

**EVALUATION OF  
THE INCENTIVIZATION OF PANCHAYATS SCHEME OF MOPR  
REPORT IN BRIEF**



**SUBMITTED TO  
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# **EVALUATION OF THE INCENTIVIZATION OF PANCHAYATS SCHEME OF MOPR**

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**STUDY ON “EVALUATION OF THE INCENTIVIZATION OF PANCHAYATS SCHEME OF MOPR”**

*Brief Report*

Panchayats have a significant role to play in the effective and efficient implementation of flagship schemes for transformation of rural India. There are many outstanding performers among Panchayats all over the country and such Panchayats need to be identified and encouraged. Ministry of Panchayati Raj (MoPR), Government of India (Ministry of Panchayati Raj) has been incentivizing the best performing Panchayats recommended by the State Governments/UT Administrations since 2011-12.

The executive summary details the results of the impact assessment of the award under the Incentivization of Panchayats Scheme (Central Sector Scheme), Ministry of Panchayati Raj (MoPR) has been incentivizing best performing Panchayats through awards across the country which are selected by National Screening Committee of MoPR on basis of questionnaires/evaluation criteria. The nomination of Panchayats for awards is done by States/UTs through Committees at various levels (Block Level Committee, District Level Committee, State Panchayat Performance Appraisal Committee and State Field Verification Teams). Final Selection is done by the National Screening Committee for National Panchayat Awards constituted in MoPR. Incentivization of Panchayats basically aims to recognize the best performing Panchayats and present outstanding performances across various sectors. Targeted output and outcome of this scheme is to confer awards to as many Panchayats as possible as per participation and nominations from States/UTs, document their best practices and ensure incremental participation from Panchayat across the country for awards. Incentives to awardee Panchayats out of the budgetary support under the scheme ensures financial support to them for public development purposes. Out of nine states Uttar Pradesh, Madhya Pradesh, Telangana, Assam, Karnataka, Gujarat, Sikkim, Jharkhand and Arunachal Pradesh are selected from the ‘award winning category’ and two from the ‘non award winning category. This is based on the ranking generated through Incentivization of Panchayat scheme which was initiated in

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the year 2018-19,2019-20. The study was conducted among selected PRI's of the States mentioned above which included all the three tiers (Gram Panchayat, Block Panchayat and District Panchayat). The data was collected using both quantitative and qualitative methodologies. Statistical methods were used to quantify the data and to generate cumulative score and composite index which were used to measure the impact. Literature survey in the form of literature searches was also conducted to determine the trends of conducting impact assessments.

### **A Conspectus of the Evaluation**

The awards are given on the National Panchayati Raj Day celebrated on 24th of April every year. This incentivization encourages Panchayat representatives who make special efforts; creates models for the Panchayats and Gram Sabhas to follow and focuses public attention on Panchayats performance, which encourages all Panchayats to improve their performance.

The report focuses on the evaluation of the Panchayat Empowerment and Accountability Incentive Scheme award with respect to its effectiveness on the spheres of the PRI's. For this purpose, as mentioned earlier, award winning and non award winning PRI's were selected from nine states viz. Uttar Pradesh, Madhya Pradesh, Telangana, Assam, Karnataka, Gujarat, Sikkim, Jharkhand, and Arunachal Pradesh. To keep the task manageable, we concentrate on nine major states and the assignment is expected primarily to concentrate on the extent to which devolution has been operationalized. Though the assessment is limited by information largely available in the nine states, the scope is inevitably across the States and UTs. While starting the exercise, it was generally misunderstood that the time has not matured enough to assess the impact of the scheme and hence we are not very clear to say much about the impact of the scheme has been though it is likely to be in the long run. As the major objectives of the assignment, it is limited to the efforts to incentive States to devolve more functions, functionaries and finance to Panchayats and to strengthen the Panchayats in terms of performance and accountability and is concerned primarily with the State and Panchayat level responses to the scheme objectives .The overview provided in this report is the assessment of the scheme and it is an ongoing process. And also we try to evaluate the comparison between the Mission Anthyodaya data and Sustainable Development Goals and impact of the states which will help them to strengthen the Panchayats.



### **The Structure of the Report**

The report is organized in seven major chapters in addition to the Executive Summary, Appendix and Annexure. The introduction delivers the objectives, approach and methodology, introduces the methodology chart, discusses the formative steps, and lists out the PRI's from the selected States. The second chapter deals with the process of Incentivization of Panchayats Scheme in India. The third chapter deals with the Incentivization of Panchayats Scheme status in the selected States. The fourth chapter discusses the impact of the award based on the case studies. The fifth chapter discusses the impact of the award based on primary observations whereas the sixth chapter discusses the impact with the help of statistical methods. The seventh chapter, the concluding session highlights the importance of the award as it is gathered from the experience of the study and thereby bringing out recommendations for improving, scaling up, extension and continuation of the Incentivization of Panchayats Scheme award.

### **Objectives**

Objectives of the Study will be-

- (i) To understand the rationale behind introduction of awards and incentives and its efficacy so far
- (ii) To review the selection procedures and guidelines for awards and incentives
- (iii) To understand the knowledge, awareness, visibility and perception of awards/incentives among GP officials at different levels
- (iv) To study the performance of the Gram panchayat who were incentivized through various Awards of MoPR during 2018-19 and 2019-20.
- (v) To understand the funds utilization patterns and activities based on incentives by the awarded GPs
- (vi) To formulate recommendations for improving the scheme based on the suggestions from the stakeholders
- (vii) To suggest measures for the strengthening of the criteria for selection of the Awards

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### **Methodology:**

The methodology is framed to incorporate the components of Incentivization of panchayat schemes, Mission Anthyodaya data and Sustainable Development Goals indicator status of the states.

### **Selection of States**

A multi pronged approach was adopted to achieve the main objectives of the study, and this included a combination of qualitative and quantitative methods. The main methodology for the study however was qualitative in nature. This was in the form of Key informants interviews (KIIs) for stakeholders, Telephonic Interviews with the PRI officials and online questionnaires for Panchayat and SIRDs (State Institute of Rural Development). The qualitative tools enabled the research team to gather in depth knowledge of the situation whereas the quantitative methods supported the reliability of the assessment.

### **Sample**

As per the terms of reference all the Awardee panchayats can be selected in the form of Big, Medium and Small states for the study. This will also cover the regional representation like North, South, East, West and North East. Better performing and least performing states are also considered. Two Big States are considered as Madhya Pradesh and Uttar Pradesh having Awardee panchayats. Medium States are considered as Gujarat, Assam, Karnataka, and Telangana. Small States considered as Arunachal Pradesh, Sikkim and Jharkhand. Irrespective of the State, we are conducting a study on the basis of award winning panchayats like 1 District Panchayat, 2 Intermediate Panchayats/ Block Panchayats and 5 Gram Panchayats from the states mentioned above.

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**Table 1. Selected States for the Study**

<b>Big</b>	<b>Medium</b>	<b>Small</b>
Uttar Pradesh	Telangana	Sikkim
Madhya Pradesh	Assam	Jharkhand
	Karnataka	Arunachal Pradesh
	Gujarat	

Technical reports, information available from existing literature, and websites were referred for designing various tools for evaluation work. Gram Panchayat, Block

Panchayat and District Panchayat offices will select and contact for the information of Key Informants Interviews and Telephonic Interviews. In addition to this, separate tools were used for assessing the impact of Incentivization of Panchayat schemes in different States and individual Panchayats. The MoPR has developed a detailed questionnaire/marking sheet for assessing the performance of different tiers of Panchayati Raj Institutions based on certain crucial Performance indicators. Since each tier has a different sphere of functions, deployment of functionaries and flow of finance separate sets of questionnaires were ensured. The same model of questionnaires with improvisations was used for the proposed evaluation work. However, in many cases, the evaluation had crossed the boundaries of the questionnaires. In such incidents field notes and case studies were documented in the researcher's diary. The purposes of using the same questionnaire were to compare the level of performance at two points of time (the time of verification and the time of evaluation). Since different agencies had verified the Panchayats from the selected States the marking sheets were not used as a benchmark for comparison. However, it was used for cross checking the data furnished by the evaluation team. By applying the questionnaire the status on each indicator at two different points of time has been marked. The 'approach of before and after' were applied to generate the data on the reference period. By keeping the objective of the study in mind (i)incentivize States to devolve 3Fs (functions, funds and functionaries) to Panchayats and (ii) incentivize Panchayats to put in place accountability systems to make their functioning transparent and efficient, only a few direct questions were

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posed to the direct stakeholders at the State level for assessing the impact of the scheme on different States.

Keeping in view the COVID\_19 pandemic situation, evaluation will devise a system for remote and rapid assessment and collection of data through IT based platform/Telephonic interviews. With the present situation, there will not be any field visits.

### Stakeholder Mapping

Respondents to the questionnaire-based survey consist of elected representatives, Officials, community representatives, other stakeholders of the Awardee GPs.

**Table 2. Stakeholder Mapping**

Sl. No	Officials / Functionaries
1	Elected representatives
2	Other functionaries of the PRIs
3	BDOs
4	District Collector
5	MLA
6	MP
7	Civil Society Organizations / Community Based Organizations
8	NGOs

Key Informant Interviews will be conducted with the officials of the State government, representatives of various committees, State Performance Appraisal Committee, elected representatives, officials etc.

### Tools to be Used

- State Level Questionnaire (Given in the Appendix)
- District Level Questionnaire
- Panchayat Level Questionnaire
- Individual Level Questionnaire for Key Informants Interview
- Individual Level Questionnaire for Telephonic Interview
- Composite Index

### Statistical Model

In the questionnaire/marking scheme, there are seven sub themes and they are (1) Panchayat Functioning (2) Management of Personnel and Capacity Building (3) Planning and Budget formation (4) Income Generation (5) Performance of Panchayat (6) Accountability and Transparency and (7) Innovative Development Interventions. Each sub theme was constructed based on a number of indicators. They are Panchayat functioning, management of personnel and capacity building, planning and budget formation, income generation, performance of Panchayat and accountability & transparency. Each indicator in the sub theme has been widely discussed among the functionaries of the selected Panchayats and finally the performance is marked. The performance of each indicator is fixed on a four point scale, viz, good, moderate, below moderate and nil. Marks are assigned and the respective marks are three, two, one and zero for good, moderate, below moderate and nil. If the performance of an indicator is good it may get a maximum score value of three whereas if the performance is nil the score value is zero. The total score value of a sub theme is based on the number of indicators. A cumulative index for each PRI is prepared out of the composite scores and attempts are made to plot all the cumulative score values of different sub themes of the selected Panchayats of a State in a diagram/ Graph.

Major four categories were suggested by the Ministry of Panchayati Raj viz. Panchayat functions, management of personnel and capacity building, planning and budget formation, income generation, performance of Panchayat and accountability & transferability. The Report was thus finalized taking into account the qualitative and quantitative exercises which were incorporated to reflect on the two major components of the Study.

### UNDERSTANDING THE LEVEL OF EXTENT OF DEVOLUTION

There is a great variation in progress made during the period both across States for a given indicator and across indicators for a given State. And this is also applicable across Panchayats within the State. It is observed that some of the variations across States are due to the differences to the scope and extent of devolution in that particular State. The report tries to take care of these aspects with the help of qualitative and quantitative processes as discussed in the methodology part. The results of the analysis are presented in this section.

### IMPACT ON DEVOLUTION INDEX ON THE STATES (QUALITATIVE FINDINGS)

#### MADHYA PRADESH

**Madhya Pradesh** is India's second biggest state by area, with 308,000 square kilometers. For administrative purposes, the state is divided into nine revenue divisions. There are 22,931 Gram Panchayats and 313 Community Development Blocks to service the 51,806 villages. It was the first state to hold elections after the 73rd Amendment. Gram Panchayats have been reinstated as the executive branch of local self-government as a result of recent legal amendments. According to reports, Madhya Pradesh has decided to replace the separate village-level committees for development, education, health, infrastructure, security, agriculture, public property, and social justice with two new committees, both chaired by the Sarpanch: Gram Nirman Samiti and Gram Vikas Samiti. Madhya Pradesh has a three-tiered panchayat system. Villages are governed by Gram Panchayats, blocks are governed by Janpad Panchayats, and districts are governed by Zila Panchayats. It is used by the Panchayati Raj system, as well as the Gram Sabha. Transfer of Functions is classified into three categories: primary, secondary, and tertiary for the purpose of ease of analysis. In the master set of functions, there were seven functions in the primary sector, five in the secondary sector, and 28 in the tertiary sector. Madhya Pradesh has amended 3 acts to transfer the functions. The functionaries have been classified as Professional, Technical, Administrative and Ministerial. In states Gujarat, Madhya Pradesh, Manipur and Uttar Pradesh have reported the best composition. Kerala has a much lower figure of 0.58. According to 2015-16 Devolution Report Madhya Pradesh has cent percent availability of functionaries. In devolution of finances or funds the distribution of CFC per capita (State level data) Madhya Pradesh has a figure of 235.86 but the dimension and aggregate

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indices of Improved Index of Devolution in Policy of Madhya Pradesh shows below average scores. The state scored 9th position in the operational core of decentralization. In terms of progress in the transfer of functions in the primary sector by state across different types of devolution initiatives, the state received a score. 5 in terms of the number of functions assigned by the legislature, 5 in terms of the number of executive orders issued, and 5 in terms of the number of executive orders that have been implemented.

