under Social Development Indicators

In terms of social development indicators, Chitradurga and Davanagere were in the ‘better developed districts’ of the state and their status improved as they ranked 6 and 10, respectively in 2013. Other than Raichur districts, the status of all the BRGF districts have improved in the given period. Based on the findings, it can be said that in the period between 2008 and 2013, the BRGF districts have improved their social status but their economic indicators need more work to improve.

Table 4.12: Status of BRGF District with respect to Social Development Index

DISTRICTS	Social Development Index			
	2009	Rank	2013	Rank
Gulbarga	0.243	26	0.395	22
Davanagere	0.522	12	0.554	10
Chitradurga	0.558	10	0.592	6
Raichur	0.288	24	0.321	26
Bidar	0.367	21	0.505	15
No. of Districts		27		27

Source: The Study, 2014

4.10.c. Performance of districts under Overall Development Indicators

The economic development index and social development index have been added to calculate the ‘Overall Development index’. According to that, Chitradurga and Davanagere districts are in better performing districts of the state in 2009 and remained so in 2013 also. Also, all the BRGF districts have improved by 1 to 2 ranks between 2008 and 2013. (refer the Appendix 8 for the performance of all the districts of the state). Ranking of the BRGF districts in Overall Development Index and HDI shows that all the BRGF districts are not the most backward districts of the state. Davanagere and Chitradurga rank 12 and 16, respectively, in the Human Development Index of HDR 2005.

Table 4.13: Overall Status of BRGF districts between 2009 and 2013

DISTRICTS	Socio-Economic Development Index				HDI-2001	
	2009	Rank	2013	Rank	2001	Rank
Gulbarga	0.261	21	0.330	20	0.564	26
Davanagere	0.381	13	0.399	12	0.635	12
Chitradurga	0.386	12	0.402	11	0.627	16
Raichur	0.209	26	0.237	25	0.547	27
Bidar	0.229	25	0.315	23	0.599	21
No. Of Districts		27		27		27

Ranking are in descending order, means lower the rank better the performance.

Source: The Study, 2014 and HDR 2005

Also in ODI calculations, Chitradurga and Davangere districts rank 12 and 13, respectively, in 2009. However, as the selection of the BRGF districts is not based on the socio-economic backwardness but on the percentage of SC/ST population in the respective district along with value of output per agricultural labour and agricultural wage rate, therefore the disparity is accepted.

However, the findings do bring out the disparity between economic and social indexes among the BRGF districts. Like, the performance of Gulbarga is better in economic indicators but the district shows a poor ranking in social indicators. This means that the district needs to spend more resources towards the development of social indicators, like building infrastructures as well as awareness for the improvement in health and literacy sectors. On the other hand, Chitradurga has performed well on social indicators but failed miserably in economic indicators, in such case the district needs to focus on developing employment opportunities, roads etc. Raichur needs more resources for development as the district is relatively backward in both social and economic indicators, whereas Davanagere's position is comparatively better in both the cases, so it can be recommended that the district could do with fewer resources.

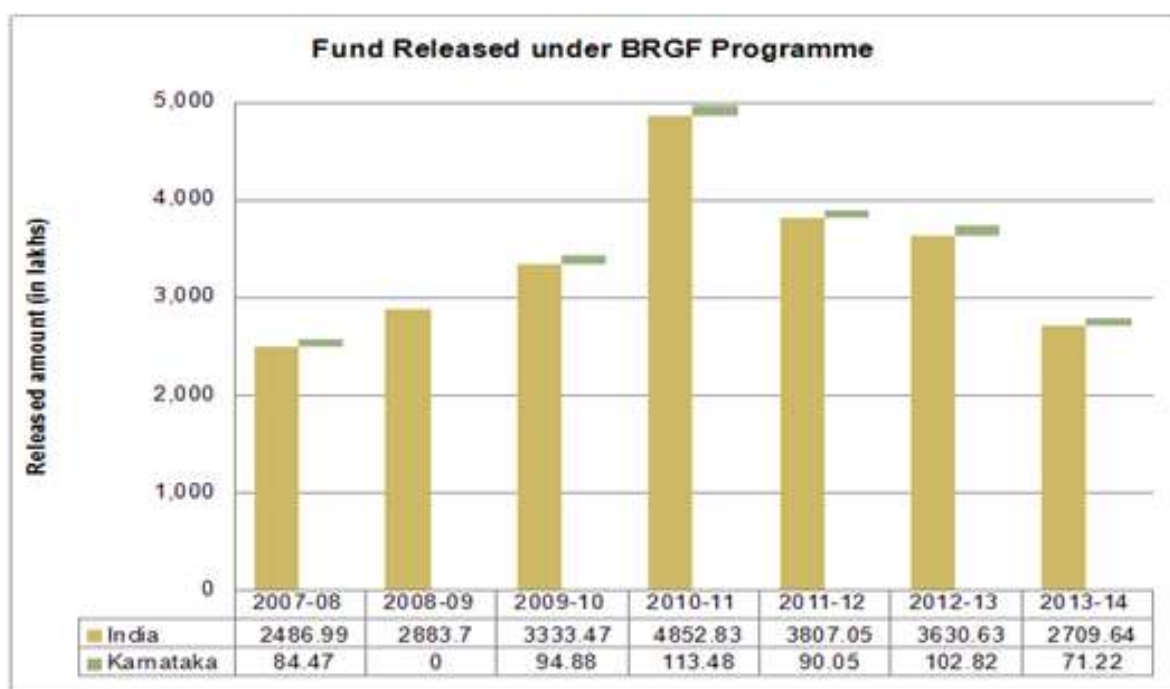
Section 5 - Pattern of Expenditure

As already mentioned, BRGF consists of two funding windows: a) Capacity Building Fund and, b) Untied Fund / Development Grant. In this section, funding patterns of untied/development grant are discussed. In some cases, for the comparison purpose, related figures on capacity building have also been included but the focus remains on development grant. Capacity building is discussed in the seventh section.

Design and operations of the development grants under the BRGF, including the nature, size, the horizontal and vertical allocation, the systems of releases and flow of funds, the use of funds and various issues related to the execution of the projects have been reviewed.

5.1. Proportion of Fund received by Karnataka under the BRGF Scheme:

GoI has released Rs 23704.31 crores under the BRGF scheme until the last financial year 2013-14 (www.Panchayat.gov.in). The state of Karnataka has received Rs.556.92 crores in the same period, which is 2.35 percent of the total released fund. Proportion of fund received by Karnataka under the scheme varies between 2.34 percent in 2010-11 to 3.40 percent in 2007-08. Karnataka has not received any fund under the scheme in 2008-09 as the fund was released at the end of the financial year in 2007-08. Therefore, all the works proposed under the scheme were executed in 2008-09. Figure 5.1 gives the detail of funds released by GoI and the fund received by Karnataka under the scheme from the 2007-08 to 2013-14. It should be noted here that the data from MoRD website on 'fund released' to Karnataka under the BRGF



scheme does not match with the data received from Rural Development and Panchayati Raj (RDPR) Department, Karnataka.

5.2. Size and Overall Utilization of Development Fund:

5.2.1. At the State level

By the end of 2013-14, the allocated budget to the BRGF districts of Karnataka amounted to a total of Rs 732.82 crores comprising capacity building grant of Rs. 31 crores (Rs 5 crore till 2012-13 and Rs 6 crores on 2013-14)¹⁶ and an untied grant (development grant) of Rs 701.82 crore. As against the budgeted amount, Karnataka received Rs 586.14 crores, which is 79.3 percent of the total allocated budget. Total expenditure is Rs. 589.52 crores, which is 80.3 percent of the total allocated budget but 101.25 percent of the total amount released to the state during the period. The table below shows that the grant received for capacity building is under utilized by 11.83 percent whereas untied grant is over utilized by 1.25 percent.

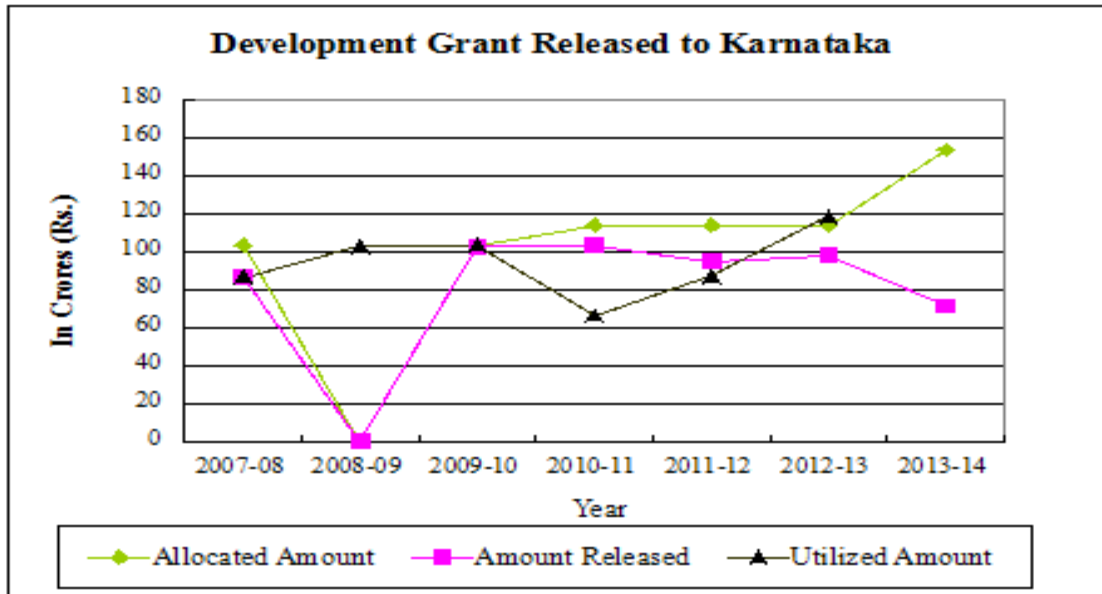
Table 5.1: Overview of the Entitlements and Releases (Rs. In Crore)

	Development Grant	Capacity Building Grant	Total Grant
Allocated Budget	701.82	31	732.82
Amount Released	556.56	29.58	586.14
Utilized Amount	563.54	26.08	589.62

Source: Zilla Panchayat Section, PR Wing, RDPR, Karnataka State

Annual allocations, releases and utilized funds of BRGF shows that for initial two years, the total untied fund (development grant) allocated to the state was same (Rs. 103.3 crore), then it increased by 10.23 percent in 2010-11 and remained same for next two years. In 2013-14, the total allotment was again increased by 34.68 percent. However, the amount released against the allocation remained always lower through out the programme period. In 2007-08, the released untied funds against the allocation were 86.59 percent, and it remained between 80 to 100 percent between 2009-10 and 2013-14: 99.23 percent (2009-10), 90.72 percent (2010-11), 83.25 percent (2011-12) and 86.07 percent in 2012-13. As mentioned above, in 2013-14, the allotment under the programme had increased by 34.68 percent but the amount released against allocation had decreased drastically as it was just 46.42 percent of the allotment.

¹⁶ Until 2012-13, Gulbarga and Yadgir used to receive a consolidated grant for development as well as for capacity building. In the financial year of 2013-14, Yadgir district got separate fund under the BRGF programme.



Source: Zilla Panchayat Section, PR Wing, RDPR, Karnataka State

The fund utilized against the amount released for untied funds shows quite an erratic trend as it ranges between 0 to 166 percent within the project period. This could lead one to conclude that there is a lack of absorption capacity amongst the PRIs and ULBs. In 2007-08, the fund was released at the end of the financial year and, therefore, fund could not be utilized. The released fund in 2007-08 was utilized in 2008-09, and there was no further releases made under the programme in 2008-09. In 2009-10, the utilization against release was about 100 percent but it decreased to 69.66 percent in 2011-12 which was again due to delay in release of fund from the center. Utilization against release was 88.68 percent and 166.02 percent in 2012-13 and 2013-14 respectively. In 2013-14, the center had not released any fund to Raichur and Gulbarga district and the remaining districts had not received the second installment. The districts were asked to adjust with the release of 2014-15 for the deficit of 2013-14. Therefore, it is not the lack of absorption capacity at the districts/PRI/ULB level but the delay in the release of fund from the center that has resulted in erratic trend in utilization of untied fund.

5.2.2. Distribution of funds across BRGF Districts

As per the BRGF Guidelines (pp5), untied grant should be distributed among the districts concerned using following three criteria:

- Every district will receive a fixed minimum amount of Rs.10 crore per annum;
- Fifty percent of the balance allocation under the Scheme will be allocated on the basis of the share of the population of the district in the total population of all backward districts.

- c. The remaining 50 percent will be distributed on the basis of the share of the area of the district in the total area of all backward districts.

Based on the given criteria, the entitled amount of the five BRGF districts of the state has been estimated. For calculations, the total amount released to Karnataka state in 2012-13¹⁷ has been used. Total amount released to Karnataka in 2012-13 was Rs 98.04 crore, of which Rs. 50 crore was distributed among the districts as per the first criteria, i.e. Rs. 10 crore per district per annum. Remaining Rs 48.04 crore was equally distributed by second and third criteria, i.e. 24.02 crore for each criteria.

Center decides allocation to each BRGF district of the country and the state agency does not play any role in this. However, the basis on which the amount for each district is decided is not known. The table below shows the estimated entitled amount of the districts and the actual amount received by them in 2012-13. It is seen that Gulbarga and Davanagere districts have received less than their entitled amount, whereas rest three districts of the state have received more than their entitled amount. Davanagere district has received 32.7 percent and Gulbarga district has received 18.9 percent less than their entitled amount. On the other hand, Raichur, Bidar and Chitradurga district have received 11.9 percent 9.4 percent 19.7 percent respectively more than their entitled amount.

Table 5.2: Estimated and Actual Fund Disbursement among BRGF Districts

	Estimated Amount as per the Criteria (Rs in Crore)				Actual Amount Released to the Districts
	1 st criteria	2 nd criteria (as per population)*	3 rd criteria (as per land area)#	Total Amount should have been received by the Districts	
Raichur	10	4.22 (17.57)	4.61 (19.19)	18.83	21.39
Bidar	10	3.73 (15.52)	2.99 (12.44)	16.71	18.44
Chitradurga	10	3.63 (15.12)	4.25 (17.69)	17.88	22.27
Davanagere	10	4.26 (17.72)	3.29 (13.72)	17.5	13.19
Gulbarga/ Yadgir	10	8.18 (34.07)	8.88 (36.96)	27.06	22.75
		24.02 (100)	24.02 (100)	98.04	98.04

*Numbers in parenthesis are share of population of the district in the total population of all the backward districts of the state (2011) # Numbers in parenthesis are share of Total Geographical Area of the districts in the total geographical area of all the backward districts in the state

Source: Zilla Panchayat Section, PR Wing, RDPR, Karnataka State, and Census 2011

¹⁷ Raichur district had not received any grant in 2013-14. Therefore, we have used the data of 2012-13.

The World Bank report had observed that the current distribution pattern has benefited the districts with smaller population¹⁸. To verify this in context of Karnataka, we have calculated the per capita average allocation of fund among the BRGF districts of the State. As per the findings, the average per capita amount from the BRGF development fund varies between Rs 82 per capita and Rs 132 per capita per annum. Districts like Chitradurga, with less population, have received exceptionally high per capita allocation than the districts with high population, like Gulbarga. Thus, it corroborates the World Bank's conclusion.

Table 5.3: Average Allocation per Capita (Rs)

District	Estimated Population of 2013*	Average allocation
Raichur	1984932	108.27
Bidar	1743685	106.33
Chitradurga	1689302	131.83
Davanagere	1976658	100.12
Gulbarga/Yadgir	3863745	82.36
State		105.78

Source: Zilla Panchayat Section, PR Wing, RDPR, Karnataka State, and Census 2001 & 2011

Many studies have critiqued the present allocation system as it favours districts with lower population. The World Bank report had said that 'smaller districts in terms of population and with a large territory (low density) will typically receive a significantly higher per capita allocation from the given allocation formula' (see World Bank Report, pp 9). Similarly Yumnam (2007)¹⁹ had argued that the fund should be allocated on the basis of the backwardness as the smaller districts in Manipur will get fewer funds than the large districts in Maharashtra, whereas the need of Manipur is much higher than the other backward districts of the country.

5.2.3. State Policy on distribution of Development Fund within the BRGF Districts

As per the BRGF Guidelines, each state will indicate the normative formula which will consider: a) distribution of fund among PRIs and ULBs within the district, and b) within the overall allocation made for each category, the norms governing the inter-se share of each Panchayat and Municipality concerned. (Refer BRGF Guidelines, pp 6)

The State level consultation which included elected representatives of local governments, experts, representatives of union and State governments decided on the

¹⁸ World Bank report "Independent Review of the BRGF" (2010) also concluded the same in their report (refer pp 7)

¹⁹ Yumnam, Amar. Economic and Political Weekly, May 12, 2007, pp 1667

distribution pattern of BRGF grants at various local government levels as well as under different group of activities and this pattern was followed upto 2011-12²⁰.

SL. No.	Institutions	Funds	Criteria
1.	Gram Panchayats	43%	All GPs get equal grants
2.	Taluk Panchayats	24%	According to number of GPs
3.	Urban Local Bodies	14%	According to number of wards
4	Zilla Panchayats	14%	Activities of DPC included
5	Advisory Committee	5%	Technical advisory group services

While the distribution of funds across the institutions was finalized it was also decided to undertake specific activities under BRGF programme.

Sl.No.	Activities	Percent of grants
1	Knowledge building (Awareness, attitude of staff and people)	30
2	Improving service delivery (Non salary)	30
3	Creation of Assets	20
4	Programme management	20

From the financial year of 2012-13, the distribution pattern has changed. According to revised criteria, 80 percent of the fund received by the district is to be allotted to Panchayati Raj Institutions and rest 20 percent to ULBs. Of the total fund allotted to PRIs, 70 percent is to be distributed among the GPs, 20 percent to Taluk Panchayats and rest 10 percent given to Zilla Panchayat (RDPR, Karnataka Circular dated 12/03/2013).

Table 5.4: Previous and Current Distribution Pattern among PRIs and ULBs in Karnataka

2007-12			2013-14		
S.No.	PRI/ULB	Share	S.No.	PRI/ULB	Share
			1.	PRI	80%
1.	Gram Panchayat	43 %	a.	Gram Panchayat	70 %
2.	Taluk Panchayat	24 %	b	Taluk Panchayat	20 %
3.	Zilla Panchayat	14 %	c.	Zilla Panchayat	10 %
4.	ULBs	14 %	2.	ULBs	20 %
5.	Advisory body	5 %			

Source: District Perspective Plan, and the RDPR, Karnataka Circular dated 12/03/2013

If 100 rupees is distributed among the PRIs and ULBs as per the previous and current distribution pattern, GPs gain 13 rupees, whereas Taluk Panchayats and Zilla

²⁰ A state level workshop was organised at ANSSIRD to decide on the distribution of BRGF Grants across the ULBs and PRIs. According to it, The workshop was attended by ZP presidents, vice presidents, CEOs of ZP, subject matter specialists, state and central government officers.

Panchayats lose Rs 8 and Rs 6 respectively. ULBs have gain six rupees and no fund is allotted to meet the expenses of advisory board (refer the table below).

Table 5.5: Distribution of 100 Rupees among the PRIs and ULBs as per the Previous and Current Distribution System

	Distribution of 100 Rupees among PRIs and ULBs	
	Previous Distribution Pattern (in rupees)	Current Distribution Pattern (in rupees)
GP	43	56
Taluk Panchayat	24	16
Zilla Panchayat	14	8
ULBs	14	20
Advisory Board	5	
	100	100

5.2.3. a. BRGF expenditure in Davanagere District

The total allocation for the period 2007-08 to 2013-14 amounted to Rs. 13563 lakhs while the actual grants received for the period was Rs. 10764 lakhs which accounted for 78.84 percent of the allocated amount.

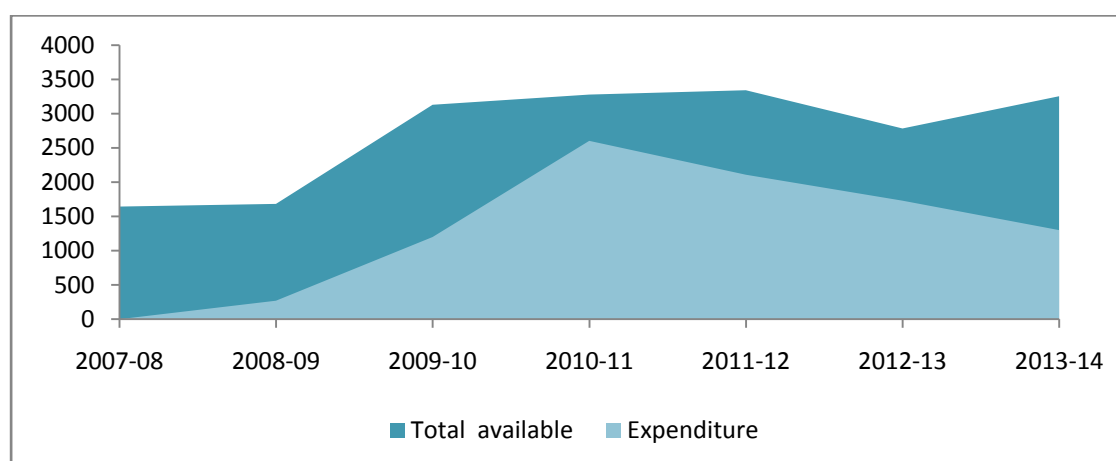
Table 5.6 Allocation, Release and Expenditure under BRGF in Davanagere District (Rs. in Lakh)

Year	Allocation	Opening Balance	Grants received	Interest	Total available	Expenditure	closing Balance	Utilisation (%)
2007-08	1817.00	0.00	1643.00	0.00	1643.00	0.00	1643.00	0.00
2008-09	1817.00	1643.00	0.00	38.74	1681.74	269.54	1412.20	16.03
2009-10	1817.00	1412.20	1633.00	82.58	3127.78	1198.41	1929.37	38.32
2010-11	1817.00	1929.37	1276.01	70.94	3276.32	2601.50	674.82	79.40
2011-12	1979.00	674.82	2614.00	50.94	3339.76	2107.19	1232.57	63.09
2012-13	1979.00	1232.57	1524.00	25.34	2781.91	1728.89	1053.02	62.15
2013-14	2427.00	1053.02	2074.00	124.99	3252.01	1299.52	1952.49	39.96
Total	13563.00		10764.01	393.53	11157.54	9205.05	1952.49	82.50

Source: ZP Davanagere

The grants were received for all the years except for the year 2008-09 which was due to the late release of funds for 2007-08 (during the month of March) which remained unspent. The utilisation of funds was low during the years 2008-09 and 2009-10 but picked up during 2010-11 (Figure 5.2). The utilisation again decreased during 2011-12 onwards and was only about 40 percent during the year 2013-14. The overall utilisation against the fund available was found to be 82.5 percent.

As the release of funds are tied to expenditure incurred, submission of utilisation certificate and submission of plans for the coming year approved by DPC, it is more likely that the delays in incurring expenditure as well as submission of utilisation certificate and plans did affect the release of allocated funds from GoI. The shortfall of releases accounted for Rs. 2500 lakhs or 21 percent of the allocation.

Figure 5.2: BRGF funds (release +int) and Expenditure in Davanagere district (Rs. in lakhs)

For distributing the funds between PRIs and ULBs in the district in the year 2013-14, Davanagere District Planning Committee (DPC)²¹ the district followed government circular related to the distribution of BRGF fund²² according to which the PRIs receive 80 percent of the total fund and ULBs receive rest 20 percent. Of the total fund allotted to PRIs, 10 percent is allotted to Zilla Panchayat, 20 percent to Taluka Panchayat and 70 percent to Gram Panchayat. Of the total fund allocated to Davanagere in 2013-14 which was Rs. 2427 lakhs, Rs. 1942 lakhs was allotted to PRIs and Rs. 485 lakhs to ULBs. Of the total fund allocated to PRIs, Zilla Panchayat was allotted Rs. 194 lakhs, Taluk Panchayats were allotted Rs. 388 lakhs and Gram Panchayat were allotted Rs. 1360 lakhs, accounting for 10, 20 and 70 percent, respectively.

Table 5.7: Allocation of Funds in Davanagere District, 2013-14

		Percentage of Allocation	Total Allocation (in lakh rupees)
a	Zilla Panchayat	10%	194
b	Taluk Panchayat	20%	388
c	Gram Panchayat	70%	1360
1	PRIs	80% (ZP+TP+GP)	1942
2	ULBs	20%	485
	Total	100% (PRIs + ULBs)	2427

Source: Proceedings of Davanagere DPC meeting held on 04.07.2013 at ZP, Davanagere

²¹ Proceedings of Davanagere District Planning Committee (DPC) meeting held on 04.07.2013 at 11 AM in the Zilla Panchayat meeting hall, Davanagere

²² Circular dated 18.04.2013 of Director (Panchayat Raj) and Ex officio Deputy Secretary to Government

The first Installment amount released during 2013-14 was Rs. 2074 lakhs and was distributed according to the sharing pattern. The district did not receive the second installment.

Distribution and Utilization of Fund among GPs and ULBs

As discussion with the DPC members of the district, the total fund allocated to the Gram Panchayat is equally distributed among all the Gram Panchayats of the district. Similarly, the total fund allocated to the ULB is equally distributed among all the wards of the district. As per the proceedings (*Ibid*), the district had allocated Rs.5.92 lakhs per GP and around Rs. 3.2 lakhs per ward in 2013-14.

It is important to mention here that the district had not released any fund to the accounts of GPs till 2011-12. The DPC members of the district used to decide the action plan for the GPs and implement it accordingly by releasing it to the related departments. The decision was taken after the GPs were unable to utilize the fund allotted to them in 2007-08. In 2011-12, the DPC was forced to release the fund to the account of GPs as it is emphasized in the guidelines that the planning and execution should be done by the local bodies. This has been reconfirmed by the PDO of the Kukavada GP from Davanagere District as they are receiving fund under the BRGF scheme from 2012-13 only.

5.2.3. b. BRGF Expenditure in Bidar District

Table 5.8: Allocation, Release and Expenditure under BRGF in Bidar District

(Rs. in Lakh)

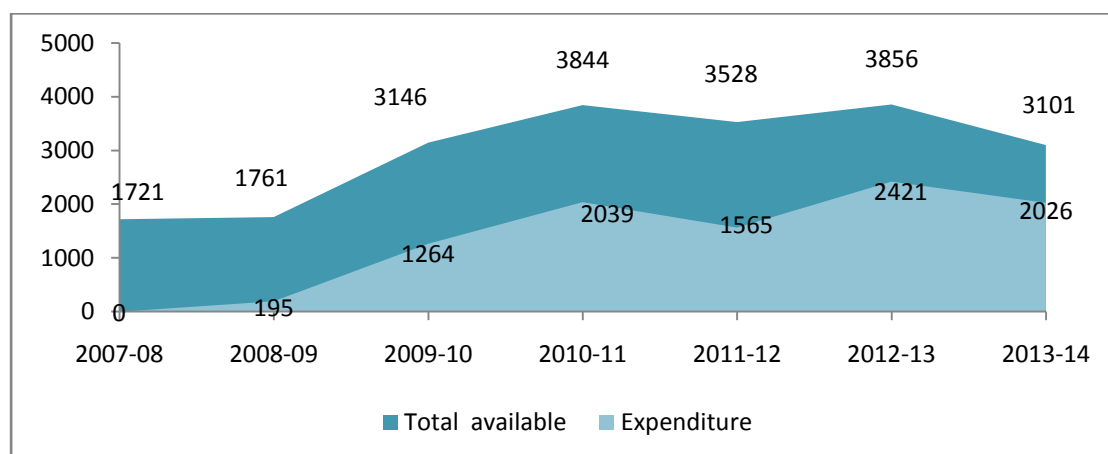
Year	Allocation	Opening Balance	Grants received	Interest	Total available	Expenditure	closing Balance	Utilisation (%)
2007-08	1721.00	0.00	1721.00	0.00	1721.00	0.00	1721.00	0.00
2008-09	1721.00	1721.00	0.00	39.90	1760.90	195.20	1565.70	11.09
2009-10	1721.00	1565.70	1540.00	40.25	3145.95	1264.47	1881.48	40.19
2010-11	1721.00	1881.48	1894.86	67.88	3844.22	2038.84	1805.38	53.04
2011-12	1721.00	1805.38	1669.00	53.64	3528.02	1565.39	1962.63	44.37
2012-13	1827.00	1962.63	1827.00	66.68	3856.31	2420.76	1435.55	62.77
2013-14	2275.00	1435.55	1594.00	70.99	3100.54	2026.16	1074.38	65.35
Total	12707.00		10245.86	339.34	10585.20	9510.82		89.85

Source: ZP Bidar

Bidar district was allocated Rs. 12707 lakhs for the period 2007-08 to 2013-14. As in Davanagere, Bidar too did not receive any funds during the year 2008-09. The release of funds for the period stood at Rs. 10245 lakhs which accounted for 80 percent of the allocated funds. The amount available which included releases and the interest accrued was Rs. 10585 lakhs for the period 2007-14. The fund utilisation picked up slowly and was highest during the year 2013-14 at 65 percent. The overall

fund utilisation against the fund available was about 90 percent (Figure 5.3). An amount of Rs. 1074 lakhs remained unspent at the end of 2013-14.

Figure 5.3: BRGF funds (release +int) and Expenditure in Bidar district (Rs. in lakhs)



The utilisation of funds in Bidar district was higher than that of Davanagere district. This utilisation of funds in Bidar district significant because of the release of funds to all GPs since inception of project unlike Davanagere which did not release funds meant for GP till 2012-13.

Bidar district was allotted Rs 2275 lakhs in 2013-14. Of the total allotment, PRIs were allotted Rs 1820 lakhs and ULBs were allotted Rs. 455 lakhs, accounting for 80 percent and 20 percent of total allocation, respectively. Of the total allotment to PRIs, around 10 percent was allotted to Zilla Panchayat, 20 percent to Taluk Panchayat and rest 70 percent to Gram Panchayat. However, the district received only Rs.1304 lakhs during the year 2013-14.

Table 5.9: Allocation of Funds in Bidar District, 2013-14

		Percentage of Allocation	Total Allocation (in lakh rupees)
a	Zilla Panchayat	10%	182
b	Taluk Panchayat	20%	364
c	Gram Panchayat	70%	1274
1	PRIs	80% (ZP+TP+GP)	1820
2	ULBs	20%	445
	Total	100% (PRIs + ULBs)	2275

Source: ZP Circular dated 22/11/2013 & DPC Proceedings dated 11/07/2013, Bidar district

Distribution of Fund among GPs and ULBs

As per the circular (*Ibid*), from the total fund allotted to Gram Panchayat in 2013-14, Rs151.25 lakhs (about 12.27 % of total allotment to GP) had been deducted for three activities (activity number 2-4) that were not decided at GP level (refer table). The

district had also deducted 5 lakhs rupees for the administrative purpose (BRGF Common Purpose) from the total allotment of GPs, which as per the guidelines should be deducted from the total grant allotted to the district. Rest Rs 1117.75 lakh allotted to the GP was equally distributed among all the GPs of the district, i.e. Rs. 6.3 lakhs was allotted to all the GPs of the district in the financial year of 2013-14. Allocation to each GP under the BRGF scheme was around Rs. 6 lakh in both the districts, which is highly insufficient to close the fiscal gap and seriously address the challenge of regional imbalance. A PRI with an average size of population will typically only be able to make 1-2 small investments per year from this source of fund.

Of the total fund allotted to the district in 2013-14, about 93.5 percent was used for asset creation and rest 6.5 percent was used for the enhancement of education for the improvement of SSLC results, innovative practices in horticulture products and administrative purpose.