### **UTTAR PRADESH**

The Panchayati Raj system in **Uttar Pradesh** consists of three levels: Gram Panchayat, Kshetra Panchayat, and Zilla Panchayat. A well-planned Panchayati Raj system was made possible by the 73rd Constitutional Amendment. After the 73rd Constitutional Amendment Act took effect, the state's Panchayat Raj Act of 1947 was enacted. Section 15 of the U.P Panchayat Raj Act 1947 and sections 32 and 33 of U.P. Kshetra Panchayats and Zilla Panchayats Act 1961, respectively provide for the devolution of functions, in conformity with Article 243-G. Administrative Reforms and Decentralization Commission (the Bajaj Ayog) which was appointed by the UP Govt. in the year 1994 gave several recommendations regarding devolution of functions to Panchayats. The report of the Bajaj Ayog was considered by a High Powered Committee, the Bholanath Tiwari Committee, which recommended devolution of 32 subjects to Panchayats. Out of which the following 16 functions have been transferred. The devolution report of 2015-16 by the Ministry of Panchayati Raj shows that Uttar Pradesh has below average scores on the dimension and aggregate indices of the Improved Index of Devolution in Policy. Uttar Pradesh has a ranking of between 13 and 17. State scored 6 in Number of functions delegated by legislative, 3 in Number of Executive Orders Issued, and 0 in Number of Executive Orders operationalized in Progress in Transfer of Functions in the Primary Sector by State across Types of Interventions in the Devolution Process. The values in the secondary and tertiary sectors followed a similar pattern. It also calculated the percentage of panchayats in which no social audit was conducted in 2015.

### **TELANGANA**

In 1994, the state legislature passed the Andhra Pradesh Panchayat Raj (APPR) Act, which repealed all previous laws and established a three-tier structure at the village, Mandal, and

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District levels. The Andhra Pradesh Municipal Corporations Act of 1994, as well as the laws of the Hyderabad Municipal Corporation, were adopted to establish Municipal Corporations in the state (HMC). Telangana state was created as India's 29th state on 2nd June 2014. The aftermath of the division of Andhra Pradesh into two states, that is, Telangana and Andhra Pradesh, there is a perceived tendency to further decentralize districts into smaller districts and mandals into smaller mandals in at least one of these states, that is, Telangana (Bhaskar Rao, 2017).). There are now 31 smaller districts in Telangana following the division of the ten former districts, resulting in a multiplicity of mandals for the administration of these smaller districts and mandals in an effort to bring government and administration closer to citizens. The dimension and aggregate indices of the Improved Index of Devolution in Policy showed average values in the country. Telangana ranked 7th position going to the Operational Core of Decentralization.

### **ASSAM**

Assam was one of the pioneer States in India to legislate the Panchayat Act and launch Panchayati Raj in the State when the Assam Rural Panchayat Act, 1948 was passed. This Act was amended and superseded by the Assam Panchayat Act, 1959, the Assam Panchayati Raj Act, 1972, the Assam Panchayati Raj Act of, 1986 and finally the Assam Panchayat Act, 1994 which included the provisions of the 73rd Amendment Act, 1992 of the Constitution of India. The Assam Panchayat Act, 1994 received the consent of the Governor on the 22nd April 1994 and elections were held in October 1996, for establishing a three-tier Panchayati Raj system in the State at the village, intermediate and district level.

The Panchayat & Rural Development Department primarily focuses on improving livelihood options, addressing chronic poverty, providing social security, and assisting rural poor families with economic inclusion. The Panchayat & Rural Development Department has been executing several programmes in the State's rural areas, intending to shift the geography of poverty in the state by empowering the rural poor via the power of rights-based law. The main objective of various poverty alleviation and employment generation programmes are as follows:

- a. Reduction of Rural Poverty
- b. Employment Generation in Rural Areas
- c. Development of Rural Infrastructure
- d. Removal of Regional Imbalance



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- e. Housing for Rural Poor
- f. Community Participation

In the Sixth Scheduled district, there is no PRI system. In the Sixth Scheduled District, the District Rural Development Agency administers the Backward Region Grant Fund (BRGF) Scheme. Some of the District Development Plan's (DDP) plans are implemented by both rural and urban local governments. MGNREGA, IAY, NSAP, RGPSA, BRGF, and DDP are the most common schemes implemented by the Department through PRIs.

The Devolution report of 2015-16 published by the Ministry of Panchayati Raj scores Assam below average in the Improving Index of Devolution in Policy. Rankings range from 10 to 13, Assam scored 13 in Operational Core of Decentralisation, 10 in Support Systems for Devolution, and 11 in Aggregate Improved Index -DPI. The State Finance Commission calculated zero per capita allocation of untied funds (plan and non-plan) at all three tiers of panchayats: Gram Panchayat, Block Panchayat, and District Panchayat. The report also calculated Proportion of panchayats where social audits were done in 2015 in which the state scored 1.00.

### **KARNATAKA**

Karnataka is the only state that not only pioneered devolution before the 73rd Amendment, but also motivated policymakers to create the 73rd Amendment Act. When the Karnataka Panchayati Raj Act was created, the state also deserves credit for adopting all of the major portions of the central Act. The devolution process has been bolstered by further amendments, regulations, directives, and instructions that promote transparency and accountability. Even if Karnataka is ahead of other Indian states in terms of devolution, there are still issues that need to be addressed right away. The state is aiming for a higher devolution index in general. 29 topics have been transferred to the PRIs in the state of Karnataka. In the state, panchayats oversee schools, monitor dispensaries, engage in cooperative farming, and construct roads. Panchayats in the state manage schools, supervise dispensaries, engage in cooperative farming, build rainwater shelters, and establish small plants. The Karnataka Panchayati Raj Act 1993 has a thorough activity mapping for three-tier PRIs that covers 29 subjects. Karnataka has been a pioneer in establishing a State Finance Commission (SFC) every five years. In the devolution report of 2015-16 by the Ministry of Panchayati Raj, Karnataka ranks above average in the dimension and aggregate indices of the Improved Index of Devolution in Policy. e position comparable to the state The southern states have higher-than-average scores. The state scored below average in the

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component and aggregate indices of Devolution in Policy Functions Rank, Functionaries Rank, Finances Rank, and IGT Rank, with scores of 1, 9, 2, and 1 respectively.

### **GUJARAT**

The PRIs were given 29 of the Constitution's 11th Schedule functions through the 73rd Amendment to the Constitution. Under Article 243 G of the Constitution, the State Legislature has the ability to determine and assign duties and obligations to the PRIs. Under Section 180 (2) of the GP Act, the State Government may delegate 29 tasks to the PRIs in order for them to develop and implement economic growth and social justice programmes. Since April 1993, 14 tasks have been delegated entirely to PRIs and 5 functions have been devolved partially to PRIs. A three-tier<sup>1</sup> structure of Panchayats was established by the Gujarat Panchayat (GP) Act, 1961. In April 1993, the provisions of the 73rd Constitutional Amendment Act were integrated into this Act. According to the Ministry of Panchayati Raj's devolution report for 2015-16, Gujarat ranks above average on the Improving Index of Devolution in Policy. In the Operational Core of Decentralisation, the rating ranges from 5-8. Gujarat came in sixth place, with Kerala taking top place in the same category. The adjacent states of Madhya Pradesh, Maharashtra, and Rajasthan have no notable disparities in performance. Gujarat was outscored by Maharashtra, whereas Rajasthan and Madhya Pradesh were outscored by Gujarat. The state scored below average in the component and aggregate indices of Devolution in Policy Functions Rank, Functionaries Rank, Finances Rank, and IGT Rank, with scores of 2, 9, 5, and 4 respectively.

### **SIKKIM**

The Panchayati Raj in Sikkim is governed by the Sikkim Panchayat Act, 1993, which was approved and declared on October 10, 1993. The Panchayati Raj Institution shall be entrusted with 29 topics, according to Article 243G of the Constitution's Eleventh Schedule. For the same objective, "active mapping" was utilized to map out duty delegation between Zilla Panchayats and Gram Panchayats. The use of activity mapping has led to more decentralization of funds, functions, and functionaries. The Sikkim Panchayat Act, 1993 was passed in response to the 73 Constitutional Amendment, and it established a two-tier Panchayat Raj Institutions (PRIs) structure at the village and district levels in the State. The concept envisaged elected entities at the local (Gram Panchayats) and district levels (Zilla Panchayats). There are now 176 panchayats

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in the state. According to the Ministry of Panchayati Raj's devolution report for 2015-16, Sikkim has above-average ratings in the dimension and aggregate indices of the Improved Index of Devolution in Policy. The rating ranges from 3 to 7, with Sikkim getting the 7th spot in the Operational Core of Decentralization. The state was rated third in the Support Systems for Devolution category, and it received a score of six on the Aggregate Improved Index -DPi.

### **JHARKHAND**

In November 2000, the state of Jharkhand was formed by separating the state of Bihar. The 73rd constitutional amendment was approved in 1992 to improve local self-governance in rural India in the year 2000. As a result of this change, a three-tiered Panchayati Raj Institution was enacted into law. In response to the Bhuria Committee's recommendations in 1995, the Panchayat Extension to Scheduled Territories (PESA) Act of 1996 was passed. The State Finance Commission (SFC) is established by the State Government under Section 80-B of the JMA, 2000. The SFC's major task was to establish standards for the division of net revenues from taxes, fees, and other sources between the state and local governments, as well as grants-in-aid to help local governments improve their financial condition. According to the Ministry of Panchayati Raj's devolution report for 2015-16, Jharkhand ranks low on the dimension and aggregate indices of the Improved Index of Devolution in Policy. The rating ranges from 11 to 16, with the 16th place going to the Operational Core of Decentralisation state. The state was placed 11th in Support Systems for Devolution and 14th in Aggregate Improved Index -DPi. The state scored below average in the component and aggregate indices of Devolution in Policy Functions Rank, Functionaries Rank, Finances Rank, and IGT Rank, with scores of 14, 14, 16, and 11 respectively. In addition, the study computed the proportion of panchayats where a social audit was conducted in 2015, for which the state received a score of 1.00.

### **ARUNACHAL PRADESH**

The law was enacted by parliament in the form of the 83rd constitutional Amendment Act in the year 2000, and the Arunachal Pradesh Panchayati Raj Act 1997 took effect in April 2001. To reinvigorate the Panchayati Raj system and boost development efforts in Arunachal Pradesh, the Arunachal Pradesh Panchayati Raj Act 1997 was passed. The 73rd Constitutional Amendment Act of 1992 established a three-tier Panchayat Raj system, known as Zilla Parishad, Anchal

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Samiti, and Gram Panchayat, at the district, block, and village levels, respectively. In Arunachal Pradesh, elections for panchayat bodies were held on April 2, 2003, with the formation of 15 Zilla Parishads, 150 Anchal Samities, and 1744 Gram Panchayats, with returning candidates totaling 6485 Gram Panchayat Members, 8,151 Gram Panchayat Members, and 241 Zilla Parishad Members. There are 2,215 Gram Panchayat chairpersons among them, as well as 25 Zilla Parishad chairpersons. According to the devolution report of 2015-16 released by the Ministry of Panchayati Raj, Arunachal Pradesh scored below average in the dimension and aggregate indices of the Improved Index of Devolution in Policy. Arunachal Pradesh holds the 15th position in the Operational Core of Decentralization ranking. On the component and aggregate indices of Devolution in Policy Functions Rank, Functionaries Rank, Finances Rank, and IGT Rank, the state scored below average viz. 16,6,16, and 22 respectively. As well, the ranking of states by tier shows similar trends.

### **IMPACT ON AWARD WINNING AND NON-AWARD WINNING PRIS (QUALITATIVE FINDINGS)**

#### **Impact on index on the states (Qualitative findings)**

The qualitative findings for the study were carried out through a questionnaire that has been prepared and circulated to the selected states viz Arunachal Pradesh, Assam, Gujarat, Jharkhand, Karnataka, Madhya Pradesh, Sikkim, Telangana, Uttar Pradesh. The Nodal Officers from each state supported the study by delivering the questionnaire to various award-winning and non-award-winning panchayats and collecting their responses. The questionnaire has two parts, the first part solely concentrated on quantitative findings, and the second part was structured for the qualitative findings. The questionnaire was structured for different stakeholders of the panchayat like elected representatives, officials, community representatives (SHGs/NGOs), state-level officials, and other stakeholders of the panchayat. The details regarding qualitative responses are discussed here.

#### **ARUNACHAL PRADESH**

The collection of the responses was completed with the help of Shri. A.G. Ligu- Deputy Director, Panchayati Raj, Assam. There was only one response for the qualitative part of the

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questionnaire from the state. Shri Wangnok Sumpa- GP Chairperson, Shri Pik Tayom- CO cum Member Secretary, Smt. Ngoacha Nokbi- President, Hukan GP, TITUA SHG, Kapbang Nokbi- Public, has responded to the questions. as a state official Shri. A.G. LIGU- Deputy Director. The various stakeholders rated the process 8 out of 10. The stakeholders were 60% aware of the scheme before applying it and they responded that Learning and teaching about the application method helped the process. Most of the respondents answered that the scheme keeps them motivated and the community's reaction was satisfactory about being selected. Every respondent has an opinion that the SDG has been included in the state guidelines for GPDP and has not developed any goals based on SDG in the panchayat. The respondents stated that elected representatives and officials had minimum awareness of SDGs. The officials like BDO and Secretary stated there has been the development of SDG goals in the panchayat but the elected representative of the GP responded there is not. They also said they received training on SDGs and should be included in the award criterion yet the state has considered the achievement in SDG for the award. State officials answered that the selection procedure was based on the scores achieved on an online exam by the State Panchayat Performance Assessment Committee (SPPAC). He also indicated that the MoPR's award-winning criteria are rational, and that the state has not sought any third-party examination of the process. The state's criteria apply to all panchayats in the state, and he also stated that there is no incentive provided for award-winning panchayats in the state. Gram Sabha was in charge of determining the state's money use requirements.

### **ASSAM**

The collection of the responses was completed with the help of a nodal officer, Pabitra Kalita - Joint Director, Panchayati Raj in the state. There were five responses for the qualitative part of the questionnaire from the state in which four of them are award-winning panchayats and one is non-award-winning panchayat. Subala Rani Brahma- President, Nartap GP, Deepak Ronghang- President, Tetelia GP, Dipali Bania Baishya, President, khetri GP, Babita Kanu- GP President, Mazargram, Kanakeswar Deva- Secretary, Nartap, Papi Boro- GP Secretary, Tetelia GP, Jayanta Senapati- GP Secretary, Khetri BP, Prasanta Borah, BDO, Khetri BP, Sushmita Dam, BDO, Mazargram, Dapjyoti Rahang, Luri Nabjyot club- President (NGO), Malati Pashi (President)- Satyam SHG has responded to the questionnaire. As a state official from the state, Pabitra Kalita

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- Joint Director has responded to the questionnaire. The various stakeholders answered that the process is very good and they also added suggestions for improvement like including poverty-based questions in the questionnaire. Most of the stakeholders were aware of the scheme before applying it and they responded that Technical staff, Computer staff Elected representatives, Guidelines, Technical staff, Computer staff, and Gram sabha guided and helped while applying. The majority of responders said that the plan kept them motivated, that the community's reaction was positive, and that everyone was pleased to be chosen. Every responder believes the SDG has been included in state GPDP guidelines and has set targets based on the SDG. According to the answers, elected leaders and officials are aware of the SDGs. They also stated that they have received training on the Sustainable Development Goals (SDGs), with five GPs stating that SDGs should be included in the award criterion, and one GP stating that it is not required. The one non-awardee panchayat in the response shared similarities in the response like they were aware of the scheme, there was training on SDG, the opinion about SDG were the same. State officials responded that the selection process was based on As per MoPR guideline, online process. She also stated that the award-winning criteria proposed by MoPR is logical and the state has taken help from SIPRD, Assam is the implementing agency for the process. The criteria given by the state is universal for the state and she also mentioned that there is no incentivization provision for award-winning panchayats from the state. The suggestion from the state official was to increase Award money

## **JHARKHAND**

The collection of the responses was completed with the help of Smt. Mini Rani Sharma (State Project Manager and Nodal officer) of Jharkhand Panchayati Raj. There were two responses for the qualitative part of the questionnaire from the state. Smt. Jonika Guriya (Adhyach) from Khunti District Panchayat and Kamakhya Kumar Singh-Mukhiya from Pindarkon Gram Panchayat have responded to the questionnaire. Shri Arun KR. Singh (DDC) of Kunthi District Panchayat has responded to the questionnaire part designed for officials. An SHG from the state also responded to the questionnaire part structured for community representatives. As a state official from the state, Smt Mini Rani Sharma (State Project Manager) has responded to the questionnaire. The various stakeholders answered that the process is pretty good and they also added suggestions for improvement like the Addition of bilingual or regional language so that

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the elected representatives can easily handle the process. The other suggestion from the state was to involve the SHGs while preparing the award. Most of the stakeholders were aware of the scheme before applying it and they responded that district officers guided and helped while applying. Most of the respondents answered that the scheme keeps them motivated and the community's reaction was wholesome and everyone was happy about being selected. Every respondent has an opinion that the SDG has been included in the state guidelines for GPDP and has developed goals based on SDG. The respondents stated that elected representatives and officials are aware of SDGs. They also said they received training on SDGs and should be included in the award criterion yet the state isn't considered the achievement in SDG for the award. State officials responded that the selection process was based on Online Process, BLC, DLC & field Visits. She also stated that the award-winning criteria proposed by MoPR is logical and the state hasn't taken any third-party evaluation for the process. The criteria given by the state is universal for the state and she also mentioned that there is no incentivization provision for award-winning panchayats from the state. The suggestion from the state official was to check that there is only valid GP from the initial nomination and move head

## **UTTAR PRADESH**

The collection of the responses was completed with the help of Ms. Pravina Choudhry- Deputy Director, RGSA, Uttar Pradesh. There were two responses for the qualitative part of the questionnaire from the state. Amit Kumar Dwivedi – Pradhan, Priyanaka Tiwari- Gram Pradhan, Sri. Sanjay Singh - Gram Pradhan, Mr. Shashwat Anand- DPRO, Dr. Ambedkar Swan Sahayata Samooh(Head, SHG Group Aradhana), Ashraf Ali (Head of GP level Health and Welfare Committee) have answered the questionnaire. The elected representatives answered that “At least three months should be given to panchayats at all three tiers for the answering process, wide publicity should be given for the scheme”, “As per discussion in meetings a minimum of 2 months is needed for request”, “The process should be initiated early from the side Govt. of India”. and they also added suggestions for improvement like “The questionnaire should be made available in the local language on the Govt. of India website”, “Questionnaire should be appropriate for the situation, because of covid 19 most of the questions asked in questionnaire are irrelevant”, “Most of the questions were difficult to answer as the questionnaire is in English and Changes should be made for the questionnaire from time to time, for example, the schools

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were closed in previous years so the questions regarding school and children were unable to answer due to lack of data”. They also said that “The process should be started from the level of Govt. of India in July so that panchayats get time to apply” and “Need for extend the period of application” as a suggestion. Most of the stakeholders were less aware of the scheme before applying and the Development office and DPRO office were a great help in the process. Most of the respondents answered that the scheme keeps them motivated and the community's reaction was wholesome and everyone was happy about being selected, community's trust has increased. Every respondent has an opinion that the SDG has been included in the state guidelines for GPDP and has developed goals based on SDG. The respondents stated that elected representatives and officials are well aware of SDGs. They also said they received training on SDGs. Every respondent has an opinion that the SDG has been included in the state guidelines for GPDP and has developed goals based on SDG. The respondents stated that elected representatives and officials are well aware of SDGs. They also said they received training on SDGs and should be included in the award criterion yet the state has been considered the achievement in SDG for the award.

### **KARNATAKA**

The collection of the responses was completed with the help of nodal officer, Panchayati Raj, Karnataka. There were nine responses for the qualitative part of the questionnaire from the state. SMT. Meenakshi Shanthigod- President, Dakshina Kannada DP, Chaniya Kalthadka- President, Sullya GP, SMT. Padhmamma Basavaraju- President, Kanakamajalu GP, Kalyanamma- President, Husenpura BP, Shreedhara Kuthyala- president, Kanakamajalu GP, Mr. Wilfred Dsouza- President, Munnuru GP, Manjula- President Ujire Grama Panchayat, Sri Papanna- Adhyach has responded to the questionnaire which was for elected representatives. The various stakeholders answered that the process is pretty good, and they also added suggestions like “I always take suggestion from the villagers according to their need. And good communication with the district officers.”. The majority of stakeholders were aware of the plan prior to applying, and they stated that district officers assisted and directed them through the process. The majority of responders said that the programme kept them motivated, that the community's reaction was positive, and that everyone was pleased to be chosen. Every responder believes the SDG has been included into state GPDP guidelines and has set targets based on the SDG. According to the



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answers, elected leaders and officials are aware of the SDGs. They also claimed to have undergone SDG training. The subject of whether the award criterion in the state isn't regarded the accomplishment in SDG for the award received varied responses. Dr. Kumar IAS- CEO, Bhavani Shankar N- Executive Officer, Kanakamajalu GP, Shri Arun kr. Singh- DDC, Shri Nagaraja K- PDO, Husenpura GP, Smt Sarojini B- Panchayath Development Officer, Kanakamajalu, Mr. Raveendra Rajeeva Naik, Panchayath Development Officer, Munnuru GP, Ramesh Nayak- Panchayath Development Officer, P H Prakash Shetty- Ujire official, Shri Arun kr. Singh- DDC has responded to the next part of questions which were meant for officials. The majority of stakeholders were aware of the scheme prior to applying, and they stated that district officers assisted and directed them through the process. The majority of responders said that the plan kept them motivated, and that the community's reaction was positive and that everyone was pleased to be chosen. Every responder believes the SDG has been included into state GPDP guidelines and MOST of the panchayats responded that haven't any set targets based on the SDG, only two of them said they have set targets based on SDG and the non-awarding panchayat responded that they haven't set any targets based on SDG. there was mixed response for the question "Does SDG achievement consider for any state award to the panchayat". RavikalaChemnuru- President Amara Sanjeevini GPLF SHG (NRLM)- Taluk Programme Manager Smt Bhavani B- MBK, Lalitha- NGO Officer, Savitha Shetty- President, PreranaSanjiviniMahilaOkkuta- MBK have responded to the questionnaire part for community leaders. The responses of the community leaders were similar to the officials and elected members. Smt Mamatha- Local Cluster Resource Person (LCRP), Smt Padmavathi- Local Cluster Resource Person (LCRP), Girish Kottary- Villager, Raghava Hebbar- Retired, Mescom Officer, Keshava Bhat Athaje-Citizen have responded as other stakeholders of the panchayat. M.N.Banolli- Joint Secretary, Panchayath Raj, RDPR Department responded to the questionnaire as state official and he said that the selection process of award-winning panchayats in the state was based on BLC, DLC, SLC & SPAAC. He also stated that the award-winning criteria proposed by MoPR is logical and the state hasn't taken any third-party evaluation for the process. The criteria given by the state is universal for the state. The fund utilization criteria for the state is based on Untied Grant. He responded that the state provided any incentives for award winning panchayats such as "Gandhi Grama" puraskar for the best performing panchayaths in the district. As a suggestion the state official has responded that "Change the thematic instead of

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existing thematic. Kindly consider the following thematic subjects, such as i) Health ii) Education, iii) Nutrition iv) Skill Development v) NRLM vi) Women and Child Development”

### SIKKIM

The collection of the responses was completed with the help of Nodal officer of Panchayati Raj in Sikkim. There were ten responses for the qualitative part of the questionnaire from the state. Tshering Rapjor Lepcha- Panchayat President, Tingvong GP, Harka Bahadur Gurung- President Pachey Samsin, GP, Pem Tshering Lepcha- Panchayat President, Smt. Radhika Rai- President, Karma G. Bhutia- Panchayat Sabhapati, Budang Kamerey GP, Iswari P. Sharma- Panchayat Member, Mrs. Seeta Sharma- Member, Shriman Gurung- Panchayat Member, Mr. Pempa Sherpa- Panchayat Member, Deo Raj Rai- Panchayat President have answered to the questions which are to be filled by elected representatives. The various stakeholders answered that the process is pretty good. Most of the stakeholders were aware of the scheme before applying it and they responded that district officers guided and helped while applying. Most of the respondents answered that the scheme keeps them motivated and the community's reaction was good, and everyone was happy about being selected. Every respondent has an opinion that the SDG has been included in the state guidelines for GPDP and has developed goals based on SDG. The respondents stated that elected representatives and officials are aware of SDGs. They also said they received training on SDGs and should be included in the award criterion. Ram Shor Rai- Panchayat Sachiva, Harka Bahadur Gurung- President, Sonam Choden Lachungpa- Panchayat Sachiva, Pema T. Bhutia- Panchayat Development Assistant, Divya Rai- Panchayat Development Assistant, Sonam Tenzing Bhutia- Sr. VAA, Mr. Madhusudhan Sharma- Sr. VAA / Panchayat Sachiva, Sonam Wongyal Bhutia- Sr. VAA-cum-Panchayat Sachiva, Sangmeet Lepcha- Panchayat Development Assistant, OM Prakash Rai- SR. Village Administrative Assistant have responded to the questions and the response were similar to that of elected representatives. The response for mechanism for application was with the help of “Training and Workshops, Functionaries of the Gram Panchayat”, GP Technical and administrative from higher authority, Support mechanism comes from BAC officials like BDO, A.E, J.E and A.O.