Table 5.10: Allotment of Fund at Various Level, 2013-14

S. No.		Allotment of Funds (in Rs Lakhs)				% Share
		GP	TP	ZP	Total	
1.	Asset Creation	1117.75	348.25	182.00	1648.00	90.55
2.	Construction of District Office Building for Disabled welfare	54.60	--	--	54.60	3.00
3.	Innovative practices in Horticultural products : Custard, cashew-nut etc	30.60	--	--	30.60	1.68
4.	Enhancement of Education for improvement of SSLC results	66.05	15.75	--	81.80	4.49
5.	BRGF Common expenses	5.00			5.00	0.27
	Total	1274.00	364.00	182.00	1820.00	100.00
	Share (in %) in total allotment to district	70 %	20%	10%	100%	

Source: Zilla Panchayat Office, Bidar

As per the available data from Bidar Zilla Panchayat, the district has initiated a new method of fund distribution from the project year of 2014-15. According to it, about 40 percent of the total allocated fund to GPs is distributed as per the total population, 10 percent as per the SC/ST category, 10 percent as per the level of illiteracy, 20 percent as per the area, and rest 10 percent as per the density.

As per the GOI Circular No.N-11019/833/08-Pol-I, dated May 29, 2009, each tier of Municipality must prepare the annual plan. The DPC should "consolidate" the plans

prepared by the Panchayats and Municipalities, as provided for in the Constitution, rather than prepare the District Plan of its own accord or of its own volition²³.

However, in Bidar district, the fund allotted to various ULBs through BRGF is credited in the account of District Urban Development Cell (DUDC), which is chaired by the DC²⁴. The issue had been raised a member of the CMC many times in the DPC meetings but no action had been taken against it. DUDC of Bidar is responsible for preparing as well as implementing action plan for all the ULBs of the district. The DPC meeting dated 12/09/2012 highlighted that the DUDC had failed to submit the action plan for 2011-12 and 2012-13 under the BRGF scheme within the stipulated period and thus delayed the release for the given years. In this meeting also the member reiterated that the fund released to ULBs was held by DUDC, which is against the spirit of BRGF as it emphasized on local level planning and execution. However, the CEO of the district responded that as the management and development of the ULBs comes under the jurisdiction of DC therefore the releases are made to DUDC (Minutes of DPC meetings held on 08/09/2010, 14-06-2011, 22-9-2011, 14-03-2012 & 12-09-2012).

5.2.4. Utilisation of Development Fund at GP level

As mentioned in the methodology section, we had interviewed PDOs and Panchayat President of 10 GPs each from selected districts for the study. All the PDOs and Presidents of the selected GPs for the study had heard about the BRGF scheme. However, not all the Panchayat Presidents were aware about the total fund released to their GP in 2013-14 under the scheme. As per the information collected, two Panchayat presidents had denied having any information about the amount released to the GP under the scheme in 2013-14.

Table 5.11: Amount Allotted under the BRGF Scheme in 2013-14

Amount Allotted to GPs	PDO		Panchayat President	
	Davanagere	Bidar	Davanagere	Bidar
Rs 5 Lakh	10	0	8	0
Rs 6.33 Lakh	0	10	0	10
Don't know	0	0	2	0

Source: As per the field data, 2014

All the activities carried out by the selected GPs in the financial year of 2013-14 under the BRGF scheme have been listed as per the information provided by the

²³ <http://www.panchayat.gov.in/preparation-of-perspective-plans-and-annual-plans-by-dpc> dated 18.11 2014

²⁴ Based on the minutes of the DPC meeting of Bidar held on 14/06/2011,

PDOs and Panchayat Presidents of the respective GPs. It is seen that the information provided by PDOs and Panchayat Presidents do match in most of the cases²⁵.

As per the given information (refer the table below), the GPs had spent most of the fund for various construction activities. Of the 28 activities listed by the PDOs of the selected GPs from Davanagere district, 16 are related to either construction of roads or solid and liquid waste management (SLWM) that includes construction of drains, soak pits, solid waste management systems. Reason for taking up SLWM work in the GPs is also because of the emphasis given by the government for 'clean villages'. Also, Administrative Training Institute (ATI) of the State had conducted few programs on SLWM for the officials and Panchayat Presidents (refer the section on capacity building). Similar trend can be observed in Bidar district also. Bidar GPs had also majorly spent the fund on the construction of compound walls and community walls.

Table 5.12: Activities Carried Out By the GPs under the BRGF Scheme in 2013-14

	Activities	PDO		Panchayat President	
		Davanagere	Bidar	Davanagere	Bidar
1	Construction of roads	8	9	8	9
2	Solid and Liquid Waste Management	8	4	10	5
3	Construction of compound wall	0	5	0	6
4	Community Hall	0	4	0	4
5	SC/ST Community development	2	2	4	0
6	Drinking water	2	0	2	0
7	Water Purifier Plant	1	0	1	0
8	Capacity Building	1	0	1	0
9	Construct/repair school building	1	1	2	0
10	Constructed <i>Anganwadi</i> building	0	2	0	0
11	Toilet construction	1	0	0	0
12	Construct/Repair Health center	3	0	0	0
13	Other developmental work	1	0	1	0

Source: CBPS

²⁵ To answer this question, most of the PDOs had referred the register but Panchayat Presidents had recalled it.

5.3. Horizontal Allocation of Development Fund

BRGF Guideline has mandated that ‘scheme benefiting SCs/STs should be allocated funds at least in proportion to the population of these communities in the jurisdiction for which the plan has been prepared.’ (refer BRGF Guidelines, pp 8). This means that at every level, i.e. District Panchayat, Taluk Panchayat, Gram Panchayat and ULB, the relative size of SC/ST population should be included as a criterion in the allocation formula.

For the initial four year of programme (2007-08 to 2010-11), the center has left the decision to the districts to allocate funds as per the given criterion. However, many states have not complied with this requirement (World Bank Study, pp 10). Therefore, from 2011-12, the center started allocating the SC/ST fund to the districts as per the Special Component Plan (SCP)²⁶ in accordance with their population ratio. As the center allots the fund to district in three baskets viz., SC, ST and Non-SC/ST the districts do not have freedom to allot funds among SC, ST and Non-SC/ST communities as they like. The districts have to submit the sub-plans (at all level) for SC and ST separately as per the allocated budget.

According to data on funds allotted to SC and ST communities, it is observed that funds allocated for these communities were marginally less than their proportion in the district’s population.

Table 5.13: Proportion of Fund Allotted to SC/ST Communities

	Bidar				Davanagere			
	% of population in total population (2011)	% of fund released in total release			% of population in total population (2011)	% of fund released in total release		
		2011-12	2012-13	2013-14		2011-12	2012-13	2013-14
ST	13.85	12.12	12.10	12.14	11.98	11.72	11.68	11.72
SC	23.47	19.86	19.90	19.86	20.18	18.61	18.64	18.60
General	62.68	68.02	68.01	67.99	67.84	69.67	69.69	69.67

Source: Department of Rural Development and Panchayati Raj, Karnataka

Davanagere district had followed the similar pattern at all levels (refer the table below) where about 18.5 percent of the total fund was allotted for SC category and

²⁶Special Component Plan (SCP) for Scheduled Castes (SCs) and Tribal Sub Plan (TSP) for Scheduled Tribes (STs) ensured that the State allocates SCP and TSP funds in proportion to the SC and ST population in the State. (Planning Commission, GoI, **D.O. No._M-13054/2/2005-BC** dated January 12, 2006

about 11 to 12 percent of total fund was allotted to ST category in 2013-14. This means that the proportion of SC/ST population in total population was not followed for distribution of fund among communities.

Table 5.14: Allocation of Funds in Davanagere District, 2013-14

		Allocation of Funds (in Lakhs)			Total
		General	SC	ST	
a	Zilla Panchayat	136 (70.10)*	36 (18.56)	22 (11.34)	194
b	Taluk Panchayat	270 (69.59)	72 (18.56)	46 (11.86)	388
c	Gram Panchayat	947 (69.63)	253 (18.6)	160 (11.76)	1360
1	PRIs	1353 (69.67)	361 (18.59)	228 (11.74)	1942
2	ULBs	338 (69.69)	90 (18.56)	57 (11.75)	485
	Total	1691 (69.67)	451 (18.58)	285 (11.74)	2427

**Numbers in parenthesis are percentage of allocation*

Source: Proceedings of Davanagere DPC meeting held on 04.07.2013 at ZP, Davanagere

Details of distribution of fund for SC/ST communities in 2013-14 from Bidar district was not available; therefore it is not possible to discuss the distribution pattern of Bidar district among communities. However, as per the data collected from Zilla Panchayat Office, the district has allotted about 10 percent of the total allocation to GPs for SC/ST population in 2014-15.

When we inquired about the awareness regarding the submission of separate sub-plan under the BRGF scheme, all the PDOs and the Panchayat President, other than three Panchayat Presidents from Davanagere, had replied in affirmative.

Table 5.15: PDOs and Panchayat Presidents Awareness about the Separate Sub-plan for SC/ST

Does the BRGF plan include the sub-plan for SC/ST?	PDO		Panchayat President	
	Davanagere	Bidar	Davanagere	Bidar
Yes	10	10	7	10
No	0	0	2	0
Not sure	0	0	1	0

Source: CBPS

GPs have to finalize its plan based on the priorities emerging from the *Gram Sabha* (BRGF Guideline, pp 35). Accordingly, the activities for the benefit of SC/ST should be planned as per the priorities decided by SC/ST community members. It was,

however, observed that it was *Gram Panchayat* members or PDOs or Panchayat President who decided the activities for the SC/STs under the BRGF Scheme. Only 3 PDOs and 5 Panchayat President had said that SC/ST members from the GP also have also some say in finalizing the activities under the scheme, especially with the fund available to them through the scheme.

Table 5.16: Who decides the activities for SC/ST Community under the BRGF Scheme?

	PDO		Panchayat President	
	Davanagere	Bidar	Davanagere	Bidar
Members of SC/ST Community	3	0	5	
PDO	7	1	9	1
Panchayat President	6	1	8	1
Members of the <i>Gram Panchayat</i>	10	9	6	9

Source: CBPS

Most of the suggested activities for the SC/ST communities under the scheme are related to construction work, like roads, drains, drinking water facilities, etc. Only two PDOs from Davanagere had said that the fund allotted to SC/STs were either used for education or for their capacity building. But no further details were provided under these sub-activities.. Sewage water treatment seems to be one of the major activities undertaken in the GPs. It is because of emphasis given by the central and state governments on cleanliness of GPs under the *Nirmal Bharat Abhiyan* (NBA). Also, the State Insinuate of Rural Development (SIRD) had conducted few training's on sewage water treatment for PDOs/Panchayat Presidents. Thus, the activity had been chosen by most of the GPs under the scheme.

Table 5.17: Suggested Activities for SC/S Community under the Scheme, 2013-14

	PDO		Panchayat President	
	Davanagere	Bidar	Davanagere	Bidar
Construction of roads	5	10	6	10
Provision of Drinking water facilities	5	0	2	0
Sewage water treatment	4	0	2	0
Solar street lights	1	0	1	0
Education	1	0	0	0
Capacity building	0	0	1	0
Construction of drain	0	5	0	5
Other developmental work in SC/ST colony	5	0	6	0
Don't know	0	0	1	0

Source: CBPS

5.4 Time lines for the release of the fund

As per the BRGF Guidelines, the first installment of the scheme should be released to the districts after the submission of Annual Action Plan along with all the documents (refer Annexure 1 for the list of documents). As per the District level officials, the district has to submit the proposal by the end of August. Second installment is released after the submission of physical and financial progress report along with utilization certificates and other documents²⁷.

It is seen that the first installment for the BRGF scheme was released from center to state after the month of September. However, Gulbarga and Yadgiri had received it in the month of March 2013 (just before the end of financial year). In such case, it was impossible for both the districts to execute the proposed works in the prescribed period²⁸. Inability to utilize the available fund in the prescribed period, both the districts had not only lost the entitled second installment but also the entire fund for the next financial year (2012-13). If we overlook the fund utilization of Gulbarga and Yadgiri, then all the other districts had utilized the available fund within the stipulated time period in 2012-13 (as per the available data the total utilization against the release to the state is 88.68 for 2012-13).

The center had released the fund to the state within a week of sending the Government Order (GO) to the district, except in Yadgiri where the first installment was released after 15 days of sending the GO. The 2nd installment to the State was also released within a week by the Center, except in case of Chitradurga where it was released after 23 days. State, on the other hand, has released the first as well as second installment to the concerned districts within a fortnight²⁹. Thus, the State had maintained the directive given in the guidelines.

²⁷ As per the BRGF Guidelines (pp 16), 2nd installments will be release on the submission of following: a) submission of physical and financial progress reports; b) The opening balance should not exceed 40% of the funds available during the previous year (the amount in excess of this limit will be deducted at the time of release of the second installment); c) Audit reports for the programme for the last year and submission of Action Taken Report should contain a certificate from the Chartered Accountant; d) Utilization certificates; e). Submission of non-diversion and non-embezzlement certificate; f) All pending progress/monitoring reports; g) Confirmation of establishment of District Planning Committee in accordance with Article 243 ZD of the Constitution; h) Any other condition imposed from time tot time in the interest of smooth implementation of the programme.

²⁸ The districts have to submit the documents for the release of second installment by the end of financial year.

²⁹ As per the BRGF Guidelines, the state has to release the funds to the districts within 15 days of receiving the fund from the center. Similarly, the district has to release the fund to the concerned PRIs/ULB/Taluk Panchayat within 15 days of receiving the fund from the state.

Table 5.18: Time-sheet for the Release of Fund from Center and State (2012-13)

S.No	Districts	Installment	Amount (Rs in crores)	GOI Release Order (GO date)	GoK Ex-chequer date	GoK release date to districts
1	Bidar	1 st	15.54	30.10.2012	06.11.2012	17.11.2012
		2 nd	2.90	29.03.2013	02.04.2013	04.04.2013
2	Chitradurga	1 st	6.31	19.11.2012	23.11.2012	29.11.2012
		2 nd	8.00	07.03.2013	30.03.2013	30.03.2013
			7.96	28.03.2013	03.04.2013	03.04.2013
3	Davanagere	1 st	13.19	31.08.2012	06.09.2012	15.09.2012
		2 nd	-	-	-	-
4	Gulbarga	1 st	11.55	28.03.2013	02.04.2013	03.04.2013
		2 nd	-	-	-	-
5	Raichur	1 st	6.49	26.09.2012	29.09.2012	05.10.2012
		2 nd	14.90	29.03.2013	02.04.2013	03.04.2013
6	Yadgiri	1 st	11.20	31.01.2013	15.02.2013	16.02.2013
		2 nd	-	-	-	-

Source: Zilla Panchayat Section, PR Wing, RDPR, Karnataka State

Release dates to GPs/ ULBs from district is also within the limit of 15 days from the day of receiving the fund from State (see the table below). As the table shows that Bidar district had released the 1st installment of BRGF fund with in 10 days to GPs in 2012-13, however, we are unable to receive any details regarding the release of 2nd installment from the district.

Data received from Davanagere district on release of fund from State government does not match with the data received from the RDPR, Karnataka. As per the RDPR records, in 2012-13, the 1st installment was released to Davanagere Zilla Panchayat on 15.09.2012 whereas the data received from Davanagere Zilla Panchayat shows that the 1st installment was received on 16.11.2012.

The district took about 45 days to release the fund to the GPs/ULBs and taluks, which is about 30 days more than the prescribed period of 15 days.

Table 5.19: Time-sheet for the Release of Fund from Zilla to GPs/ULBs (2012-13)

S.No.	Districts	Installment	Amount (Rs in crores)	GoK release date to districts	Districts to Implementing Agencies (PRIs, ULBs, and others)
1	Bidar	1 st	15.54	17.11.2012	26.11.2012
		2 nd	2.90	04.04.2013	Not available
3	Davanagere	1 st	13.19	16-11-2012	31-12-2012
		2 nd	-	-	

Source: Zilla Panchayat Office, Bidar and Davanagere

Field survey in 20 GPs had also revealed the issue of delayed release to the GP's account under the scheme. Six PDOs in Davanagere and 3 PDOs in Bidar had said that the BRGF fund was not received on time; similar claim was made by the Panchayat Presidents of the GPs. Most of the PDOs had said that the fund was not released in time to GPs because of technical reasons that involved late submission of final plan to Center, delay in release of fund from center, etc.