Supportive and awarded PRI members, stakeholders like SHGs, NGOs etc. The awareness on SDG in official level has a mixed response majority of the panchayats said they well aware of it

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but majority of them responded that they had minimum awareness. Urmila Rai-LungchokKamerey SHG Federation, YangkeyLhamuLpecha- SHG Member, Harka Bahadur Gurung- President, DongkitLpecha- SHG Member, Saknoon SHG, Saipatri- Member, Bina Devi Regmi- Secretary (Vegetable Producer Group), Narayani Pratibha Social Club- President, Mr.Pradeep Pradhan- Co-ordinator of NGOs (Ashirwaad Foundation, Rhenock), Himalayan Self Help Group- President, Lotus SHGs- Secretary have responded to the part which was meant for community leaders. Bhaichung Lepcha- Teacher, Harka Bahadur Gurung- President, JigmeNamdul Bhutia- Social Worker, K.B Limboo- Panchayat VP, Naresh Chettri- SMC, TashiUdenBhuti- PDA, Mr. Sanjeev Pradhan- Shop owner, Raju Rai- Ex-Zilla member, PremlakhaSubaneydara GPU, Nita Ram Rai- Retired teacher have responded as other stake holders of the panchayat. The responses from each level shared similarities. K. C. Dahal- Assistant Director, State Nodal Officer (SPAAC) responded to the questionnaire as a state official. He described the selection process of award-winning panchayats in the state as “1st SPPAC Meeting of SLC-> Online Questionnaire freeze-> ZP/ GP fill online and freeze-> 2nd SPPAC Meeting SLC-> following ratio top scorers from Auto Generated marks selected for field verification by SLC->field visit by State Verification team->3rd SPPAC Meeting of SLC-> Nomination to Ministry after presentations and findings of field visit teams-> Field Visit by Central team-> Finalization of Award Winners.”. he also said that there was third party help from State Field Verification done by independent NOGs – Perbing Pragati Club and YODESS. He responded that the SDG has been included in the state guidelines for GPDP and has developed goals based on SDG. The respondents stated that elected representatives and officials are aware of SDGs. They also said they received training on SDGs and should be included in the award criterion, yet the state isn’t considered the achievement in SDG for the award.he also stated that the award-winning criteria proposed by MoPR is logical and criteria given by the state is universal for the state. He also stated that here is no incentive provision for award winning panchayats from state

## **TELANGANA**

The data for the qualitative analysis has been collected from Telangana with the help of Shri P. Ramarao, Deputy Commissioner for Panchayat Raj who is the assigned Nodal officer. The qualitative and quantitative data were collected from 18 LSG institutions which include two

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District panchayats, four Block panchayats and twelve Gram panchayats. The details regarding qualitative responses are discussed here.

The elected representatives from all the eighteen panchayats have given their response which includes, the elected representative of Nizamabad DP, Smt. PatlollaManjusreeJaipal Reddy (Chairperson- Medak Dp), MuthyalaKaruna Sri (Mandal Parishad President- Dharmaram BP), PonnamaneniBalaji Rao (Sulthanabad BP), Mydam Kumar (Sarpanch- Adivarampet GP), Thota Narayan (Korutla BP), KasarlaThirupathi (Sarpanch- Kismapet GP), Panchayat Representative Nandipet BP, DasariLaxmi (Sarpanch- Sundilla GP), PundruPotha Reddy (Sarpanch- Ruyyadi GP), DaripallyVajravva (Sarpanch- Malyal GP), Vanga Lakshmi (Sarpanch- Mittapalle GP), ShatharajupallyAnjaneyulu (Sarpanch- Gurralongondi GP), K.Shailaja (Sarpanch- Chakrapoor GP), Ravula Ramesh (Sarpanch- Nusthulapur GP), M. Bharathi (Sarpanch- Parlapally GP), TedduAmrutha (Sarpanch- Haridas Nagar GP) and KalvakuntlaVanaja (Sarpanch- Mohinikunta GP).

All the elected representatives of the panchayats think that the process of the award is good and excellent. And most of them have no suggestions regarding the process. PonnamaneniBalaji Rao of Sulthanabad BP has the opinion that the State Government support for improvement is inevitable as the resources are meagre.

Regarding the rating of the questionnaire process for the award, everyone rated it as a good process and Smt. PatlollaManjusreeJaipal Reddy (Chairperson- Medak Dp) suggests that the questionnaire should also include the questions about ongoing District Panchayat level programmes. MuthyalaKaruna Sri (Mandal Parishad President- Dharmaram BP) suggests that questions should be more elaborate. The Sarpanch of Chakrapoor GP K.Shailaja suggests that the number of questions can be reduced.

Most of the elected representatives had a good level of knowledge of the scheme. But some have less knowledge and they got support from Development Officers to understand the matter. K.Shailaja, Sarpanch of Chakrapoor GP says that they didn't have any knowledge regarding the scheme while applying and they search the information and learning process from various sources.

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The support mechanism for each of the panchayats for applying includes Office staff, Panchayat body, Line Departments, e-services available in MPP and other departments. MPP, ZPTC and NGOs opinions and suggestions have also supported the process. Public, youth, farmers, senior citizens and officers also helped.

Training to Staff at various levels & filling of vacant posts for better implementation of Central/State Schemes is one of the support mechanisms that panchayats need. Coordination with all the departments and elected representatives will also help. Some of the representatives have the suggestion that they need a separate Panchayat Operator for drafting. More support from the state government is also desirable.

The scheme has motivated all the elected representatives and they are in the attitude that it encouraged them to do more for the people. The community is happy to hear that their panchayat is selected for the scheme. All representatives say the SDGs have been included in the state guideline for GPDP. Most of the panchayats have developed goals based on SDGs. Mydam Kumar (Sarpanch- Adivarampet GP) states that clean water and sanitation, good health and well-being, quality education and gender equality are the goals they developed in their panchayat. Some of the Gram Panchayat has developed long term goals and short term goals based on SDG. K.Shailaja, Sarpanch of Chakrapoor GP states they have developed some suitable development goals like PallePragathi programmes, parks, nurseries, segregation sheds and crematoriums in their panchayat.

Most of the elected representatives have minimum awareness of SDGs and some of them are well aware of SDGs. About half of the representatives said that they have received training for SDGs while the other half lacks any training. All of the representatives have the opinion that the SDGs can be included as a criterion for the award but the elected representative of Nizamabad DP said it is not necessary to add in both central and state award schemes.

The officials from all the eighteen panchayats have given their response which includes, the officials from Nizamabad DP, Sri. C.H. Yellaiah- Chief Executive Officer (Medak DP), BheemaJayasheela- Mandala Parishad Development Officer (Dharmaram BP), Y. Shashikala- MPDO (Sulthanabad BP), KatamBhaskar- Mandal Panchayat Officer (Adivarampet GP),

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P.Neeraja-MPDO(FAC)( Korutla BP), S.Govardhan - Mandal Panchayat officer (Kismapet GP), official from Nandipet BP, ChevulamaddiShireesha- Panchayat secretary (Sundilla GP), LumdeAbhay Kumar- Panchayat Secretary (Ruyyadi GP), B.Naresh- Panchayat Secretary (Malyal GP), N.Raju Kumar- Panchayat Secretary (Mittapalle GP), B. Aruna Sri- Panchayat Secretary (Gurrallagondi GP), R.Saroja- Mandal Panchayath Officer (Chakrapoor GP), A.Rajashekar- Panchayat Secretary (Nusthulapur GP), B Kiran Kumar- MPO (Parlapally GP), BingiChiranjeevi- MPDO (Haridas Nagar GP) and Venkat Ram Reddy- MPDO (Mohinikunta GP).

Officials from every panchayat, which were selected for the study, in Telangana have given a good rating for the process of the award scheme. Some of the officials have put forward suggestions. The Nizamabad official and the official from Nandipet BP have a suggestion that the works taken up in different schemes shall be uploaded in questionnaire along with photos and quality of work. BheemaJayasheela of Dharmaram BP and S.Govardhan of Kismapet GP has given an opinion that the period for applying awards should be increased due to the shortcomings in uploading documents.

All the officials rate the questionnaire process for the award scheme as good and have given 4 out of 5 ratings. They have no suggestions for the questionnaire. The level of knowledge regarding the scheme for most of the officials is high. Some officials only get to know about the scheme when they applied for this. The support mechanism for each of the panchayats for applying includes Office staff, Panchayat body, Line Departments, e-services available in MPP and other departments. MPP, ZPTC and NGOs opinions and suggestions have also supported the process. Public, youth, farmers, senior citizens and officers also helped. The officials unanimously said that the scheme had motivated them exquisitely. And the community also appreciated them for this achievement.

Most of the officials are well aware of the SDGs and some have minimal knowledge. As per the officials, some of the GPs have received training on SDGs and the majority lacks such training. SDG inclusion in the criteria for both central and state awards has a positive answer from all the officials.

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We have collected responses from 16 SHGs/NGOs community representatives. JaipalNaik from Medak DP, A. Kanukaiah from Dharmaram BP, Hanumantha Rao from Sulthanabad BP, Adivarampet GP representative YeluvakaNeela, A Shanker from Korutla BP, KismapetGP representative A.Swapna, Rajeshwari- SHGs Leader from Sundilla GP, KaramSwapna from Ruyyadi GP, M Babu Reddy an NGO President from Malyal GP, NGO President from Mittapalle GP Md. Faiz, G. Brama Chari NGO President from Gurralongondi GP, Chakrapoor GP representative Mamatha, Nusthulapur GP representative J .Laxmi, Dana Laxmi, SHG Leader from Parlapally GP, U. Akshitha SHG Leader from Haridas Nagar GP and S.Ramya SHG Leader from Mohinikunta GP are the community representatives.

The process of the award scheme is rated well by all the community representatives. Three representatives viz A. Kanukaiah from Dharmaram BP, Adivarampet GP representative YeluvakaNeela and Kismapet GP representative A.Swapna suggested that SHGs and NGOs should also be involved while preparing the draft of the award which ensures their participation in the process. They have also given a positive response to the questionnaire process. And regarding the knowledge about the scheme majority of the representatives have good knowledge and some of them have minimum knowledge.

The support mechanism for the application of the award scheme includes the staff of panchayats and various departments, citizens and other stakeholders. Some of the panchayats have also conducted training programs regarding the scheme to support the SHGs/NGOs. They also expect more training from the LSG side.

The award scheme had also made good motive to the community representatives. Everyone supports the response of elected representatives and officials regarding the inclusion of SDGs in the guideline for GPDP. Also, they said that SDG goals have been developed by Gps. They support the inclusion of SDG achievements as award criteria.

15 GPs have given the response of the stakeholders which includes gram sabha members or any other citizen. Kota Swapna (Sulthanabad BP), PuskuriPadmaja (Dharmaram BP), Utlarajireddy a retired employee from Adivarampet GP, SmtDarisetty ZTPC from Korutla BP, G. Rajaiah (Kismapet GP), Garrepelly Ram a citizen from Sundilla GP, Arugula Jagadeesh a Student from

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Ruyyadi GP, OjjuBala Krishna (Malyal GP), Vanga Praveen Reddy (Mittapalle GP), a citizen from Gurralongdi GP, Kurmurthy a grama sabha member from Chakrapoor GP, P.Ramesh (Nusthulapur GP), S Rajesh Kumar (Parlapally GP), ChantiNarsaiah a Grama Sabha Member from Haridas Nagar GP and K.Shekar a Grama Sabha Member from Mohinikunta GP have given their responses.

The community representatives think that the award scheme process is good and two of them suggested that the influence of outsiders should be reduced. They also rate the questionnaire process as good and suggested some of the questionnaires might be elaborated. Most of the representatives have minimum knowledge regarding the scheme and some of them got the information regarding it from the staff and officials of LSGs. In their opinion, the major support is obtained from the panchayat secretary and other staff. Mandal Panchayat Officer and other department officers also helped them. They all have a positive reaction when their panchayat got the award and was excited. Some of the representatives got training on SDGs while some didn't. They suggest more training programs. The representatives support the inclusion of SDG as a criterion for the award scheme.

The State level official responded to various questions as follows. He said the selection process for award-winning panchayats were carried out by following the guidelines through an online platform. He supports MoPR criteria for award-winning. The addition of more criteria will be better and the already existing criteria are universal for all the panchayats. He thinks that there is no need for any third-party evaluation for the selection process. The fund utilisation is carried out as per the plans of the panchayats and are documented. The state is also providing incentives for award-winning panchayats. He suggests that the SDGs should be included in the State guidelines for GPDP. Already some GPs have developed SDG goals in their panchayat. He said that most of the elected representatives and panchayat officials are aware of the SDGs and some of the GPs have already received training regarding this. The SDG should be considered as an award-winning criterion and it should be included in the state award scheme also.

## **GUJARAT**

According to various stakeholders, the award scheme's process is rather excellent. The majority of stakeholders were aware of the plan, and they reported that district officers aided and led them



## **EVALUATION OF THE INCENTIVIZATION OF PANCHAYATS SCHEME OF MOPR**

through the process. According to the comments, the scheme keeps them motivated, the community's reaction is favourable, and everyone is ecstatic to be picked. Every respondent feels that the SDGs have been included in state GPDP rules and that they have established objectives based on the SDGs. The SDGs are known by elected representatives and officials. The selection process includes an online procedure, a BLC, a DLC, and field visits, according to state officials. Furthermore, the state has not sought any third-party review of the process, and MoPR's award-winning criteria make sense. Everyone in the state is subject to the criteria.

### **MADHYA PRADESH**

The procedure of the award scheme, according to the many stakeholders, is rather good. The majority of stakeholders were aware of the plan before applying, and they stated that district officers assisted and directed them through the process. The responses said that the scheme keeps them motivated, that the community's reaction was positive and that everyone was delighted to be chosen. Every responder believes the SDG has been included in state GPDP guidelines and has set targets based on the SDGs. According to the answers, elected representatives and officials are aware of the SDGs. According to state officials, the selection process included an online procedure, a BLC, a DLC, and field visits. Furthermore, the state has not sought any third-party evaluation for the process, and the award-winning criteria presented by MoPR is logical. The criteria apply to everyone in the state.

## **QUANTITATIVE FINDINGS**

Composite scores for each sector and cumulative index for each PRI was formulated for comprehending the effectiveness of the award on each PRI. Based on the objectives of the programme, the major findings for each of the State with their respective cumulative scores are summarized below:

### **UTTAR PRADESH**

The impact of the award under Incentivization of Panchayat schemes is visible and measured in all the five selected Panchayats from the State of Uttar Pradesh. Maximum impact is visible in Mandaiyan udairaj Grama Panchayat followed by Akbarpur, Meetli, Amkheda and Ramgopalpur Grama Panchayat. Comparatively low impact is visible in Ramgopalpur Grama Panchayat. But,

## EVALUATION OF THE INCENTIVIZATION OF PANCHAYATS SCHEME OF MOPR

in a relatively shorter period since the PEAIS award, the achievement could be termed remarkable. The cumulative index for each Panchayat could be visualized from the table

Table No. 3: Cumulative Index of Selected Panchayats from the State of Uttar Pradesh

Sl.No	Name of the Panchayat	Cumulative Index
1	Akbarpur- GP	0.36
2	Mandaiyan udairaj -GP	0.35
3	Ramgopalpur- GP	0.28
4	Meetli -GP	0.25
5	Amkheda -GP	0.22

**Diagram: Radar Diagram**

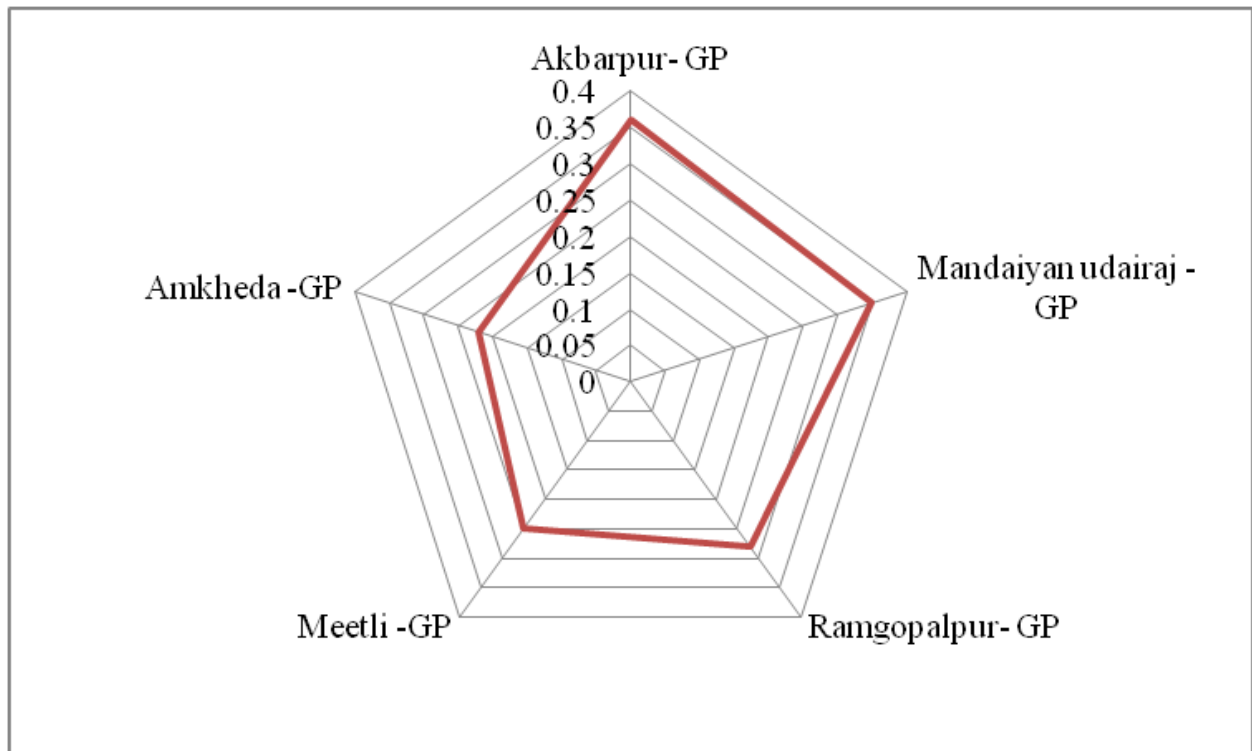


Figure 1. Radar diagram showing the impact of the award on the panchayats of Uttar Pradesh

## EVALUATION OF THE INCENTIVIZATION OF PANCHAYATS SCHEME OF MOPR

The Radar Diagram indicates that the impact of the award is high in Akbarpur Grama Panchayat which is closely followed by other Gram Panchayats. The Radar Diagram indicates the low impact in Amkheda Gram Panchayat.

### MADHYA PRADESH

The impact from the case of Rajasthan is commendable as per the measurable evidence. Maximum impact in case of Madhya Pradesh is visible in NIPANIYA SUKHA and Grama Panchayats which is followed by Sagar District Panchayat, Sehore Block Panchayat, Sihoda, Jetapurkala, Somgaon Khurd Gram Panchayat. The impact is relatively lower in SIHODA - Gram Panchayat. The cumulative Index for each Panchayat could be visualized from the Table no 4.

Table No. 4 : Cumulative Index of Selected Panchayats from the State of Madhya Pradesh

Sl.No	Name of the Panchayat	Cumulative Index
1	SAGAR - DP	0.33
2	SEHORE - BP	0.32
3	NIPANIYA SUKHA - GP	0.40
4	SIHODA - GP	0.26
5	JETAPURKALA - GP	0.34
6	SOMGAON KHURD -GP	0.28

Diagram: Radar Diagram

## EVALUATION OF THE INCENTIVIZATION OF PANCHAYATS SCHEME OF MOPR

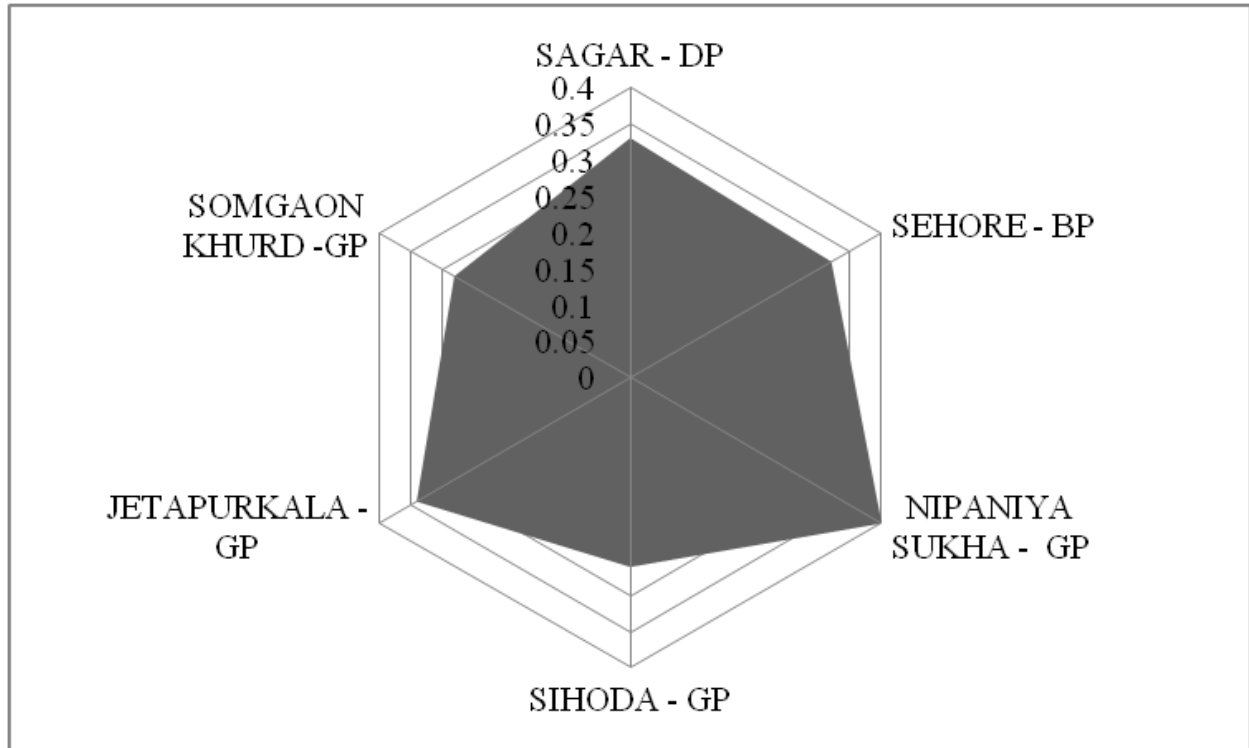


Figure 2. Radar diagram showing the impact of the award on the panchayat of Madhya Pradesh

In these results the Radar Diagram indicates that the impact of the award is high in Nipaniya Sukha Grama Panchayat which is closely followed by other Gram Panchayats. The Radar Diagram indicates the low impact in Shioda Gram Panchayat.

### TELANGANA

The impact from the case of Rajasthan is commendable as per the measurable evidence. Maximum impact in case of Telangana is visible in Mittapalle, Adivarampett, Kismapet Gram Panchayat Which Is Followed By Nizamabad, Medak , Dharmaram, Sulthanabad, Korutla, Nandipet, Sundilla, Ruyyadi, Malyal, Gurralongondi , Chakrapur, Nusthulapur, Parlapally, Haridas Nagar, Mohinikunta . The impact is relatively lower in Nusthulapur Gram Panchayat The cumulative Index for each Panchayat could be visualized from the Table no 5

## EVALUATION OF THE INCENTIVIZATION OF PANCHAYATS SCHEME OF MOPR

Table No. 5 : Cumulative Index of Selected Panchayats from the State of Telangana.