Delay in receiving the fund had also affected the implementation of the programme as five PDOs from the selected 20 GPs had said that they were not able to implement the activities under BRGF scheme on time because of either delay in approval of plan or release of fund.

Table 5.20: Fund Details from GPs

Fund received on time					Reasons for not receiving the fund on time				
	PDO		Panchayat President			PDO		Panchayat President	
	Davanagere	Bidar	Davanagere	Bidar		Davanagere	Bidar	Davanagere	Bidar
Yes	4	7	6	9	Technical problem	5	1	3	1
No	6	3	4	1	Don't know	1	2	1	-
Is the GP able to implement the activities on time					Reasons for not Implementing the activities on time				
Yes	7	10	8	10	Technical problem	0	0	2	0
No	3	0	2	0	Late Approval of Plan	2	0	0	0
					Delay in Release of Fund	1	0	0	0

Source: The study data, 2014

Another major concern (other than delay in release of fund from center) shared by the DPC members of the districts as well as by the Panchayat Presidents and PDOs is the time of the release of fund under BRGF scheme. According to them, release of BRGF fund to the districts coincides with the NREGA release, which usually happens to be the month of October-November. As the fund released to the PRIs under the NREGA is quite high in proportion, members of Panchayats tend to concentrate on the works proposed under that programme. Also if the funds released under NREGA are not utilized before March then the funds lapse, which is not the case of BRGF. Thus, in the process, the BRGF works get ignored or delayed.

Therefore, the members of PRIs and DPC suggest that the fund under the scheme should be released in the early months of financial year, when the pressure of works in Panchayat is comparatively less.

Section 6 - Planning Process

Importance of planning can be gauged from the fact that three of the major objectives of BRGF scheme relate to planning, either in form of capacity building for participatory planning or providing external support for planning. As per the guideline, 'each panchayat and municipality within the backward district concerned will be the unit for planning under BRGF' (BRGF Guideline, pp 8). This means that the GPs and Municipality have the ultimate power to decide the activity that they need to carry out with the fund allotted to them. The Guidelines emphasize preparation of three studies/reports - diagnostic study, baseline study and perspective report based on the district's vision. These studies help the local government in planning their activities (not restricted to BRGF Scheme) and later measuring the impact of the programme.

6.1. Reports/Studies for Planning Process

The planning at each level of local government is expected to look into the entire resource envelope by way of grants from Union and State Governments for various schemes, the Central and State finance commission grants; other untied grants to identify the gap in the funding which could then be planned for activities under BRGF (see BRGF Guidelines, pp 32)

6.1.1. Diagnostic and Baseline study:

As per the Guidelines, 'integrated development will commence with each district undertaking a diagnostic study....., which will include the preparation of a baseline survey which can be used for undertaking evaluation at a later date.' (BRGF Guidelines, pp4). This diagnostic study would enable the local governments to identify the target indicators of development and plan accordingly to reach them in a time bound manner.

A diagnostic study along with the baseline survey was done by SIRD Mysore to understand the backwardness of BRGF districts during the year 2007-08³⁰. Along with the diagnostic study, the baseline survey was also undertaken by looking into the status of 17 sectors in five BRGF Districts³¹, with respect to human development

³⁰ The district wise reports were published in the year 2010.

³¹ A total of 110 GPs were selected in 5 districts through a random selection which accounted for 10% of the total GPs in five BRGF districts (total number of GPs in the districts are 1091). Two villages in each GP were selected for the study. Similar exercise was also done in Udupi and Hassan districts, which are considered to be forward in terms of human development, to have a comparative analysis with the BRGF districts. Apart from getting information from the officials of GP, interviews were conducted with service providers (departments) and people receiving these services in BRGF districts. FGDs were conducted involving 25-30 persons with adequate representation from women, SC and ST categories covering all the 17 sectors.

indicators, infrastructure development and development in the productive sector. Seventeen sectors that were identified and decided for the purpose of collecting information during the baseline survey were:

1. Primary health
2. Primary education
3. Childcare
4. Adult education
5. Drinking water
6. Sanitation
7. Agriculture and agriculture related activities
8. Natural resource management
9. Natural disasters (flood/ famine)
10. NREGS
11. SGSY
12. Housing- Beneficiaries
13. Housing- Community
14. Gram Panchayat
15. Food security and PDS
16. Public services at the lower level
17. Political awareness

The overall finding of the diagnostic studies of the districts was that although there was a belief that lack of infrastructure was the main reason for backwardness, key causes for backwardness were poor socio-cultural, economic and education systems. Both in terms of endowment of resources and problems, the six districts show differences among them. However they have in common few factors responsible for their backwardness and they are: a) lack of awareness, b) poor provision of services, c) poor programme implementation, and d) poor of planning.

Results of diagnostic study on important social sectors indicated the difference in the knowledge levels, attitude and accessing the Government services among the BRGF districts as compared to developed districts.

As per the programme guideline, the findings of the diagnostic and baseline study should have been available by the end of 2007-08 i.e. before the initiation of the program so as to enable the districts to plan their activities accordingly. However, the results of both the studies were available only by the end of 2010. Till then, the districts had planned their activities without these reports. Also, according to DPC members, the districts had never considered the baseline and diagnostic study for preparing their activities under the scheme. However, the state emphasized

considering these reports for the preparation of District plan 2013-14 and after that BRGF Action Plan 2013-14³².

The baseline survey and diagnostic study also provided the much needed inputs for the State level consultation which included elected representatives of local governments, experts, representatives of union and State governments which decided on the distribution pattern of BRGF grants at various local government levels as well as under different group of activities and this pattern was followed upto 2011-12. Later in a state level meeting held on 18 April 2013, it was decided that the fund under BRGF should be used only for the gap filling. Hence, 90 percent of the fund should be used for permanent asset creation under 'women and child welfare', health and education department, and also to build structures to provide basic necessity; and remaining 10 percent can be used for other programs³³.

6.1.2. Perspective Plan

As per the 'Report of the Expert Group on Planning at the Grassroots Level', a district vision should be prepared through participative process starting from the grassroots, as to what should be the perspective for development over the next 10-15 years. In basic terms, the articulation of a vision is best done in each planning unit, right down to the GP level, starting with the needs, potential and the attainable levels on the basis of which fix the goals. A basic requirement is that that preparation of the vision is not conditioned by schemes and programmes. The vision should be primarily articulated in terms of goals and outcomes and should address basically three aspects of development, namely, human development, infrastructure development and development in the productive sector³⁴. Based on the district vision document along with baseline survey and a diagnostic study, a district level perspective plan was to be prepared. Davangere perspective plan is still in the process of finalization³⁵. The draft report provides general information of the district such as historical background, location, climate and economic status and status of human development as per the Karnataka HDR; it discusses regional imbalances within the district as per the HPCRRI report; available resources in the district, like land, soil, water and human resources; status of production sector (primary as well as secondary), infrastructure available (housing, potable water, education facilities, health, transportation and communication, electrification, banking and financial services), and human development indicators (social justice related to poverty,

³² As per the GO number 'GraAP 50 GPS 2013', Bangalore on 'Implementation of BRGF plan' dated 18-04-2013.

³³ *Ibid*

³⁴ Planningonline.gov.in/Panchayatirajreport_bW.pdf (the report has been suggested in the Annexure 2 of the Guideline for preparing district plan, pp14) as on December 2, 2014

³⁵ The districts were given early part of the year 2006-07 to prepare their perspective vision.

unemployment, women empowerment and welfare of special classes). It also presents the strengths, weaknesses; opportunities and threats (SWOT) of the district which is more a comparative analysis with the state. Finally, the report discusses the present status of the district and its vision for 2025.

The present status of Davangere district in terms of the selected variables is compared with the status of the state average, and then vision of the district for 2025 is developed considering the available capacity of the district. In respect of economic development, the vision is that the share of primary sector in the GDP is to be reduced from 28.5 percent to 12 percent by 2025. Similarly, the goals have been set for PCI, share of secondary and tertiary sector in GDP, and value for HDI. Similar goals have been given for demographic features, production sector and infrastructure. In short, the report has covered most of the aspects mentioned in the 'Planning at the Grassroots Level' report. However, the participation of the grassroots/GPs in the process of developing the report is negligible as the report does not mention any discussion or consultation with people from GP level. Therefore, the report might have covered all the aspects of the 'vision report' but ignored the process of preparing it.

The perspective plan of Bidar district has only a list of physical activities that need to be undertaken under the scheme. The activities under service delivery included the provision of teaching aids to *anganwadis*, solar lights to hostels, providing contract teachers for maths, science and English subjects, etc. The activities under knowledge creation include exposure visits for elected representatives and various other groups such as officials, farmers, NGOs and establishment of capacity building centres. Training of various groups is also envisaged under knowledge creation activity. Programme management component includes computerization and connectivity activities. It seems that the district officials involved in preparing the vision report were unable to understand its requirement. The report has not given the needs and potential, the attainable level or the goals to be reached³⁶.

The CAG³⁷ has reviewed the performance of BRGF during the period 2007-2013 and one of the districts selected for their review was Davanagere³⁸. As per the report, none of the districts have considered the perspective plans³⁹ while preparing their annual plans under the scheme as the activities undertaken under the BRGF scheme did not reflect the priorities listed by the perspective plans. Also, many of the districts

³⁶ Perspective plan document, Zilla Panchayat Office, Bidar

³⁷ Government of Karnataka (2014), "Report of the Comptroller and Auditor General of India on Local Bodies for the year ended March 2013", Report No. 5, Karnataka (pp 46)

³⁸ Chitradurga and Raichur were other selected districts for the CEG review

³⁹ CAG also noted that not all districts had prepared the perspective plans in first place.

have not prepared their perspective plan. Perspective plan of Davanagere was still at the stage of finalization during the time of data collection (September, 2014). Hence, option of considering the perspective plan for preparing annual plan did not arise.

6.2. The Participatory Planning Process

As per the Expert Group report on 'Planning at the Grassroots Level'⁴⁰, "the object of district planning is to arrive at an integrated, participatory coordinated idea of development of a local area. An essential step in this direction is to ensure that each Panchayat at any level or Municipality is treated as planning unit and the 'district plan' is built up through consolidation and integration of these plans as well as by considering the development of the district as a whole (*Ibid*).

6.2.1. At the District level

As per the Guideline, every district has to form a District Planning Committee (DPC), constituted in accordance with Article 243ZD of the Constitution. The task of the DPC is (a) to ensure that the plans prepared by the PRIs/ ULBs of the district have been prepared in the prescribed participative manner, (b) to communicate the resource envelope of the various sectoral schemes/ programmes to the PRIs/ ULBs, (c) to aggregate/ consolidate the plans prepared by the PRIs/ ULBs into the draft District Plan, (d) to monitor the progress and quality of implementation on a monthly basis, (e) to obtain and review the audit reports in respect of the funds released to the various implementing entities.

While consolidating the Plan, the DPC should not either add or substitute any work. If the DPC finds any work proposed by any Panchayats/ ULBs to be at variance with the guidelines or duplication of the works taken up under any other schemes/ programme, it should exclude such works, consolidate and approve the remaining part of the Action Plan and also forward to the HPC for information. Simultaneously, DPC will ask the LBs concerned to go ahead with the implementation of the Plan including the BRGF Component and also submit fresh set of substitute works as per the guidelines, if required.(refer to Amendment to BRGF Guidelines Para 2.1 and 4.22 (O.M. No. N-11019/768/2010-BRGF dated 28.01.2011)).

According to the DPC members of Davangere and Bidar, not all the rules and regulations of the guidelines are adhered to while planning. In Davanagere District, for instance, the DPC had decided the activities for the GPs from 2008-09 to 2011-12⁴¹, when the GPs were unable to submit their plans for 2007-08 by stipulated time. Also, as per the Guidelines, 'the implementation of the works should be by the

⁴⁰ Planningonline.gov.in/Panchayatirajreport_bW.pdf as on December 2, 2014

⁴¹ As per the proceedings of the Davanagere District Planning Committee meeting held on 29/10/2009 at Davanagere Zilla Panchayat Office.

Panchayats and. Municipalities’ (pp 14). However, the DPC of Davangere district had decided to entrust construction of buildings / civil works listed in the BRGF action plan to Taluk Panchayat, KRIDI, *Nirmithi Kendra* and Panchayati Raj Engineering Department (PREDS)⁴².

BRGF Guidelines have also mandated that ‘scheme benefiting SCs/STs should be allocated funds at least in proportion to the population of these communities in the jurisdiction for which the plan has been prepared’. However, as per the available data/information, there were no separate plans for SC/ST in Bidar district till 2013-14.

Participatory Planning at the GP level

The GP have to prepare a matrix that is divided into three categories, namely, purely untied funds; partly untied funds (where there is some flexibility to use); and tied funds. Under these three broad categories, the known resources (fund) need to be placed. This will give Panchayat an idea of how it can slot its priorities into the conditionalities associated with funding. This would ensure that funds, which are inescapably tied, should be first used and then untied funds are applied. Once needs are assessed at the Panchayat level, a process of linking each need to the source of funding can be adopted, through the following four steps:

- Step 1: Classify each need into a matrix
- Step 2: Assigning specific purpose grants
- Step 3: Assigning part-untied funds
- Step 4: Assigning fully untied funds

6.2.2. At the ULB Level

According to members of Town Council Committee of Channagiri, Davanagere district, the activities for the ULB are decided without discussing it in the ward meeting. Further discussion with the members revealed that the ward councilor usually knows the needs / requirements of his ward, and based on his/her suggestions, the committee decides the activities for the ULB under the scheme. Usually, after listing the activities suggested by the Ward Councilor, the President of the Town Council Committee finalizes the activities depending upon the availability of the fund. Then the list of proposed activities for the year is sent to the D.C. for approval⁴³. After incorporating the suggestions of DC (if any), the final plan is sent to the Zilla Panchayat Office for incorporation in District Plan. Hence, the ULB selected in the Davanagere district is not at all ensuring peoples’ participation for planning as mandated in the Guideline and which is the essence of the programme.

⁴² As per the proceedings of the Davanagere District Planning Committee meeting held on 30/7/2011 and 27/06/2012 at Davanagere Zilla Panchayat Office.

⁴³ In Karnataka, management and development of ULBs comes under the jurisdiction of DC.

As mentioned in the last section, in Bidar district, the fund allotted to various ULBs through BRGF is credited in the account of District Urban Development Cell (DUDC), as the management and development of the ULBs comes under the jurisdiction of DC (DC chairs the DUDC). (Minutes of DPC meetings held on 08/09/2010, 14-06-2011, 22-9-2011, 14-03-2012 & 12-09-2012). Hence, entire planning and implementation for all the ULBs of the district is done by DUDC without consulting the ULBs.

6.2.3. At the GP level

As per the Guidelines, the GP have to prepare the annual activities in a *gramasabha* with a participatory planning approach (refer Box). However, examination of annual plans of GPs and Taluk Panchayats indicated that all the GPs were asked to plan for asset creation with the allotted BRGF fund. Also, none of the activities planned under the scheme had originated from Gramasabha as evidenced from Gramasabha meeting minutes but were from GP meeting minutes⁴⁴ which indicated that after PDO indicating the amount available, works were discussed and finalized by the GP members along with the PDO. Similar process was followed in the Taluk Panchayats which included works listed by members in writing to the President/TDO.

The field data confirms that the decision makers for the activities under the BRGF scheme are PDOs, Panchayat Presidents and Gramasabha members. About 13 of the PDOs (out of 20) have said that *Gramasabha* members are part of the decision making whereas only 7 out of 20 Panchayat Presidents have said so.