Sl.No	Name of the Panchayat	Cumulative Index
1	NIZAMABAD - DP	0.30
2	MEDAK - DP	0.32
3	DHARMARAM - BP	0.31
4	SULTHANABAD - BP	0.30
5	KORUTLA - BP	0.30
6	NANDIPET - BP	0.29
7	ADIVARAMPETT - GP	0.33
8	KISMAPET - GP	0.33
9	SUNDILLA - GP	0.32
10	RUYADI - GP	0.32
11	MALYAL - GP	0.32
12	MITTAPALLE - GP	0.33
13	GURRALAGONDI - GP	0.32
14	CHAKRAPUR - GP	0.30
15	NUSTHULAPUR - GP	0.28
16	PARLAPALLY - GP	0.29
17	HARIDAS NAGAR - GP	0.32
18	MOHINIKUNTA - GP	0.32

Diagram: Radar Diagram

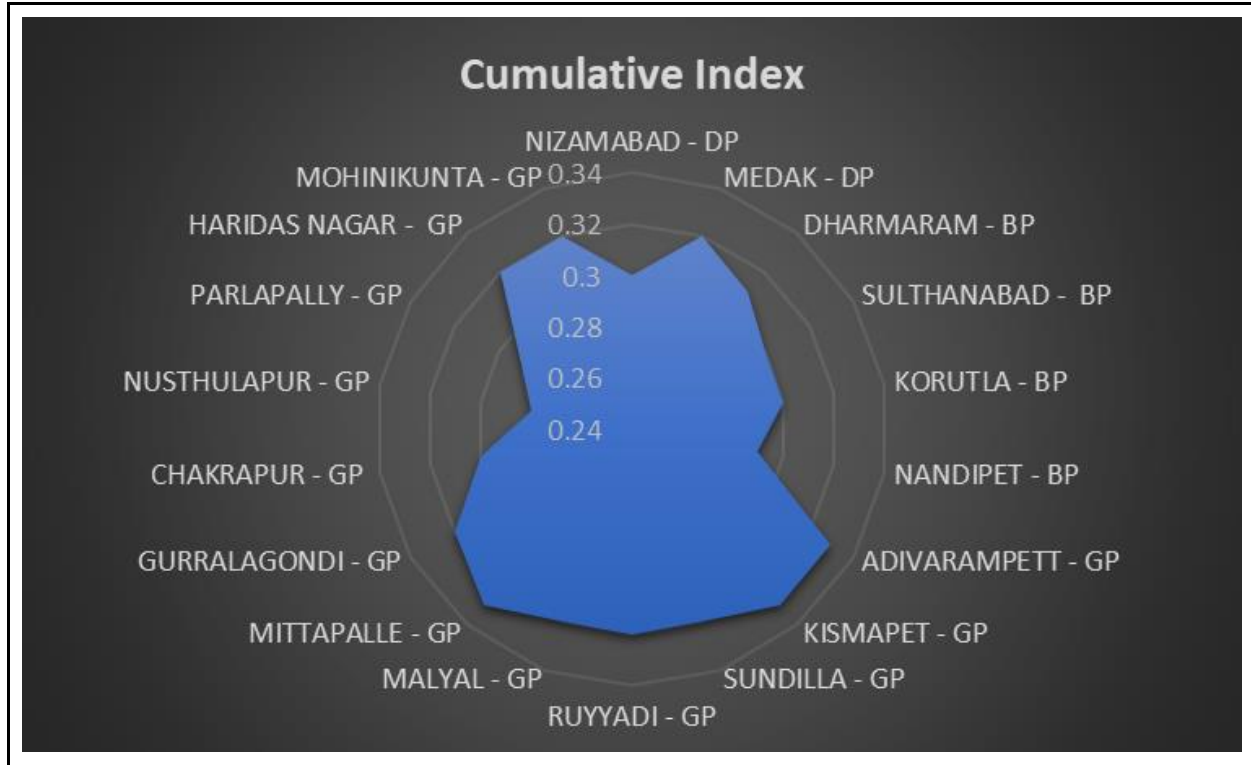


Figure 3. Radar diagram showing the impact of the award on the panchayat of Telengana

In these results the Radar Diagram indicates that the impact of the award is high in Mittapalle, Adivarampett, Kismapet Grama Panchayat which is closely followed by other Gram Panchayats. The Radar Diagram indicates the low impact in Nusthulapur Gram Panchayat Gram Panchayat.

**ASSAM**

The impact from the case of Rajasthan is commendable as per the measurable evidence. Maximum impact in case of Assam is visible in Nartap and Grama Panchayats which is followed by Dimoria Block Panchayat, Stetelia, Khetri Gram Panchayat. The impact is relatively lower in KHETRI - Gram Panchayat. The cumulative Index for each Panchayat could be visualized from the Table no 6

Table No. 6 : Cumulative Index of Selected Panchayats from the State of Assam

**EVALUATION OF THE INCENTIVIZATION OF PANCHAYATS SCHEME OF MOPR**

Sl.No	Name of the Panchayat	Cumulative Index
1	DIMORIA - BP	0.29
2	NARTAP - GP	0.34
3	TETELIA - GP	0.26
4	KHETRI - GP	0.25

Diagram: Radar Diagram

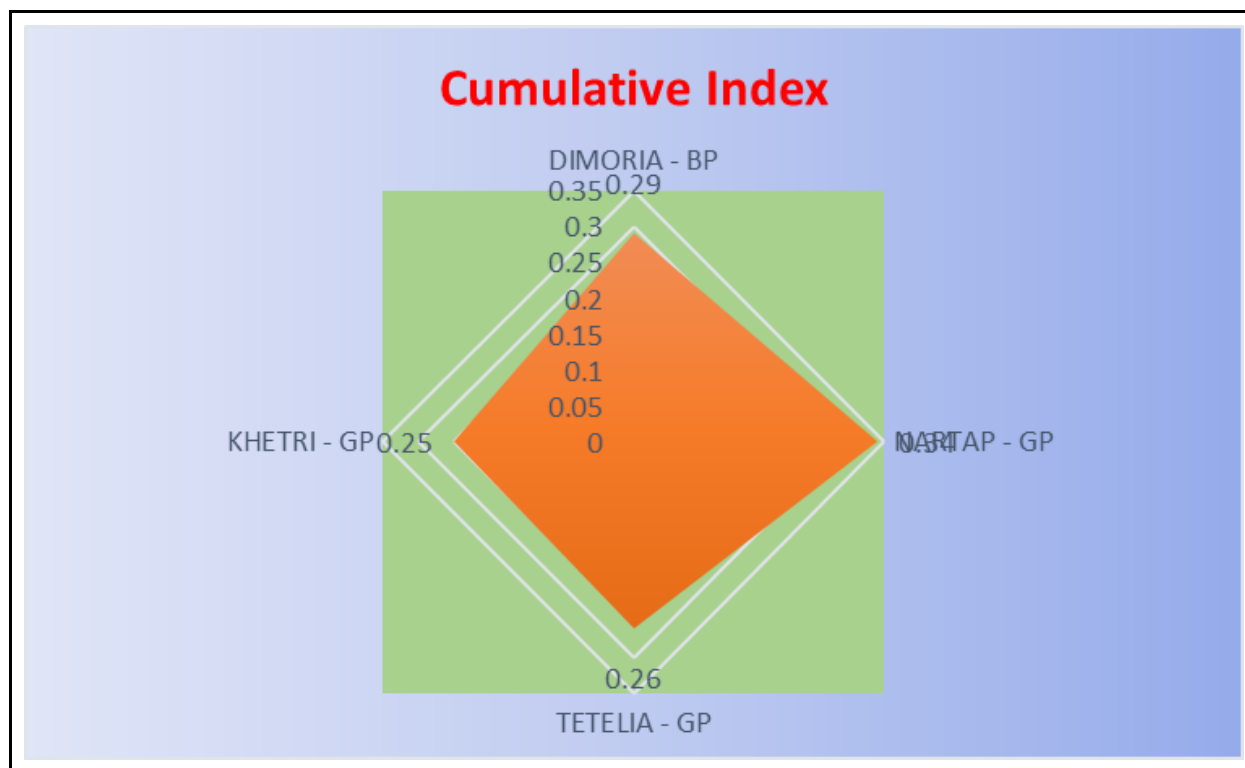


Figure 4. Radar diagram showing the impact of the award on the panchayat of Assam

In these results the Radar Diagram indicates that the impact of the award is high in Dimoria Block Panchayat, Stetelia, Khetri Gram Panchayat which is closely followed by other Gram Panchayats. The Radar Diagram indicates the low impact in KHETRI Gram Panchayat.

## EVALUATION OF THE INCENTIVIZATION OF PANCHAYATS SCHEME OF MOPR

### KARNATAKA

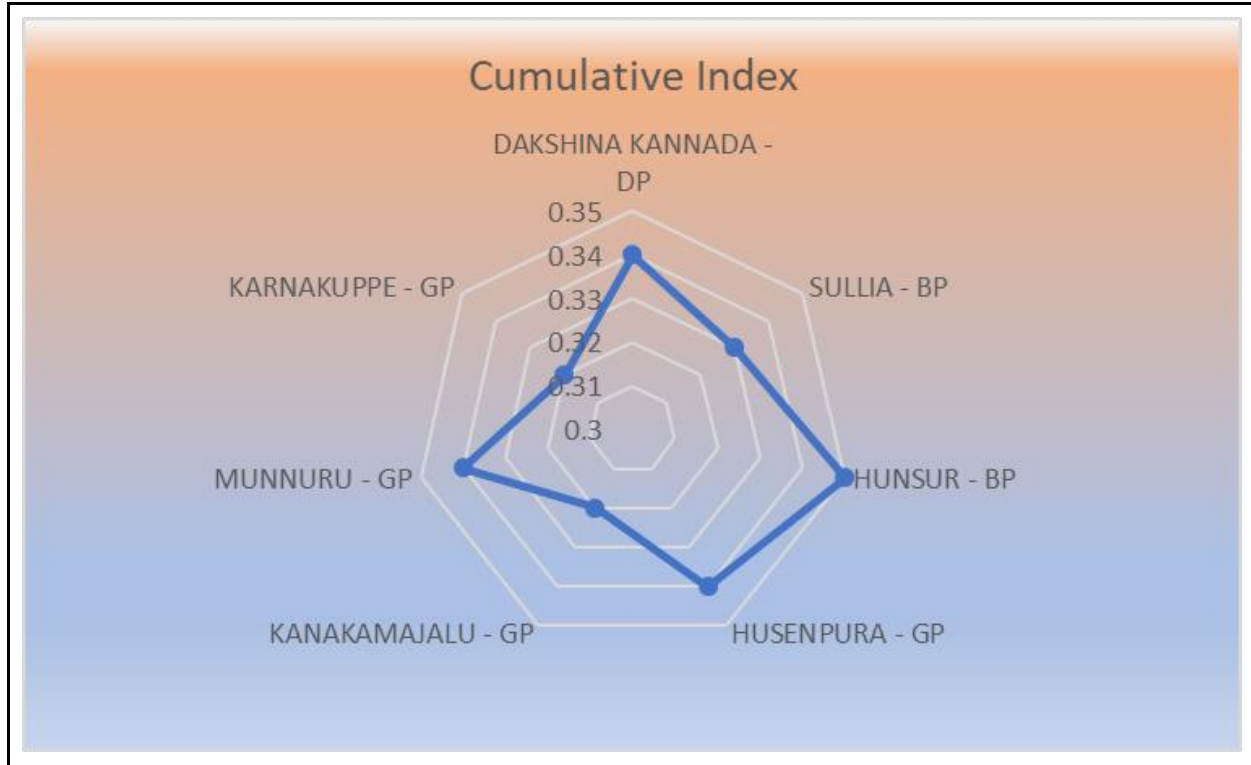
The impact from the case of Rajasthan is commendable as per the measurable evidence. Maximum impact in case of Karnataka is visible in HUNSUR - BP and Grama Panchayats which is followed by Dakshina Kannada - (Dp) District Panchayat, Sullia Block Panchayat, Husenpura, Kanakamajalu, Munnuru And Karnakuppe Gram Panchayat. The impact is relatively lower In Kanakamajalu and Karnakuppe- Gram Panchayat. The cumulative Index for each Panchayat could be visualized from the Table no 7

Table No. 7 : Cumulative Index of Selected Panchayats from the State of Karnataka

Sl.No	Name of the Panchayat	Cumulative Index
1	DAKSHINA KANNADA - DP	0.34
2	SULLIA - BP	0.33
3	HUNSUR - BP	0.35
4	HUSENPURA - GP	0.34
5	KANAKAMAJALU - GP	0.32
6	MUNNURU - GP	0.34
7	KARNAKUPPE - GP	0.32

Diagram: Radar Diagram





**Figure 5. Radar diagram showing the impact of the award on the panchayat of Karnataka**

In these results the Radar Diagram indicates that the impact of the award is high in Hunsur - BP Block Panchayat, Stetelia, Khetri Gram Panchayat Which Is Closely Followed By Other Gram Panchayats. The Radar Diagram Indicates The Low Impact In Kanakamajalu And Karnakuppe Gram Panchayat.