Table 6.1.: Decision makers for the activities to be carried out under BRGF Scheme

Decision Maker	PDO		Panchayat President	
	Davanagere	Bidar	Davanagere	Bidar
PDO	5	1	10	2
Panchayat President	1	0	0	1
Members of the Gramasabha	4	9	0	7

Source: Field Survey, 2014

The table below provides the details of the activities undertaken in the selected GPs and the need of the GPs. As per the PDOs/Panchayat Presidents, most of the GPs are lagging behind in education, followed by lack of awareness about the programmes/schemes and infrastructure. However, if we look at the activities undertaken by the GPs under the BRGF scheme, then we find that most of the activities are related to asset building, like construction of roads/compound walls, solid liquid waste management (SLWM) activities and provisioning of drinking

⁴⁴ Evidenced from photocopies of minutes of Gramasabha and Gram panchayat meetings in Hokrana GP, Nagora GP (Bidar district)

water facility. Surely, an activity like drinking water facility could be provided through the central scheme for provision of drinking water facility under the Ministry of Drinking Water and Sanitation (MDWS) which aims to provide clean drinking water facility to each and every habitation in the country⁴⁵.

Table 6.2: Areas requiring attention and activities undertaken under the BRGF Scheme

	The Areas where their GP is Lagging Behind				Activities Taken Up by the GPs under BRGF Scheme in 2014
	PDO	Panchayat President			
	Davanagere	Bidar	Davanagere	Bidar	Construction of Roads/Compound Walls (22 GPs)
Education	8	9	8	6	SLWM Activities (12 GPs)
Livelihood	1	0	6	3	Construction/Repair health Centers/School Building (4 GPs)
Lack of awareness	9	4	10	0	Provision of Drinking Water facility/Water Purifier (3 GPs)
Lack of fund	0	0	3	0	Constructed Anganwadi building (2 GPs)
Infrastructure	0	5	0	7	Capacity Building Activities (1 GP)
Health	0	4	0	0	Other Construction Activities (4 GPs)

Source: Field Survey, 2014

However, the major issue still remains whether the fund provided for the gap filling under the scheme is really used for the purpose. The activity list certainly does not show that. Construction of schools certainly will not be able to address the issue of illiteracy in the concerned GPs. It needs large scale awareness generation and capacity building programme of all the associated stakeholders rather than providing just the infrastructure.

⁴⁵ To provide every rural person with adequate safe water for drinking, cooking and other domestic basic needs on a sustainable basis. This basic requirement should meet minimum water quality standards and be readily and conveniently accessible at all times and in all situations. (National Rural Drinking Water Programme Guideline, pp 1)

Section 7 - Capacity Building

Apart from development grant, capacity building fund of Rs 1 crore/district/annum is meant to be used primarily to build capacity in planning, implementation, monitoring, accounting and improving accountability and transparency (BRGF Guidelines, pp 5). Additional 5 percent of the district's development grant is also given for the provision of adequate functionaries to the Panchayats for planning and implementation. Other than training, the fund for capacity building also includes provision of technical assistance, providing sufficient office infrastructure, conduct surveys, establishment and maintenance of the accounting and auditing system, and securing assistance for Panchayats and DPC for preparing and consolidating plans.

At the State level, the training and capacity building activity was supposed to be on the lines of National Capacity Building Frame work (NCBF) prepared by Ministry of Panchayati Raj. The state and district specific training strategies and plans were to be developed by the State Government. The State level institute such as ANSSIRD was supposed to act as state level agency and involve in preparation and management of training plans.

A high level monitoring and implementation committee or High Power Committee (HPC) at the State level was supposed to approve both perspective plan and annual plans with indicating the allocations for each component under them. Release of funds from CBF was subject to receipt of training plan approved by high level committee at the State level as well as the indication of funds to be retained at State and district level for training purposes.

The capacity building activity encompassed various activities starting from identification of backwardness to training of functionaries at PRIs and ULBs.

1. **Identification of backwardness:** The gaps and deficits in public service delivery, public infrastructure and knowledge among the community were to be identified through a survey or a baseline study so that the perspective plans and annual action plans are formulated on its basis. This would enable not only to position the plans suitably but also aid in monitoring and evaluation of the program intervention.
2. **Technical assistance for planning at PRIs and ULBs:** This was aimed at upgrading the capacities by use of existing pool of resource persons through technical support and training. For this, resource persons from various development departments at block level would be made available for the planning needs of PRIs and ULBs in that block. This could also be accessing the services of resource persons and experts through outsourcing.

3. **Provision of functionaries for planning and implementation:** Apart from the technical support at the block level, a provision is made to engage the resource person for decentralized planning at the PRI/ULB to formulate proper plans and ensure its effective implementation. Provision is made to engage the services of a trained community level person for agricultural extension, a gender empowerment community leader, a bare foot engineer who could be trained in minor engineering repairs such as electricity repair, repair of hand pump, agricultural pump, etc. Training community level workers in panchayats and training persons for utilizing the opportunities in handloom, handicrafts and rural industries (Rural Business Hubs) are also part of this activity.
4. **Provision for the bridging the gaps in infrastructure:** The infrastructure required for planning/panchayat affairs such as building, office infrastructure, power supply, telephone and broadband connectivity could be undertaken from the BRGF funds to ensure proper planning.
5. **Training of Functionaries of PRIs and ULBs:** The elected representatives as well as the officials involved in the planning and implementation of the program were to be trained in various aspects of bottom up decentralized planning and effective implementation strategies. The training would aim at upgrading the knowledge and skills of elected members of PRIs and ULBs, orient officials who are associated with the functions devolved to the PRIs and ULBs to improve the performance of the devolved functions and to improve the functioning of Gramasabha/wardsabha.
6. **Assistance for District Planning Committee (DPC) to consolidate the plans of PRIs and ULBs and to prepare the district plans:** Provision was made to consolidate the plans of PRIs after discussions in DPC and revisions by PRIs and ULBs.
7. **Establishment and maintenance of the accounting and auditing system:** The maintenance of accounting and auditing system would aid the planning process, monitoring of the program and support towards the better functioning of the PRIs/ULBs.

While the funds for provision of functionaries for planning at PRIs/ULBs were supposed to be drawn from 5 percent funds, the other capacity building activities were supposed to be supported from capacity building fund except for the physical infrastructure for which at least 30 percent of the cost would be contributed from other sources of PRIs.

Consequent to the 73rd and 74th constitutional amendments, the concept of district planning did not become a reality despite its push by the Planning Commission with the issuance of district planning guidelines. BRGF attempted to push the district planning concept further by making the formulation and approval of district plans by

the District Planning Committee mandatory for release of funds under this program. This resulted in the constitution of DPC in BRGF districts which initiated the process of looking into district as a unit and merging the local plans of urban and rural areas prepared according to their requirements taking into consideration the available resources and funds from different schemes and sources. The CBF also gave a big push to the State level institutes like SIRD to expand their training programs covering aspects of identification of developmental deficits in the district, planning for better use of funds from various programs and improving the capacity in monitoring and implementation.

This section deals with the capacity building activities undertaken by the State level institute –Abdul Nazir Sab State institute for Rural Development (ANSSIRD), Mysore at the state level as well as at the concerned BRGF districts. This will also throw light upon the capacity building activities and its impact at the district level as seen in the districts of Bidar and Davanagere.

7.1. Role of ANSSIRD

Abdul Nazir Sab State Institute of Rural Development (ANSSIRD) (henceforth SIRD) was appointed as a nodal agency for preparation and management of training plan for the BRGF districts. The agency is responsible for assessing the training needs, preparation of training plans including district specific planning strategies and training of the people in the BRGF districts. This is also the agency which conducted the baseline survey in the BRGF districts to assess the situation and also the training needs. SIRD is required to submit the training plans and get it approved by HPC.

The State is a pioneer in implementation of Panchayat Raj governance and it has clarity on the training needs of PRIs. SIRD has, thus, ensured that the preparation of training modules on issues of planning, programme implementation, rural development including issues of health, education, sanitation and nutrition. Further, it had regularly carried out the revision of training modules; prepared training materials; and conducted training of trainers and resource persons. The SIRD imparts training on a regular basis catering to various target groups (officers, implementing staff, elected representatives, NGOs, resource persons, etc.). The training and capacity building programmes are funded from several State funded schemes (GP members training grants), centrally sponsored schemes (MGNREGS, RGSY, RGPSA), state government allocation to the institute, externally funded projects (Gram Swaraj, UN Women). Many of the training programmes relating to strengthening of planning process at PRIs are being undertaken by way of training PRI officials for better data management, office management, reporting, e-governance, software (plan plus, PRIAsoft etc) facilitating bottom up planning, working with elected representatives and so on. Similarly trainings are being done for

both PRI officials and elected representatives on project implementation, resource mobilization, participatory planning, conducting Gramasabha and Jamabandi, office procedures, conduct of meeting, preparation of budget, etc. Trainings are also conducted exclusively for elected representatives immediately after their election on various aspects of functioning of PRIs, roles of elected members, roles of various committees, roles of president and vice president, quorum, decision making process, etc.

The Abdul Nasir Sab State Institute of Rural Development (ANSSIRD) not only did the diagnostic and baseline survey, but also helped in the preparation of the perspective plans of GPs. This handholding exercise benefitted the GPs and 326 GPs across the BRGF districts prepared the GP perspective plans which assessed the requirements of the GPs and the potential use of BRGF funds.

SIRD conducted a total of 656 training programmes during the period of 2008-09 to 2013-14 for BRGF districts. A total of 1.4 lakh people, including 56000 elected representatives, were trained on various aspects during this period. More than 50 percent of the trainees were women (Table 7.1). As the table represents, other than 12 percent government officials, rest 88 percents of the trainees are either elected representative or members of NGOs, SHGs and other village communities.

Table 7.1: Number of Trainings conducted and trainees participated under BRGF

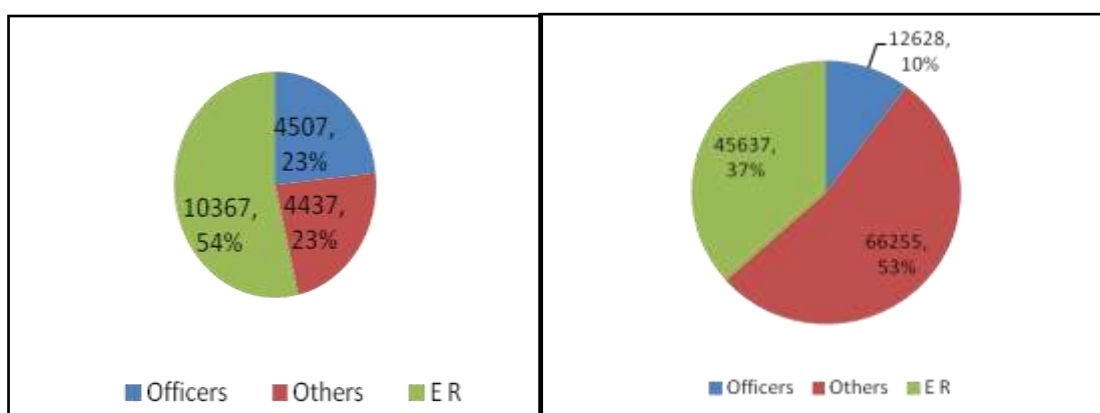
Year	No. of Training's	Trainees Participated								
		Govt Officials	Elected Representative	Others*	Total	SC	ST	OBC	General	Women
2008-09	9	5645	12309	7476	25430	1864	1282	2251	1970	6957
2009-10	16	1265	12	60819	62096	15947	8459	18309	16170	49868
2010-11	48	2397	10721	123	13241	2898	1651	4159	3231	4834
2011-12	75	2982	22265	581	25828	6333	3867	8862	6766	9802
2012-13	15	1922	365	240	2527	466	271	722	1068	604
2013-14	493	2924	10332	1453	14709	3605	2041	4789	4274	5440
Total	656	17135	56004	70692	143831	31113	17571	39092	33479	77505
% Share		11.91	38.94	49.15	100	25.66	14.49	32.24	27.61	53.89

*Others include NGOs, SHG members, members of various village level committees.

Source: www.sird.gov.in (accessed on September, 2014)

This shows that SIRD made an effort to reach people, other than government officials. Training members of NGOs, CSOs, etc. was meant to help the implementation of various development programmes, including BRGF, effectively. Two types of trainings were conducted by SIRD under the BRGF scheme: 1) in-house training, also called face to face training, was conducted in the premises of SIRD, Mysore, and 2) satellite training, conducted through SATCOM facilities, to reach out to a larger group of people. About 87 percent of the trainees were trained through satellite training while 13 percent of the trainees were trained under in house training.

Figure 7.1: Trainees under Face to Face and Satellite Training



The proportion of people trained under face to face training and satellite training was highest for elected representatives and others category respectively (Figure 7.1). The training for elected representatives who are responsible for decision making, formulation of action plans and implementation was largely through satellite training. Only in the year 2013-14, the face to face training was imparted to elected representatives in a large scale while trainings during 2010-11, 2011-12 and 2012-13 were only through satellite trainings (Table 2).

Table 7.2: Types of training and number of trainees under BRGF

Year	Type of training		No of Trainees (Face to Face)			No of Trainees (satellite)		
	Face to Face	Satellite	Officers	Others	E R	Officers	Others	E R
2008-09	7	2	74	106	23	5571	7370	12286
2009-10	14	2	32	1934	12	1233	58885	0
2010-11	45	3	1325	123	0	1072	0	10721
2011-12	66	9	1155	581	-	1827	-	22265
2012-13	13	2	130	240	0	1792	0	365
2013-14	492	1	1791	1453	10332	1133	0	0
Total	637	19	4507	4437	10367	12628	66255	45637

Source: www.sird.gov.in (accessed on September, 2014)

7.2. Content of Training's under BRGF

The training programmes conducted under BRGF was analysed for its content for the period 2011-12 to 2013-14 to understand the role of training in effective implementation of BRGF programme. The content of course is listed in annexure 9.

During the year 2010-11, two training programmes which were directly related to BRGF activities were regarding the feedback on the action plan prepared and baseline survey and this was done for district and taluk level coordinators of BRGF programme.

Other trainings under BRGF included the capacity building of high school teachers in English, Mathematics, Science and Social science; training PRED engineers on rainwater harvesting, water and energy audits; training officials on Jamabandi and nutrition programme; and module development on alternative technologies. SHG members were trained on empowerment and other issues.

During the year 2011-12, GP members were trained on large scale (satellite training) in the state on agriculture and allied subjects as well as various sectoral issues. Training for the preparation of action plan for 12th 5 year plan period was done at district level in all BRGF districts. Training was also conducted on use of planplus software for uploading the plans.

Other trainings included the training of engineers on water and energy audit as well as rainwater harvesting, workshop on RTE, training on SWM, training on drinking water scheme, training needs assessment for engineers. SHG members were also trained on issues of empowerment and other issues.

During the year 2012-13, Training of district and taluk level officials was done regarding bottom up planning. GP members and PDOs were trained on resource mobilization and payment of electricity bills, PDOs and officials were trained on the Jamabandi, a conference was conducted on preparation of action plan for 12th 5 year plan period. Training for GP presidents and vice presidents who were elected in the 2nd term along with PDO and secretaries was conducted. Capacity building of GP members in BRGF districts was done. Trainings on solid and liquid waste management for GP members, AWW, ASHA, NGOs and others were undertaken.

Other trainings included, Training of trainers on aspects of leadership and role of GP members in effective administration, module preparation for HRMS training, workshop for conducting street plays and songs, training C and D group officials on housekeeping and communication skills, capacity building of Group A and B officers in Yadgir district, training youths under bharat nirman, Jamabandi training for nodal officers, leadership training for motivators, training needs assessment for GIS and GPS , etc.

Though the trainings were very useful in improving the overall functioning of PRIs and bottom up planning, none of the programmes were exclusively meant to create awareness, orient the elected representatives and officials on BRGF planning process aiming at assessing the gap by looking into various other programmes and the requirements. The trainings given for elected representatives and officials were not exclusively under BRGF. Same training was conducted under Gram Swaraj project, UN Women project, NREGS etc. For Example training of GP members was done under BRGF as well as under GP members training grants. Similarly training of GP members, PDOs and others on solid and liquid waste management which was done under BRGF was also conducted under PRED funds. There was no district specific training on planning in BRGF districts based on the baseline survey.

Analysis of HPC proceedings (2007 to 2014) indicated that the SIRD was expected to maintain database and document preparation of plans in BRGF districts and act as a document cell. Apart from training on various functions of GPs, funds were also used for construction of hostel building and SATCOM modernization to facilitate distance training. GPs were assisted in preparation of action plans as well.

7.3. Training and Capacity Building in the Sample Gram Panchayats

The 5 percent fund to be kept aside for capacity building activities was not done in both the districts. Though activity of providing contract teachers were undertaken in Bidar district to improve X class result, it did not come through 5 percent fund.

As per the field data, only 72 percent of the respondents (includes PDOs and Panchayat presidents) had received training. All the PDOs and Presidents in Bidar district had received the training while only three Presidents and six PDOs had received training in Davanagere district. Only 18 respondents have said that the training programmes were either very helpful or helpful to them. Rest 11 respondents, who went for the training, said that it was 'somewhat helpful'.

Table 7.3: Training received in sample GPs

Training	PDO		Panchayat President		Total	%
	Davangere	Bidar	Davangere	Bidar		
Received	6	10	3	10	29	72.50
Not Received	4	0	7	0	11	27.50
	How Helpful was the training?					
Very Helpful	1	0	0	1	2	6.90
Helpful	2	5	3	6	16	55.17
Somewhat helpful	3	5	0	3	11	37.93

Source: CBPS

Training's under BRGF was mostly on satellite training and all the presidents in Bidar district had training on agriculture and related activities. Other trainings which included training on office management were confined to PDOs.

Table 7.4: Subjects of training under BRGF

Training Subject	PDO		Panchayat President		Total	%
	Davangere	Bidar	Davangere	Bidar		
Agriculture and allied activities	2	3	3	10	18	62.07
Sectoral Issues	5	1	0	9	15	51.72
Alternative technologies	2	0	0	3	5	17.24
Other trainings	3	9	0	0	12	41.38

Source: Field Survey, 2014

About 76 percent of the respondents (includes both PDOs and Panchayat Presidents) stated that the training had helped them to understand the programme or develop their knowledge about planning. Another 20 percent of the respondents said that the training helped them to implement the programme. While PDOs felt that training helped them in implementing BRGF programme and improved their knowledge about planning, Panchayat presidents indicated that training improved their understanding of various programmes, budgeting, conducting of meetings, selection of beneficiaries and sorting issues at GP level.

Table 7.5: Benefits of Training

Uses of Training	PDO		Panchayat President		Total	%
	Davangere	Bidar	Davangere	Bidar		
Helped to develop skills regarding implementation of scheme	5	1	0	0	6	20.69
Developed knowledge about planning	8	2	0	0	10	34.48
Understanding about programmes	0	0	3	9	12	41.38
Helped understanding about plan, budget and benefits	0	0	1	4	5	17.24
Conducting meetings	0	0	1	8	9	31.03
Helpful in selection of beneficiaries	0	0	0	6	6	20.69
Sorting issues at GP level	0	0		1	1	3.45

Source: CBPS

Of the respondents who underwent training, 93 percent felt the need for training on skill development and planning aspects, especially the PDOs. Eight of the Panchayat Presidents were not able to say that what type of training they were looking forward to improve the deliverables of the schemes.

Table 7.6: Training requirements

Training Requirement	PDO		Panchayat President		Total	%
	Davangere	Bidar	Davangere	Bidar		
Skill development	1	1	0	0	2	6.90
Skills required for planning	1	0	0	1	2	6.90
Both	8	9	9	1	27	93.10
Cannot say	0	0	1	8	9	31.03

Source: CBPS

The performance audit report by CAG (5/2014) indicated that the number of trainings provided for the period 2007-13 was 82 percent of the planned trainings which was estimated at 1.12 lakhs. It also noted that training on accounts, use of online services, preparation and forwarding of utilisation certificates was not undertaken under BRGF though it had provision for the same. The evaluation report by the Planning Commission on BRGF indicates that relying on external institutions for preparation of plans at district level is causing delays and also acting as substitute for building planning capacities in the department. It was therefore suggested that the support from technical institutions be dispensed with and active steps be undertaken to strengthen the planning and statistics wing at district level. Yashada – the training institute in Maharashtra felt that the training should be hands-on and process based. The participatory planning and training should be done in one go and this would help in building capacities in long run.

7.4. Utilisation of BRGF capacity building fund

As the agency which was primarily responsible for training and capacity building under BRGF, ANSSIRD received the funds for conducting the training programmes as approved by the HPC at the state level. The receipts and utilisation of funds till 2014-15 is presented in the table 7.7. About 99 percent of the capacity building fund was utilized by the end of 2014-15.

Table 7.7: Utilisation of capacity building fund by ANSSIRD (Rs. in lakhs)

Year	Opening Balance	Receipts	Interest Accrued	Total Available	Expenditure	Balance	Utilisation (%)
2007-08	0.00	1000.00	3.20	1003.20	372.05	631.16	37.09
2008-09	631.16	0.00	16.23	647.39	225.95	421.44	34.90
2009-10	421.44	839.00	13.26	1273.70	355.77	917.93	27.93
2010-11	917.93	397.00	14.83	1329.77	1320.82	8.95	99.33
2011-12	8.95	372.00	6.00	386.94	135.53	251.42	35.03
2012-13	251.42	350.00	6.76	608.17	145.57	462.61	23.94
2013-14	462.61	0.00	13.90	476.51	135.21	341.30	28.37
2014-15	341.30	0.00	6.52	347.82	303.88	43.94	87.37
		2958.00	80.71	3038.71	2994.77	43.94	98.55

Source ANSSIRD, Mysuru

7.5. Training of ULBs under BRGF

The training of elected representatives and staff of ULBs under BRGF was undertaken by State Institute of Urban Development (SIUD) through funds obtained from SIRD. ANSSIRD provided funds to conduct capacity building programmes for elected representatives and officials of ULBs in the BRGF districts. An amount of 2.12 crore was released to SIUD by SIRD for this purpose during the period 2009-10 to 2014-15. SIUD utilized about Rs.1.54 crore and returned the unutilized funds to the tune of 0.57 crore to SIRD. Around 1000 persons were trained under this programme of which 730 were elected representatives from ULBs (Table 7.8)

Table 7.8: Utilisation of capacity building fund by SIUD (in Rupees)

Year	Opening Balance	Receipts	Total Available	Expenditure	Balance
2008-09	0	2500000	2500000	2496372	3628
2009-10	3628	5000000	5003628	4445518	558110
2011-12	558110	5000000	5558110	4608567	949543
2013-14	949543	3400000	4349543	3903938	445605
2014-15	445605	5300000	5745605	0	5745605

The trainings were conducted at the district level. Initial training covered the aspects of the understanding of BRGF guidelines, the gap filling approach, need for assessing the gaps by undertaking survey, the role of officials and elected representatives in making the best use of the programme funds. This was followed by the training on preparation of perspective plans and action plans based on the need assessment survey. Selected trainings were also given on water and energy audit, management of water and streetlighting, solid and liquid waste management aspects to the officials who are working in the respective sections.

Section 8 - Conclusion and Recommendations

There is clearly a disparity between economic and social development among even the BRGF districts. For example, performance of Gulbarga is better in economic indicators but the district shows a poor ranking on social indicators. This means that the district needs to spend more resources towards development of social indicators, like building infrastructures and work towards improve health and literacy outcomes. On the other hand, Chitradurga has performed well on social indicators but has failed miserably on economic indicators. In its case, there is a need to focus on developing employment opportunities, roads, etc. Raichur needs more resources for development as the district is relatively backward in both social and economic indicators, whereas Davanagere's position is comparatively better in both the cases, so it seems that the district could do with fewer resources.

Utilization of annual development fund against the releases was quite erratic mainly due to delay in release of fund from the center. Transfers at the end of financial year and sometimes even after the financial year give little time to GPs for spending; this, in turn, affects the future installments.

The districts with smaller population benefit most with the current criteria for fund distribution. The distribution pattern of funds seems to be working in favour smaller districts, disregarding the backwardness criteria.

Therefore, it is important to rethink the fund distribution pattern followed among the BRGF districts, i.e. on the basis of size and population. The fund should be allocated efficiently through a better targeting of the funds among the backward regions. The World Bank Report has concluded that rather than using existing criteria of size of population and area, the center should consider number of people living below the poverty line, level of illiteracy and size of SC/ST population for the allotment of funds among the BRGF districts (World Bank Report, pp 25). In Karnataka, HPCRRRI report has classified the taluks of the state in four different categories. These categories could also be considered while distributing funds within the BRGF districts in the State. Preference should be given to the most-backward taluks of the district under the programme. The State should work on an improvement of the targeting of funds across the PRIs/ULBs through elaboration of various backwardness criteria.

Both the selected districts distribute funds equally across the GPs. Thus, BRGF scheme funds are not being used to target backwardness as funds are distributed equally among their GPs irrespective of their relative backwardness.

The districts should improve the targeting of the allocation of funds across GPs through elaboration of various backwardness criteria.

DPC has been authorized to approve the plans submitted by the GPs and ULBs and then to release the funds to them. This has given them power not to release fund to the ULBs (as seen in Bidar) or to decide on behalf of the PRIs about the activities should be carried out under the programme (Davangere).

It is important that the involvement of higher tiers in the approval of activities should be reduced to ensure that the priorities of the PRIs are reflected in the final decisions. Following the project objectives, PRIs/ULBs should be allowed to make the final decisions within the prescribed guidelines.

ULBs are one of the major beneficiaries of the scheme. However, it seems that the involvement of ULBs is not clear, either in the guideline or in the district planning process. It is important to clarify the involvement of ULBs, and provide needed information about the resource envelope, support to the planning and capacity building.

Also, it is important for all the district officials to understand not only the pattern of funding but also the other details of the scheme. For instance, it is important for Bidar to allocate the BRGF fund in the account of ULBs account rather than in the account of DUDC. Also, the GP officials and elected representatives should know that more than creating an asset in the SC/ST area it is important to include the SC/ST community in planning the activity in their area.

The overall finding of the diagnostic studies of the BRGF districts was that although there was a belief that lack of infrastructure was the main reason for backwardness, key causes for backwardness were poor socio-cultural, economic and education systems. The common factors responsible for the backwardness of BRGF districts were: a) lack of awareness, b) poor provision of services, c) poor programme implementation, and d) poor of planning. However, these findings were never shared with the district authorities or district authorities have never thought of consulting the document while planning for the district. A state circular dated 18-04-2013 has emphasized on considering the diagnostic studies and perspective plans for the preparation of district plan and BRGF action plan.

The State should conduct workshops / training programmes to educate the government officials on how to use the studies for preparing the action plans.

Also, the role of DPC should be changed from mere approval body to a body that provides guidance, consolation, monitoring and support inline with the constitution. The DPC should therefore be composed of more technical staff (including from

technical departments of the state) rather than elected leaders. The work of the DPC should start much earlier to guide the entire planning process.

It is important for the districts to prepare the district vision/perspective plan but before that it is more important for the districts to understand that what is expected from the perspective plan. The perspective plan will not only help to prepare the plans under the BRGF scheme but for other programs also. If the district has not prepared the plans as per the guidelines then they need to rework with the support of a professional institute/person.

Decision makers for the activities under the BRGF scheme are mostly PDOs, Panchayat Presidents and Gram Panchayat members. The participatory planning is nowhere being applied to prepare the activities under the scheme. Therefore, it is necessary to emphasize participatory planning at all the level, especially at GP and ULB. Proper training of GP members and PDOs is needed for achieving the same along with the awareness of the people.

BRGF is a gap filling fund so it is needed to be used for this purpose rather than using it as another activity driven programme. The planning process, where the guideline is given for developing a matrix for annual development activities in GP, need to be practiced at all levels, and needed support should be given to the local government for the same.

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ANNEXURES

Annexure 1

Documents required/ Action to be taken while forwarding the Annual Action Plans for releases under BRGF

1. Proposals duly forwarded by the State Govt.
2. Minutes of the DPC/HPC meeting held for the approval of the Annual Action Plan indicating the amount of the Plan approved. The said minutes to be submitted in either English or Hindi.
3. The DPC minutes to specifically mention that the Annual Action Plan has been discussed/ratified in the Gram Sabha and voluntary disclosure of activities undertaken under BRGF Programme has been made before the Gram Sabha. Ministry's letter number N-11019/1155/2011-BRGF dated 19.11.2013 refers in this regard.
4. Signed list of participants of the aforementioned DPC meeting.
5. Category-wise UCs duly audited, signed and dated.
6. Audit Reports which are due/still pending along with detailed auditor's observations and ATR on the auditor's observation.
7. Physical and Financial Progress Reports in the revised format as available in the Ministry's website with all the columns filled in with relevant details. Activities mentioned therein should match with the activities approved in the Annual Action Plans. A summary of the report indicating the number of works which have been completed/ongoing/stopped.
8. Process Checklist.
9. Financial Checklist matching with the UCs, audit reports and progress reports.
10. Non-Diversion and Non-Embezzlement certificates of the previous releases as per the format available in the Ministry's website.
11. Non- Duplication certificate.
12. Compliance on the pending issues as communicated by the Ministry. The issues pertaining to the Audit Reports must be certified by the auditor.
13. If paid, copy of the payment order of the penal interest paid by the State Govt. to the districts for the delay in transfer of funds beyond the stipulated time period of 15 days. If not, reason for the same.
14. Social Audit reports for the completed/ongoing works.
15. Confirmation of the adoption of MAS by the State Govt.
16. Annual Action Plans to be uploaded on PlanPlus portal (www.planningonline.gov.in).
17. Physical and Financial Progress of BRGF works to be uploaded on ActionSoft portal (www.reportingonline.gov.in).

Annexure 2

List of Secondary Data collected for BRGF Study

District	Five year perspective plans	Available with Chief Planning	All the districts have prepared the Perspective plan under the BRGF Programme. The report has details about the current status and goals.
	Submitted BRGF Plans	Officer	2011-12 2012-13 2013-14
	Submitted Completion Report		2011-12 2012-13 2013-14
	GOs/circulars		From the initiation of the programme
	Minutes of the DPC meetings		2011-12 2012-13 2013-14
	Any evaluation reports		High Power Committee (HPC) is responsible for the monitoring of the programme. Please collect all the evaluation report submitted by the committee. Also, collect other evaluation report, if available.
	Information on Fund received from other central/state government fund		2011-12 2012-13 2013-14
Taluk Panchayat 1. Bidar 2. Aurad	Submitted BRGF Plans which includes GP Plans, taluk plans and ULB plans	Collect it from EO's office	2011-12 2012-13 2013-14
	Submitted Completion Report		2011-12 2012-13 2013-14
	GOs/circulars		From the initiation of the programme
	Minutes of the meetings		2011-12 2012-13 2013-14
	Information on Fund received from other central/state government fund	Please collect the information from the Account	Taluk maintains the amount received from central and state government and expenditure under the related programmes. Please get the information about all the programmes for the year 2013-14

		Officer after getting a permission from EO	
ULBs	Submitted BRGF Plans	Please collect the information from concerned municipality office	
Channagiri town (Davanagere district)	Submitted Completion Report		
Humnabad (Bidar district)	Information on Fund received from other central/state government fund		
	GOs/circulars		From the initiation of the programme
	Minutes of the meetings		2011-12 2012-13 2013-14

Annexure 3

Schedule for Focus Group Discussion (FGD)

- | | |
|------------------|--------------------------------------------|
| 1. District: | District Planning Committee members |
| 2. Municipality: | Planning Committee members of municipality |
-

1. Basic information:

- a. Name of the District/Municipality
- b. Population size

2. General views on the BRGF

- a. Is the BRGF programme has been able to bridge the critical gaps in local infrastructure and other development requirements?
 - If Yes, then how?
 - If No, then why?
- b. Is the BRGF programme has been able to strengthen the capacity of local bodies (Panchayat and Municipal), so that they can facilitate participatory planning, decision making, implementation and monitoring by themselves?
 - If yes, then explain that how it has been done?
 - If no, then why it is not achieved even after the seven years of BRGF programme?
- c. Is any professional support has been given to local bodies for planning, implementation and monitoring their plans?
 - If yes, then how? And who/which organisation has/have been appointed to provide the support?
- d. Is the performance of Panchayats/municipality has improved in last few years?
 - If yes, please describe how the performance has improved?
 - If not, then why?
- e. What are the strengths and weaknesses of the BRGF program?