### **GUJARAT**

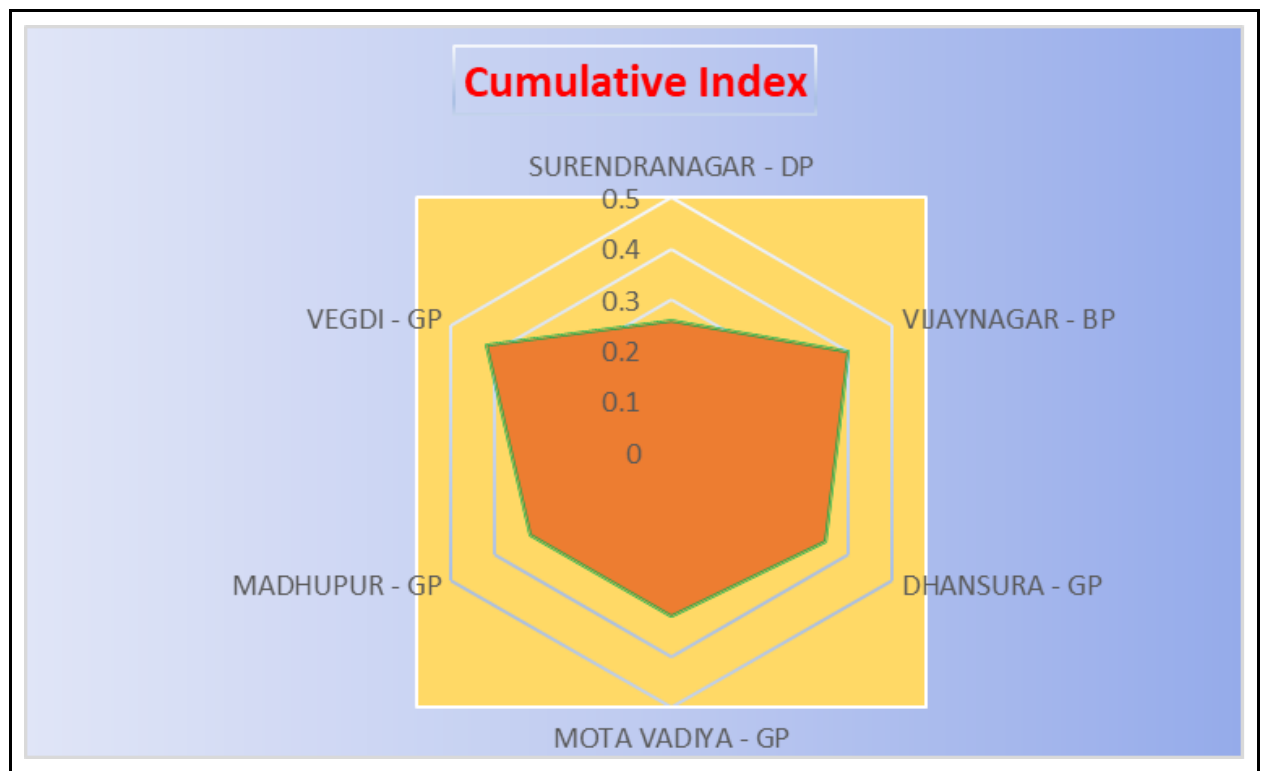
The impact from the case of Rajasthan is commendable as per the measurable evidence. Maximum impact in case of Gujarat is visible in VEGDI and Grama Panchayats which is followed by Surendranagar District Panchayat, Vijaynagar Block Panchayat, Dhansura, Mota Vadiya And Madhupur Gram Panchayat. The Impact Is Relatively Lower In Surendranagar - Dp District Panchayat. The Cumulative Index For Each Panchayat Could Be Visualized From The Table No 8

**EVALUATION OF THE INCENTIVIZATION OF PANCHAYATS SCHEME OF MOPR**

Table No. 8 : Cumulative Index of Selected Panchayats from the State of Gujarat

Sl.No	Name of the Panchayat	Cumulative Index
1	<b>SURENDRANAGAR - DP</b>	0.26
2	<b>VIJAYNAGAR - BP</b>	0.40
3	<b>DHANSURA - GP</b>	0.35
4	<b>MOTA VADIYA - GP</b>	0.32
5	<b>MADHUPUR - GP</b>	0.32
6	<b>VEGDI - GP</b>	0.42

**Diagram: Radar Diagram**



**Figure 6. Radar diagram showing the impact of the award on the panchayat of Gujarat**

## EVALUATION OF THE INCENTIVIZATION OF PANCHAYATS SCHEME OF MOPR

In these results the Radar Diagram indicates that the impact of the award is high in Vegdi Gram Panchayat which is closely followed by other Gram Panchayats. The Radar Diagram indicates the low impact In Surendranagar - DP District Panchayat.

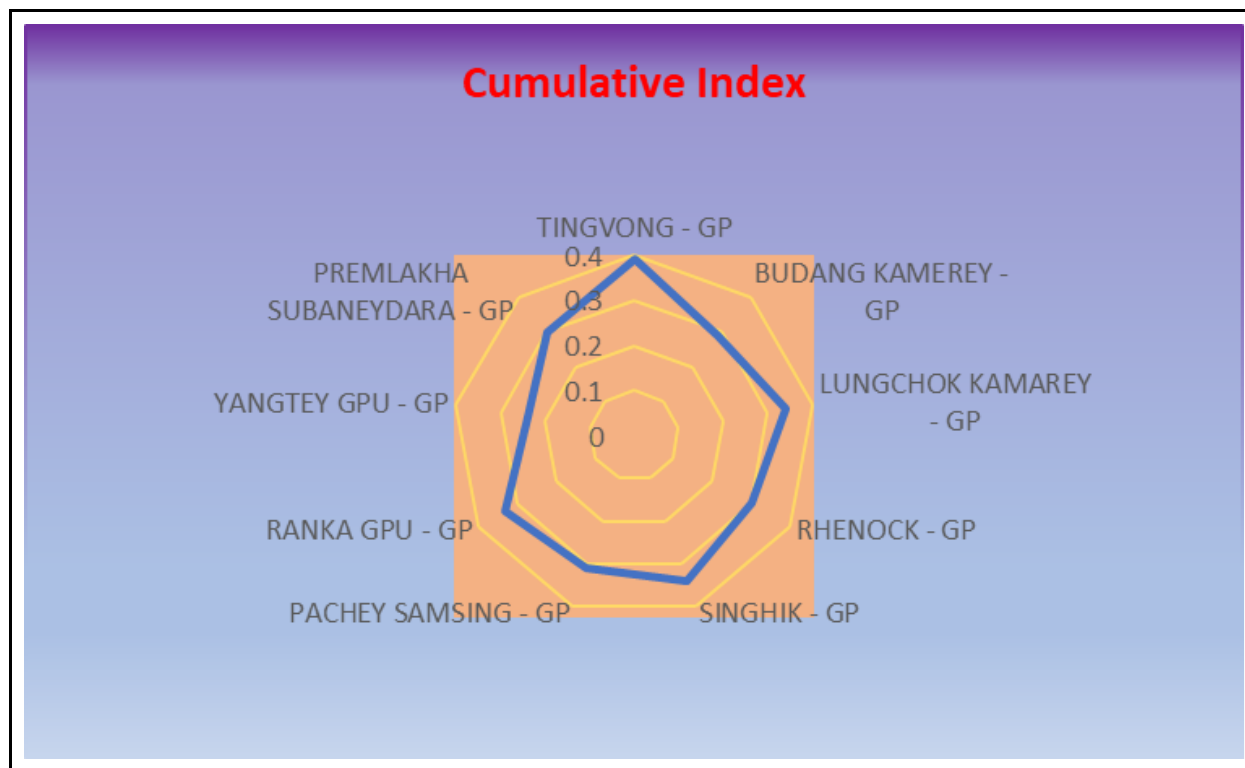
### SIKKIM

The impact from the case of Rajasthan is commendable as per the measurable evidence. Maximum impact in case of Sikkim is visible in Tingvong - Gp And Grama Panchayats Which Is Followed By Budang Kamarey, Lungchok Kamarey, Rhenock, Singhik, Pachey Samsing, Ranka Gpu, Yangtey Gpu, Yangtey Gpu, And Premlakha Subaneydara Gram Panchayat. The Impact Is Relatively Lower In Yangtey Gpu - Gram Panchayat. The cumulative Index for each Panchayat could be visualized from the Table no 9

Table No. 9: Cumulative Index of Selected Panchayats from the State of Sikkim

Sl.No	Name of the Panchayat	Cumulative Index
1	<b>TINGVONG - GP</b>	0.39
2	<b>BUDANG KAMAREY - GP</b>	0.29
3	<b>LUNGCHOK KAMAREY - GP</b>	0.34
4	<b>RHENOCK - GP</b>	0.30
5	<b>SINGHIK - GP</b>	0.34
6	<b>PACHEY SAMSING - GP</b>	0.31
7	<b>RANKA GPU - GP</b>	0.33
8	<b>YANGTEY GPU - GP</b>	0.24
9	<b>PREMLAKHA SUBANEYDARA - GP</b>	0.30

**Diagram: Radar Diagram**



**Figure 7. Radar diagram showing the impact of the award on the panchayat of Sikkim**

In these results the Radar Diagram indicates that the impact of the award is high in Tingvong - GP Gram Panchayat which is closely followed by other Gram Panchayats. The Radar Diagram indicates the low impact in Yangtey GPU Gram Panchayat.

**JHARKHAND**

The impact from the case of Rajasthan is commendable as per the measurable evidence. Maximum impact in case of Jharkhand is visible in PINDARKON - GP and Grama Panchayats which is followed by KHUNTI - DP District Panchayat, KHUTAHARI, CHAPRI, BUNDU and KAPILO Gram Panchayat. The impact is relatively lower in KHUTAHARI- Gram Panchayat. The cumulative Index for each Panchayat could be visualized from the Table no 10

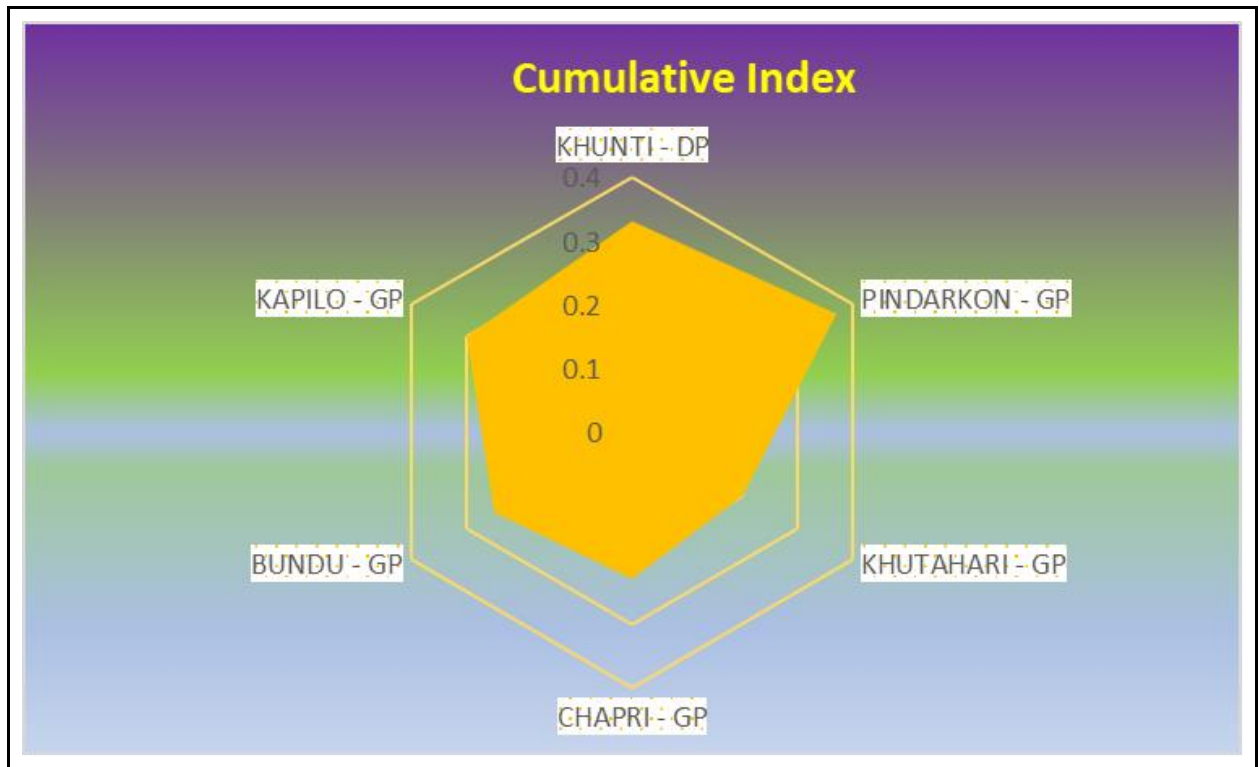
Table No 10: Cumulative Index of Selected Panchayats from the State of Jharkhand

Sl.No	Name of the Panchayat	Cumulative Index
1	<b>KHUNTI - DP</b>	0.33

**EVALUATION OF THE INCENTIVIZATION OF PANCHAYATS SCHEME OF MOPR**

2	<b>PINDARKON - GP</b>	0.37
3	<b>KHUTAHARI - GP</b>	0.20
4	<b>CHAPRI - GP</b>	0.23
5	<b>BUNDU - GP</b>	0.25
6	<b>KAPILO - GP</b>	0.30

**Diagram: Radar Diagram**



**Figure 8. Radar diagram showing the impact of the award on the panchayat of Jharkhand**

In these results the Radar Diagram indicates that the impact of the award is high in PINDARKON - GP Gram Panchayat which is closely followed by other Gram Panchayats. The Radar Diagram Indicates The Low Impact In KHUTAHARI Gram Panchayat.