3. Planning Under BRGF

- a. Any **diagnostic study** to understand the reasons of backwardness of the districts has been done? (If yes, please share)
- b. Any **baseline study** has been conducted before the initiation of the programme in the district? (If yes, please share the report)

c. Who/which institute was responsible to prepare a **participatory district development perspective plan**? (Please share the report)

- What are the main features of the perspective plan?
- Does the district perspective plan have been referred to prepare the annual plan for the district?
- If No, then why?

3.1. Preparation of Annual Plan

a. When is the DPC formed in the district?

b. What is the process of selection of DPC members?

c. Number of people, who are members of District Planning Committee

	Number of People	Number of people attended the last DPC meeting for BRGF Programme
Mayor of the Municipalities		
President of the District Panchayat		
Elected Representatives		
District Commissioner		
CEO of District		
TDOs of the taluk Panchayats		
Any Other		

d. Responsibility authority and process Involved at the various stages of the planning cycle

	Responsible Authority/Body	Process
Dissemination of planning process and indicative planning figures		
Compilation of plan at the District level		
Discussion and approval of the plan at the district level		
Follow-up on the plan		

Monitoring the implementation of the plan		
Sending the completion report to the State		
Any other activity		

- e. How participatory is the planning process – is it just attendance of members versus genuine active participation? Rank it between 1 to 5 (1 for very low, and 5 for very high)
- f. What is the level of participation of woman in the process? Rank it between 1 to 5 (1 for very low, and 5 for very high)
 - What are the reasons for high or low participation of woman?
- g. What is the level of involvement of SC/ST population? Rank it between 1 to 5 (1 for very low, and 5 for very high)
 - What are the reasons for high or low participation level of SC/ST population?
- h. How the district ensures that the Gram Sabha and ward sabha are involved in the planning process?
- i. What support is provided by the district to GPs to prepare a plan?
- j. Level of effectiveness of the Gram Sabha as a participatory forum for planning and accountability?i). Very effective.....ii). Moderate.....iii). Not effective -- Why?
- k. What are the challenges and reasons for gaps in the planning process, level of participation and involvement of stakeholders
- l. What can be done to address these?

4. Fund Flow

4.1. Allocation of Funds

- a. What is the process followed to allocate fund to Taluk/GP/Municipality?
- b. Is there any normative formula used to allocate the BRGF funds among the taluks/GPs/Municipality? If yes, please explain the formula.
- c. How the allotted amount is distributed between SC/ST and General Caste?
- d. What happens if the released fund from centre is less than planned amount for the district?
- e. What investments are allowed and what are not allowed under the BRGF Programme?
- f. Any priority areas (like health, education etc) finalized for the district as per the district perspective plan?
- g. Any separate sub-plan is prepared within the district plan for SC and ST?
- h. Any conditions for access to the funds? If yes, what are they?

- i. What are the conditions for the release of second installment?
- j. Do you think the allocation system is reasonable and fair?
- k. If not, what should be changed?
- l. Is the fund allocated to the district is received on the prescribed time period (15 days from state to district)?

4.2. Development Grants

- a. Is there is any time frame to utilize the funds allotted through BRGF? If yes, then please share the timeframe followed in last one year.
- b. What are the reasons for unspent funds by the end of FY – 2012, 2013, 2014?
- c. If the planned activity is not achieved in the planned year then what happens to the unutilized fund?
- d. How it affects the area (district/Taluk/GP), if the certain amount of fund received remained unspent in your account?

5. Implementation of the Programme

5.1. Monitoring of the Programme

- a. How are the structures built under BRGF programme monitored and how frequently?
- b. Who is responsible for inspection of sites/investments at the district level?
- c. Any part of fund is separately earmarked as performance incentives?
- d. What are the issues for planning and maintenance of the structures built through BRGF?

5.2. Programme Finance Management Issues

- a. Who signs the invoices?
- b. Where you have to send the financial report?
- c. Where you have to send the physical reports?
- d. Have you done the internal audit?
- e. Any social audit has been done?

5.3. Capacity development

- a. How the capacity development is done under BRGF programme – selection of people, type of training, frequency
- b. Do you think that the training programmes are catering the needs of the BRGF Programme? If No, Why?
- c. What are your suggestions to improve the capacity development programme?

5.4. Procurement

- a. Who does the procurement for district level work?
- b. What is the composition of the procurement board/committee?
- c. Which system of procurement is applied – open tender, restricted, solo sourcing?
- d. Publicity in the tender process?

- e. How are the announcements of the tenders done?

5.5. Challenges and other issues in Implementation

- Challenges in implementation of the programme? – faced during planning, implementation and monitoring – any steps taken to address the issues
- Issues which can easily be improved with the support of state, district, taluk and Panchayat members?
- Issues, which require efforts at the central level, like the allotment of funds, selection of area, and any other policy issues
- Views on the BRGF guidelines (clarity/comprehensiveness, etc)?

List of data needed from District/Taluk:

a.	Five year perspective plans
b.	Submitted BRGF Plans for last three financial years
c.	Submitted Completion Report
d.	GOs
e.	Minutes of the DPC meetings
f.	Ratio of funds distributed among rural and urban areas in the district – district level
g.	Ratio of funds distributed among SC/ST and general population
h.	How much fund is released for SC and ST component from development fund and what type of work has been done under the SC/ST component - showing the scheme wise allocations for SC/ST
i.	Any evaluation reports

- j. Please provide details of Development Grants received in last three years?

Year	Budget Amount (Rs.)	Sanctioned amount (in Rs.)	Released Amount (in Rs.)	Utilized amount (in Rs.)	Comments (delays)
2011-12					
2012-13					
2013-14					

- k. Date of allocation of fund received for the programme

Year	When the fund was	Received the 1st	Received the 2nd
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	allocated (received a letter)	installment	installment
2011-12			
2012-13			
2013-14			

1. What are the other funds received from the government in last three financial years?

Year	Programmes (give amount)					
	MGNREG A	SGSY				
2011-12						
2012-13						
2013-14						

Annexure 4

Schedule for Focus Group Discussion (FGD) with District Planning/Technical Team

Discussion with District planning team

1. Capacity of Planning Team

- a. Capacity of the planning unit?
- b. What is the technical support provided by the planning unit?
- c. Number of staff in planning team at the district/taluk level? – regular positions and casual positions
- d. Number of vacancies?
- e. Organizational chart of planning team?
- f. How the other departments of the district are involved and how do they support the planning unit in planning?
- g. Overall challenges and issues on capacity?
- h. What should be done to mitigate these challenges?

2. Technical tools

- a. Which data is available for the planning?
- b. How practical and easy is it to use PLANPLUS?
- c. How are the plan consolidated vertically (from GP to District)?
- d. What are the technical challenges in the programme?

Annexure 5

Schedule for an Interview of Executive Officer from Taluk Panchayat

- a. What is the role of taluk in planning for activities under BRGF programme?
- b. What are the issues in consolidation of GP plans at taluk level?
- c. What are the records that you are maintaining regarding to BRGF programme?
- d. Is the Taluk administration is responsible for the monitoring of activities under BRGF programme at GP level.
- e. How the planning for the Taluk is done?
 - a. Who/Which Committee
 - b. Process
 - c. Sanctioning the activities under the programme
- f. What happens to unutilized funds?
- g. What are the issues in planning and implantation of the BRGF programme?

Data need to be collected from the Taluk Panchyat

Submitted BRGF Plans	Collect it from EO's office	If you are able to get these information from the district, then no need to get it from the TD's office for three years starting from 2011-12 to 2013-14					
1. GP Plans							
2. Taluk plans							
3. Urban Local body plans							
Submitted Completion Report							
How much fund the Taluk has received under the last three financial year under the BRGF Programme? Use the format of the table.		Year	Budget Amount (Rs.)	Sanctioned amount (in Rs.)	Released Amount (in Rs.)	Utilized amount (in Rs.)	Comments (delays)
		2011-12					
		2012-13					
		2013-14					
Information on Fund received	Please	Taluk maintains the amount received from central and					

from other central/state government fund	collect the information from the Account Officer after getting a permission from EO	state government and expenditure under the related programmes. Please get the information about all the programmes for the year 2013-14
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Annexure 6

Interview schedule: PDO/Panchayat Secretary

Date	
Name of the researcher	

District	
Taluk	
GP	

A. About the respondent:

A.1	Name	
A.2	Age	
A.3	Gender	
A.4	Educational Qualification	1. Secondary 2. PUC 3. Degree 4. Other (pl specify) _____
A.5	Experience as PDO / Secretary	_____(no of years)
A.6	Experience as PDO of this GP	_____(no of years)

B. General Information about the GP

B.1	Number of villages in the GP		
B.2	Number of settlements in the GP		
B.3	Total Population of the GP (As per the census year of 2011)	Male: _____ Female: _____	
B.4	Number of aanganwadi centers in the GP		
B.5	Number of health sub centres in the GP		
		Government	Others (private/trust)
B.6	Number of primary schools (I to V)		
B.7	Number of secondary schools (I to VIII)		
B.8	Number of Higher Secondary		

	Schools (Class 1 to 10/12)		
	Total number of schools		
B. 9	Is there a police station in the GP?	1. Yes 2. No	
B. 10	What types of roads connect your GP with the Taluk?	1. Kuccha Road 2. Pucca Road 3. Other (please specify) _____	
B.11	What is the frequency of the bus service (public and private) to your GP?	1. No bus service 2. Once a day 3. Twice a day 4. Three times a day 5. Four times a day 6. More than 5 times a day 7. Any other: _____	
B.12	What are the occupations in which people are engaged?	(Rank by order of magnitude starting from 1)	
a	Agriculture		
b	Agriculture Labor		
c	Artisans		
d	Small trade (e.g. petty shops)		
e	Private employment		
f	Government employment		
g	Other (specify)		
B.13	Is seasonal migration common	1. Yes 2. No	
B.14	What is the source of drinking water?	Bore well Well Hand pump/tube well Multi – village water supply scheme Others (specify) _____	

C. CAPACITY BUILDING

C.1.	Have you received any training in last three years?	Yes No
------	-----------------------------------------------------	-----------

C.2. If yes, the please provide the following details:

	Name of the Training	Number of training days	By whom	Venue (District/ Taluk/GP)	Was it a class room training/satellite training
a.	Agriculture and Allied Subjects				
B	Sectoral Issues				
C	Alternative Technologies for Sustainable development				
D	Any other (pl specify)				

C.3.	These trainings have been, in planning and implementation of the programme at GP level:	1. Very helpful 2. Helpful 3. Somewhat Helpful 4. Not helpful
------	-----------------------------------------------------------------------------------------	------------------------------------------------------------------------

C.4. Please explain (taking each training in turn) how these training programs have helped you in better planning and monitoring of the development programmes?

- a. _____

- b. _____

- c. _____

- d. _____

- e. _____

C.5. What other training's do you think are required for improving your capacities related to better planning and management?

- a. _____

 —
- b. _____

 —
- c. _____

C.6.	Have the Panchayat recruited any of the following functionaries in last three years: (please circle if it is YES) [If the answer is YES, then write down the number after the variable)	1. Agricultural extension officer 2. A gender empowerment community leader / volunteer 3. A mechanic to repair hand pumps/other machines 4. A trainer to design and upgrade skills
C.7.	Whether provision for sufficient office infrastructure has been made to: (please circle if it is YES) [If the answer is YES, then write down the number after the variable)	1. Computers and peripherals 2. Telephone 3. Internet connectivity 4. A Panchayat office
C.8.	Have any one from your staff got training for Panchatantra (a software package)?	Yes No
C.9.	Was the training useful?	1. Very useful 2. Not much 3. Not at all useful

D. PROCESSES

	Questions	
D.1.	In last financial year (between April 13 to March 14), how many Gram Sabhas have been conducted?	
D.2.	When was the last gram Sabha conducted?	
	THIS POINT ONWARDS, ALL THE QUESTIONS IN THIS SECTION WOULD BE PERTAINING TO LAST GRAM SABHA	
D.3.	Who is responsible for organizing Gram Sabha Meetings?	1. GP President 2. GP Secretary 3. PDO
D.4.	How had you informed the people about the	a. Through ward members

	Gram Sabha? (Multiple responses possible. May tick more than one)	<ul style="list-style-type: none"> b. Information sent through teachers. c. Aanganwadi workers d. Putting notices on the Notice Board of Gram Panchayat office building and other important places of the GP e. Making public announcement (mike announcement) f. Display of wall posters g. House to house canvassing h. Distributed brochures i. Local newspapers j. Any other method (pl specify)
D.5.	Was the agenda of the last Gram Sabha were declared before the Gram Sabha?	<p>Yes</p> <p>No</p>
D.6.	What were the major agenda items of the Gram Sabha?	
	1	
	2	
	3	
	4	
D.7	Do the people from all the villages/habitation had participated in the Gram Sabha?	<p>1. Yes</p> <p>2. No</p>
D.8	If No, why?	<p>1. Not informed</p> <p>2. Not willing to participate</p> <p>3. Gram Sabha was conducted in a working hours</p> <p>4. Any other</p>
D. 9	What percentage of Scheduled Caste population participated in total Scheduled caste population of the GP in last Gram Sabha?	<p>1. Less than 20 percent</p> <p>2. 21 to 40 percent</p> <p>3. 41 to 60 percent</p> <p>4. 61 to 80 percent</p> <p>5. Above 80 percent</p>
D.10	Does the participation of SC community have increased in recent years?	<p>1. increased a lot</p> <p>2. somewhat increased</p>

		3. increased a little 4. remained the same 5. decreased
D. 11	What are the reasons for increase/decrease in participation of SC Community?	
	1	
	2	
	3	
	4	
D. 12	What percentage of Scheduled Tribe population participated in total Scheduled Tribe population of the GP in last Gram Sabha? (if the GP don't have ST population then go to Q.)	1. Less than 20 percent 2. 21 to 40 percent 3. 41 to 60 percent 4. 61 to 80 percent 5. Above 80 percent
D. 13	Does the participation of ST community have increased in recent years?	1. increased a lot 2. somewhat increased 3. increased a little 4. remained the same 5. decreased
D.14	What are the reasons for increase/decrease in participation of ST Community?	
	1	
	2	
	3	
	4	
D.15	What percentage of women participated in total women population of the GP in last Gram Sabha?	1. Less than 20 percent 2. 21 to 40 percent 3. 41 to 60 percent 4. 61 to 80 percent 5. Above 80 percent
D.16	Does the participation of women have increased in recent years?	1. increased a lot 2. somewhat increased 3. increased a little 4. remained the same 5. decreased
D.17	What are the reasons for increase/decrease in participation of	

	women in Gram Sabha?	
	1	
	2	
	3	
	4	
D.18	Had the total fund available for undertaking development projects for GP has been declared in the last Gram Sabha?	1. Yes 2. No
D.19	If No, then what are the reasons	1. It is not compulsory 2. Not aware of the total amount available 3. Any other
D.20	Do you think that performance/deliveries of Panchayat members have improved in last few years?	1. improved a lot 2. somewhat improved 3. improved a little 4. remained the same 5. decreased
D.21	Please justify your reply?	
D.22	Do you have any suggestion to improve the performance/deliveries of the Panchayat members? If yes, what are they?	
	1	
	2	
	3	

E. BRGF Programme (2013-14)

E.1	Have you heard about BRGF programme?	1. Yes 2. No
E.2	Do you know that how much fund was available through BRGF Programme in the financial year of 2013-14?	1. Yes 2. No
E.3	If yes, please tell the amount?	
E.4.	What were the activities suggested from your GP with the available fund under the BRGF Programme in the financial year of 2013-14?	1 2 3

		4 5 6
E.5	Reasons for choosing the activities under the programme (copy the answer of question E.4)	
	1	
	2	
	3	
	4	
	5	
	6	
E.6	Did the BRGF plan submitted include the sub-plan for SC/ST?	1. Yes 2. No
E.7.	What was/were the activity/ies done under the BRGF programme for the benefit of SC/ST Community?	1 2 3
E.8.	How the activity suggested will benefit the SC/ST Community?	
E.9.	Who decided the activities for the benefit of SC/ST community?	1. Members of SC/ST Community themselves 2. PDO 3. Panchayat Sarpanch 4. Panchayat members 5. Members of the Gram Sabha 6. Any other (pl specify)
E.10	Whose decision is considered to be more important to finalize the	1. PDO 2. Panchayat Sarpanch

	activities under the BRGF programme?	3. Panchayat members 4. Members participated in the Gram Sabha 5. Any other (pl specify)
E.11.	Were all the activities finalized at the Gram Sabha included in the final plan submitted under BRGF Programme?	1. Yes 2. No
E.12	If no, give reasons	
E.13	Is it obligatory for the Gram Panchayat to implement the resolutions taken at a Gram Sabha?	1. Yes 2. No
E.14	Has any professional support been given by any government/non-government organisation to Panchayat members for planning, implementation and monitoring of their plans?	1. Yes 2. No
E.15	If yes, give particulars	
E.16	Has the fund allocated to the GP under the BRGF programme been received on time?	1. Yes 2. No
E.17.	If NO, the what are the reasons for not receiving the fund on time	
E.18.	Is the GP able to implement the activities of BRGF within the specified time i.e. by the end of March?	1. Yes 2. No
E.19.	If NO, then what are the reasons for not able to spend the allotted fund on time?	

E.20.	If the planned activity is not achieved in the year then what happens to the unutilized fund?	
E.21.	What, according to you, are the areas/sectors where the GP is lagging behind compare to GPs in developed districts	
	1	
	2	
	3	
	4	
E.22.	In which sectors (education, health, livelihood, water, solid waste management etc) the GP needs immediate attention?	

F. Implementation of the programme

F.1.	Which system of procurement is applied for the activities suggested under BRGF?	1. open tender 2. restricted (listed people) 3. solo sourcing 4. Any other
F.2.	Who is responsible for monitoring the structures built under the BRGF programme during construction period?	1. PDO 2. Panchayat Sarpanch 3. Ward members 4. District officials 5. Taluk officials 6. Community members 7. PRE 8. Any other
F.3.	Who is responsible from the GP to verify that the contractor has completed the work satisfactorily? (who is responsible for signing the vouchers/invoices submitted by the contractor after the completion of work)	1. PDO 2. Panchayat Sarpanch 3. Ward members 4. District officials 5. Taluk officials 6. Community members 7. PRE

		8. Any other
F.4.	What are the challenges in the implementation of BRGF programme?	
F.5.	Any suggestion to improve the implementation of the activities under the programme?	

Extra Notes:

Data needed from Gram Panchyat office:

a.	Submitted BRGF Plans	Please get the submitted BRGF Plans for the GP from 2007 onwards
b.	Submitted Completion Report	Please get the submitted BRGF Completion reports for the GP from 2007 onwards
c.	Minutes of Ward meetings	Get minutes of the ward meetings for three years – 2010-11, 2011-12, 2012-13
d.	Minutes of Gram Sabha	Get minutes of the Gram Sabha for three years – 2010-11, 2011-12, 2012-13
e.	Copy of the annual accounts	For the financial year of 2013-14

f. Release of fund

Year	When the fund was allocated (received a	Received the 1 st installment	Received the 2 nd installment
------	-----------------------------------------	------------------------------------------	------------------------------------------

	letter)		
2011-12			
2012-13			
2013-14			

g. Please provide details of Development Grants received in last three years?

Year	Budget Amount (Rs.)	Sanctioned amount (in Rs.)	Released Amount (in Rs.)	Utilized amount (in Rs.)	Comments (delays)
2011-12					
2012-13					
2013-14					

Annexure 7

Interview schedule: Panchayat President

Date	
Name of the researcher	

District	
Taluk	
GP	

A. About the respondent:

1. A. About the respondent:

A.1	Name	
A.2	Age	
A.3	Gender	
A.4	Educational Qualification	1. Secondary 2. PUC 3. Degree 4. Other (pl specify) _____
A.5	Number of years of service as a Panchayat Member:	(no of years)
A.6	Number of years of service as a Panchayat President:	(no of years)

B. CAPACITY BUILDING

B.1.	Have you received any training in last three years?	Yes No
------	-----------------------------------------------------	-----------

B.2. If yes, the please provide the following details:

	Name of the Training	Number of training days	By whom	Venue (District/ Taluk/GP)	Was it a class room training/satellite training
a.					
B					
C					

D					

B.3.	These trainings have been, in planning and implementation of the programme at GP level:	1. Very helpful 2. Helpful 3. Somewhat Helpful 4. Not helpful
------	-----------------------------------------------------------------------------------------	------------------------------------------------------------------------

B.4. Please explain (taking each training in turn) how these training programs have helped you in better planning and monitoring of the development programmes?

- a. _____

- b. _____

- c. _____

- d. _____

- e. _____

B.5. What other trainings do you think are required for improving your capacities related to better planning and management?

- a. _____

- b. _____

- c. _____

C. PROCESSES

	Questions	Answers
C.1.	In last financial year (between April 13 to March 14), how many Gram Sabhas have been conducted?	
C.2.	When was the last gram Sabha conducted?	
	THIS POINT ONWARDS, ALL THE QUESTIONS IN THIS SECTION WOULD BE PERTAINING TO LAST GRAM SABHA	
C.3.	Who is responsible for organizing Gram Sabha Meetings?	1. GP President 2. GP Secretary 3. PDO
C.4.	How had you informed the people about the Gram Sabha? (Multiple responses possible. May tick more than one)	a. Through ward members b. Information sent through teachers. c. Aanganwadi workers d. Putting notices on the Notice Board of Gram Panchayat office building and other important places of the GP e. Making public announcement (micro announcement) f. Display of wall posters g. House to house canvassing h. Brochures i. Local Newspapers j. Any other method (pl specify) a. _____
C.5.	Was the agenda of the last Gram Sabha were declared before the Gram Sabha?	Yes No
C.6.	What were the major agenda items of the Gram Sabha?	
	1	
	2	
	3	
	4	
C.7	Do the people from all the villages/habitation had participated in the Gram Sabha?	1. Yes 2. No
C.8	If No, why?	1. Not informed 2. Not willing to participate 3. Gram Sabha was conducted in a

		working hours 4. Any other
C. 9	What percentage of Scheduled Caste population participated in total Scheduled caste population of the GP in last Gram Sabha?	1. Less than 20 percent 2. 21 to 40 percent 3. 41 to 60 percent 4. 61 to 80 percent 5. Above 80 percent
C.10	Does the participation of SC community have increased in recent years?	1. increased a lot 2. somewhat increased 3. increased a little 4. remained the same 5. decreased
C. 11	What are the reasons for increase/decrease in participation of SC Community?	
	1	
	2	
	3	
	4	
C. 12	What percentage of Scheduled Tribe population participated in total Scheduled Tribe population of the GP in last Gram Sabha? (if the GP don't have ST population then go to Q.)	1. Less than 20 percent 2. 21 to 40 percent 3. 41 to 60 percent 4. 61 to 80 percent 5. Above 80 percent
C. 13	Does the participation of ST community have increased in recent years?	1. increased a lot 2. somewhat increased 3. increased a little 4. remained the same 5. decreased
C.14	What are the reasons for increase/decrease in participation of ST	

	Community?	
	1	
	2	
	3	
	4	
C.15	What percentage of women participated in total women population of the GP in last Gram Sabha?	1. Less than 20 percent 2. 21 to 40 percent 3. 41 to 60 percent 4. 61 to 80 percent 5. Above 80 percent
C.16	Does the participation of women have increased in recent years?	1. increased a lot 2. somewhat increased 3. increased a little 4. remained the same 5. decreased
C.17	What are the reasons for increase/decrease in participation of women in Gram Sabha?	
	1	
	2	
	3	
	4	
C.18	Had the total fund available for undertaking development projects for GP has been declared in the last Gram Sabha?	1. Yes 2. No
C.19	If No, then what are the reasons	1. It is not compulsory 2. Not aware of the total amount available 3. Any other
C.20	Do you think that performance/deliveries of Panchayat members have improved in last few years?	1. improved a lot 2. somewhat improved 3. improved a little 4. remained the same

		5. decreased
C.21	Please justify your reply?	
C.22	Do you have any suggestion to improve the performance/deliveries of the Panchayat members? If yes, what are they?	
	1	
	2	
	3	

D. BRGF Programme (2013-14)

D.1	Have you heard about BRGF programme?	1. Yes 2. No
D.2	Do you know that how much fund was available through BRGF Programme in the financial year of 2013-14?	1. Yes 2. No
D.3	If yes, please tell the amount?	
D.4.	What were the activities suggested from your GP with the available fund under the BRGF Programme in the financial year of 2013-14?	1 2 3 4 5 6
D.5	Reasons for choosing the activities under the programme (copy the answer of question E.4)	
	1	
	2	
	3	
	4	
	5	

	6	
D.6	Did the BRGF plan submitted include the sub-plan for SC/ST?	1. Yes 2. No
D.7.	What was/were the activity/ies done under the BRGF programme for the benefit of SC/ST Community?	1 2 3
D.8.	How the activity suggested will benefit the SC/ST Community?	
D.9.	Who decided the activities for the benefit of SC/ST community?	1. Members of SC/ST Community themselves 2. PDO 3. Panchayat Sarpanch 4. Panchayat members 5. Members of the Gram Sabha 6. Any other (pl specify)
D.10	Whose decision is considered to be more important to finalize the activities under the BRGF programme?	1. PDO 2. Panchayat Sarpanch 3. Panchayat members 4. Members participated in the Gram Sabha 5. Any other (pl specify)
D.11.	Were all the activities finalized at the Gram Sabha included in the final plan submitted under BRGF Programme?	1. Yes 2. No
D.12	If no, give reasons	
D.13	Is it obligatory for the Gram Panchayat to implement the resolutions taken at a Gram Sabha?	1. Yes 2. No
D.14	Has any professional support been given by any government/non-	1. Yes

	government organisation to Panchayat members for planning, implementation and monitoring of their plans?	2. No
D.15	If yes, give particulars	
D.16	Has the fund allocated to the GP under the BRGF programme been received on time?	1. Yes 2. No
D.17.	If NO, the what are the reasons for not receiving the fund on time	
D.18.	Is the GP able to implement the activities of BRGF within the specified time i.e. by the end of March?	1. Yes 2. No
D.19.	If NO, then what are the reasons for not able to spend the allotted fund on time?	
D.20.	If the planned activity is not achieved in the year then what happens to the unutilized fund?	
D.21.	What, according to you, are the areas/sectors where the GP is lagging behind compare to GPs in developed districts	
	1	
	2	
	3	
	4	
D.22.	In which sectors (education, health, livelihood, water, solid waste management etc) the GP needs immediate attention?	

E. Implementation of the programme

E.1.	Which system of procurement is applied for the activities under BRGF?	1. open tender 2. restricted (listed people) 3. solo sourcing 4. Any other
E.2.	Who is responsible for monitoring the structures built under the BRGF programme during construction period?	1. PDO 2. Panchayat Sarpanch 3. Ward members 4. District officials 5. Taluk officials 6. Community members 7. PRE 8. Any other
E.4.	Who is responsible from the GP to verify that the contractor has completed the work satisfactorily? (who is responsible for signing the vouchers/invoices submitted by the contractor after the completion of work)	1. PDO 2. Panchayat Sarpanch 3. Ward members 4. District officials 5. Taluk officials 6. Community members 7. PRE 8. Any other
E.5.	What are the challenges in the implementation of BRGF programme?	
E.6.	Any suggestion to improve the implementation of the activities under the programme?	

Extra Notes:

Annexure 8

Values of Economic, Social and Overall Index

	Economic Development Index		Social Development Index		Socio-Economic Development Index	
DISTRICTS	2009	2013	2009	2013	2009	2013
Hassan	0.173	0.313	0.768	0.805	0.471	0.559
Bangalore	0.698	0.635	0.398	0.393	0.548	0.514
Shimoga	0.195	0.345	0.706	0.666	0.450	0.506
Udupi	0.351	0.341	0.728	0.648	0.540	0.495
Dakshina Kannada	0.371	0.403	0.636	0.585	0.504	0.494
Chikmagalur	0.211	0.185	0.840	0.751	0.525	0.468
Kodagu	0.229	0.262	0.771	0.626	0.500	0.444
Bangalore Rural	0.387	0.416	0.526	0.464	0.457	0.440
Mandya	0.310	0.319	0.591	0.513	0.450	0.416
Belgaum	0.230	0.308	0.401	0.505	0.315	0.407
Chitradurga	0.214	0.212	0.558	0.592	0.386	0.402
Davanagere	0.240	0.243	0.522	0.554	0.381	0.399
Tumkur	0.294	0.215	0.666	0.580	0.480	0.398
Mysore	0.280	0.274	0.459	0.521	0.370	0.397
Dharwad	0.289	0.297	0.374	0.465	0.332	0.381
Uttara Kannada	0.169	0.192	0.814	0.569	0.491	0.380
Haveri	0.247	0.212	0.496	0.510	0.372	0.361
Gadag	0.220	0.214	0.394	0.502	0.307	0.358
Bagalkot	0.209	0.239	0.291	0.452	0.250	0.346
Gulbarga	0.280	0.265	0.243	0.395	0.261	0.330
Bijapur	0.193	0.231	0.321	0.425	0.257	0.328
Kolar	0.214	0.221	0.459	0.414	0.336	0.317
Bidar	0.091	0.125	0.367	0.505	0.229	0.315
Bellary	0.277	0.260	0.278	0.320	0.277	0.290
Raichur	0.130	0.153	0.288	0.321	0.209	0.237
Koppal	0.114	0.113	0.228	0.359	0.171	0.236
Chamarajanagar	0.079	0.096	0.436	0.349	0.257	0.222

Annexure 9

Different trainings for PRIs during 2010-11 to 2013-14

2010-11	2011-12
Training of high school teachers	Nodal officer workshop
Rainwater harvesting-engineers	RTE workshop
Water and energy audit- engineers	Water, and energy audit- engineers
Empowerment training- SHG	Training Needs Assessment for engineers
Nutrition training	Pilot training for masons (off campus)
GP Jamabandi training-PDO and officers	Rainwater harvesting-engineers, PDOs(off campus)
Module development on sustainable development	SWM training (off campus)
Action Plan feedback workshop for BRGF district and taluk coordinators	12th 5 year Action plan preparation- data collection training (at all BRGF district head quarters)
Baseline survey discussion BRGF district coordinators	SHG member training
Bharat nirman volunteers training –youths (DVG)	People's plan preparation training (DVG)
Course on Nutrition programme	Plan plus training to PDOs, secretaries and coordinators
	Drinking water scheme training for PRED Engineers.
	Training of GP members on Agriculture and allied subjects (satellite)
	Training GP members on sectoral issues (satellite)

2012-13	2013-14
BRGF conference on preparation of 12th 5 year action plan	Training of GP presidents, vice presidents who are elected for 2nd term and PDO/secretaries
Management Development training for PRED officials	one day workshop for Action plan preparation for 12th 5 year plan term
Bottom Up Planning for District/Taluk Level Officials and RPs	Module preparation workshop for HRMS training

Training for Block Society Members (SHGs)	TNA for GIS and GPS
Training on Rainwater Harvesting for AEs, JEs and P.E.Os of BRGF Districts	Jamabandi training for Nodal officers
Training on Resource Mobilization and Payment of Electricity Bill for GP ER and PDO/Secretaries	ToT for leadership training
Jamabandhi Training Programme for Nodal Officers, PDOs and GP Secretaries	Leadership training for community development motivators
	ToT for role of GP members on effective GP administration
TOT on zero budget farming for officers and NGOs	E gov training for officers
Foundation course on Panchayat raj for sarpanchs of J& K state	Training on role of GP members in effective GP administration (No Ers)
ToT for Resource persons who are involved in training GP members	Training PDOs on SWM and LWM
	Capacity building of GP members in BRGF districts (Nov 2013)
	Training on SWM and LWM for GP members, ASHA, AWW, Teachers and others
	Change management course
	ToT for resource persons on housekeeping and communication skills
	Bharat nirman volunteers training –youths NGOs
	Training on Role of GP members in effective governance
	Workshop for conducting street plays and songs
	workshop for leadership for rural development
	Training C group officials on office management
	Training D group officials on housekeeping
	Capacity building of A and B group officers of Yadgir district