## EVALUATION OF THE INCENTIVIZATION OF PANCHAYATS SCHEME OF MOPR

### ARUNACHAL PRADESH

The impact from the case of Rajasthan is commendable as per the measurable evidence. Maximum impact in case of Arunachal Pradesh is visible in Siang Dp And Grama Panchayats Which is followed By Namsing Sanggo, Hukan, Sigin I C, Parong-I And Tebitall - Gp Gram Panchayat. The Impact is relatively Lower In Hukan - Gram Panchayat. The cumulative Index for each Panchayat could be visualized from the Table no 11

Table No. 11 : Cumulative Index of Selected Panchayats from the State of Arunachal Pradesh

Sl.No	Name of the Panchayat	Cumulative Index
1	SIANG - DP	0.44
2	NAMSING SANGGO - GP	0.42
3	HUKAN - GP	0.37
4	SIGIN I C - GP	0.41
5	PARONG-I - GP	0.39
6	TEBITALL - GP	0.39

**Diagram: Radar Diagram**

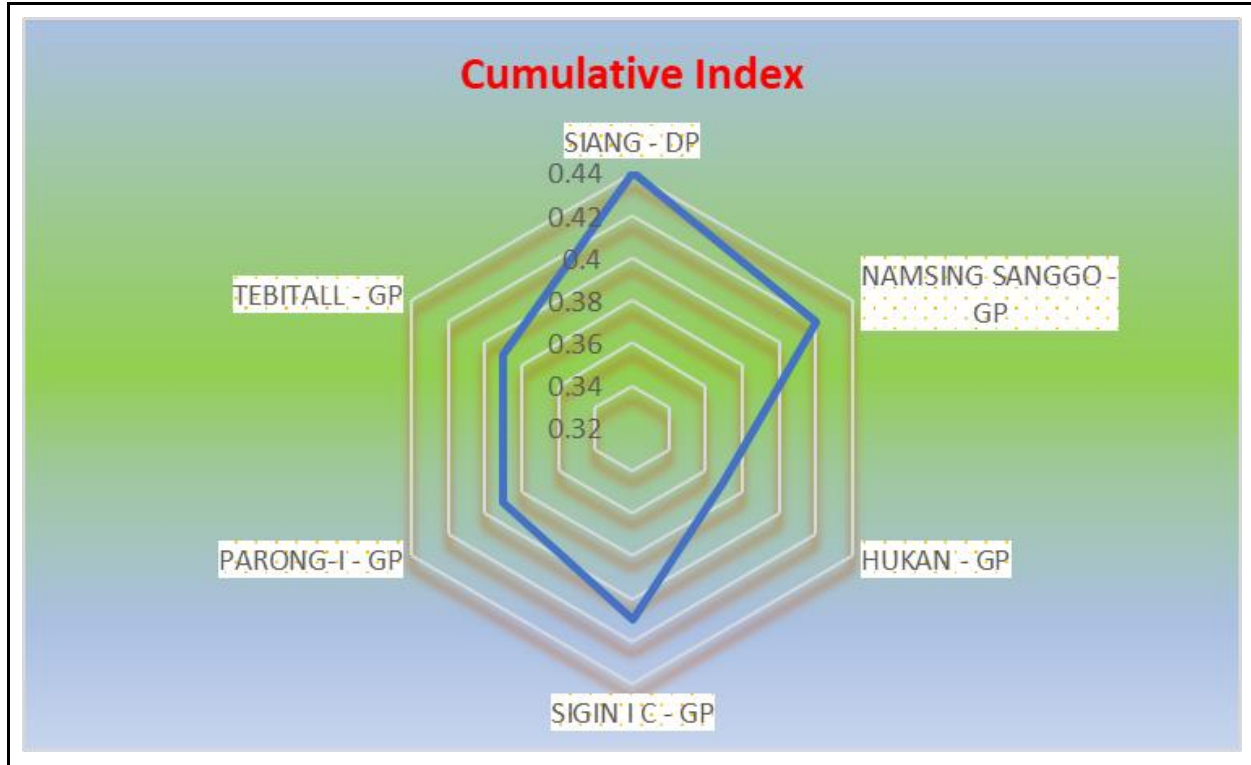


Figure 9. Radar diagram showing the impact of the award on the panchayat of Arunachal Pradesh

In these results the Radar Diagram indicates that the impact of the award is high in Siang District Panchayat which is closely followed by other Gram Panchayats. The Radar Diagram indicates the low impact in Hukan Gram Panchayat.

**The report was thus finalized taking into account the qualitative and quantitative exercises which was corporate to reflect on the components of the study**

The case studies were also found effective in reading the impact of the award winning and non-award-winning States. The case studies from the award winning and non-award-winning States stand an answer to the question whether the award has got any real impact on the PRI's of the respective States and whether it was successful in achieving its objectives. The case studies as mentioned earlier forms the primary referral material on which the assessment of the impact is made. The visits to the award winning PRI's revealed that there were many non-award winning neighboring Panchayats who were really interested in knowing the methods by which they have achieved the success. They visited the award-winning Panchayats to understand the way in

## **EVALUATION OF THE INCENTIVIZATION OF PANCHAYATS SCHEME OF MOPR**

which local resources were mobilized from all possible sources to force the developmental activities. Most of the case studies point out that all the visitors (mostly officials and elected representatives of the neighboring Panchayats) no doubt, were inspired as well as incentivized and the award-winning Panchayats has now become a model to all of them.

In the context of the outcome oriented intervention in the form of the award under, the study capitalizes on the evidence from the impact assessment and evaluation based on primary observations of the six sectors viz. Panchayat Functioning, Management of Personnel and Capacity Building, Planning and Budget Formation, Income Generation, Performance of Panchayats and Accountability & Transparency of the selected five States. It tries to extract lessons about the impact of the award on the positive outcomes. The exercise was found effective in finding out the impact of the award on the PRI's of the selected States. Considerable improvements could be seen in the Panchayat Functioning aspects viz. the functioning of Panchayat committees, standing committees and Gram Sabha of almost all the PRI's from Madhya Pradesh , Uttar Pradesh, Gujarat, Assam, Karnataka, Telangana. Arunachal Pradesh, Sikkim and Jharkhand

Majority of the Panchayati Raj Institutions felt the need of training as a serious business for running the Panchayats and as such the management of personnel and capacity building was taken seriously in all the States. The surveys indicate that most of the PRIs have got inspired and have made attempts to start timely preparation of annual plans of development programmes and budget. Some elements of gender dimensions have been grafted in the budgets of the few Panchayats

The exercise was also effective in assessing the impact of the award on the performance aspects of the selected PRIs. The impact is visible in all the States. The report also indicates that the award has incentivized the PRIs in keeping accounts up to date and in formats and registers prescribed by the Government in all the selected States.



### **Recommendations**

The Ministry of Panchayati Raj (MoPR) has been providing support to States as well as Union Territories (UTs) to develop State/UT specific guidelines for GPDP converging all the resources in setting local development agenda and finding local solutions to development issues with a view of developing the nation from the basic element itself. It will result in a development with sustainability. Its effect will be long-lasting.

### ***Assessment for incentivization:***

It is to be suggested that the Assessment for incentivization have to be made based on -

1. Panchayat Development Index
2. SDG Achievement Progress
3. Thematic achievement
4. Special initiative & innovation
5. Mission Anthyodaya data analysis

### **SUGGESTIONS**

#### ➤ ***Incentivization is to be multi-level***

- Gram Panchayat, IP/BP and DP on the above multi dimensions. Special awards incentive for going the extra mile beyond minimum of 50 indicators and progressing, as well as for innovative work in Gram Panchayats to be given.
- Incentivization in initial years and later years would be different. More Panchayats to be covered in incentives in initial years to raise awareness, interest and draw them.
- Year on year bar to be raised on all categories assessment for incentives.
- Assessments are to be of like- a good basis being population, and location (hilly and plains).
- Effectively managing the process of incentivisation, as a transparent and continuous process every year is required.
- Independent evaluation processes for National awards would add further evidence to the selections for incentives.

## EVALUATION OF THE INCENTIVIZATION OF PANCHAYATS SCHEME OF MOPR

1. 29 subjects that are the responsibility of the Gram Panchayats cover the SDGs with varying levels of devolution in different States
2. Convergent action should ensure that the various inputs from the schemes of Departments feed into the preparation of GPDP for the Indicators / Targets. On the other hand, that which is required should be provided from the resource envelope of the schemes in the Panchayat area.
3. Flagship schemes and multitude of schemes of Central and State Governments have substantial impact on SDGs, and are implemented in rural areas
4. Schemes focus on scheme objectives' achievements, with progress as measured in financial and physical terms under the scheme.
5. Bringing out effective processes, developments, insightful, inspirational and thought provoking issues, motivating action, through this. Special focus on sustainability and inclusiveness of best practice identified is important.
6. Best practices in addition to being of tremendous use in Capacity building & IEC, is to be used to bring convergence, used as the yardstick in impact monitoring, evaluation and incentivization, leading change and spurring changes.
7. The State Governments have to give more attention to attain the SDG goals by carefully and tactically implementing the Agenda 2030
8. More training sessions and discussion sessions (within the state and also inter-state) should have to be conducted which will be a good platform to share ideas between states and panchayats. If all the states go hand-in-hand attaining the SD goals will be possible at the earliest.
9. IEC of all Ministries together must ensure constant activity on SDGs in Gram Panchayats and lead to vibrant Gram Sabhas.
10. An entire set of Indicators for inter-panchayat comparison is to form the Panchayat Development Index. This set is to be decided by MoPR in consultation with Ministries & States & NITI Aayog.
11. Panchayat-level assessment should have to be followed by Block Level and District level and then by State-Level assessment. Assessment indicators have to be prepared. The level-wise assessment will be more useful to analyzing the area to be focused more.

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12. Gram panchayats has to make a check list to clearly know what the stipulated aims of each financial year are and how much they have achieved. Discussions at Gram Sabhas on the achieving the goals should be done mandatory. For, without the corporation of the inhabitants of the panchayat it is not easy to attain the development. People should be aware of the functioning of the panchayats.

This study was conducted by taking the states representing all the three categories, i.e., big, medium and small. The result shows that the incentivization has a good effect on the panchayats when compared to the non award winning panchayats. Non award winning panchayats tries to learn the activities done by the award winning panchayats. The data shows that the administrators and other responsible members, even the citizens do more to make their panchayat perform better year-by-year. Hence, the result of the study can be applied in all-India/national level.

### **Suggestions from the States**

- The state Government support for improvement is inevitable as the resources are meagre.
- The questionnaire should also include the questions about ongoing District Panchayat level programmes.
- Questions should be more elaborate.
- The number of questions can be reduced.
- Need a separate Panchayat Operator for drafting.
- More support from the state government.
- The works taken up in different schemes shall be uploaded in questionnaire along with photos and quality of work.
- The period for applying awards should be increased due to the shortcomings in uploading documents.
- SHGs and NGOs should also be involved while preparing the draft of the award which ensures their participation in the process.
- We would suggest to include questionnaire regarding achievements of SHGs/NGOs also.
- More training programs regarding SDGs.

## EVALUATION OF THE INCENTIVIZATION OF PANCHAYATS SCHEME OF MOPR

- The influence of outsiders should be reduced.
- The process should not be time bound.
- Questionnaire CFGPA is not sufficient and justifiable for evaluation of GP's works especially under CFGPA.
- Suggestion for improving the GPU is leaders must communicate not only the values but also the expected behaviours associated with each value. This helps employees understand what is expected, which reduces uncertainty and ensures everyone is aligned on how things should be done at GPU.
- By engaging employees in different field so that employees will gain knowledge and have a habit of work too.
- Updation of questionnaire is required.
- The questionnaire should also include topics like Rural Planning & Development.