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: A new statistical domain emerging in rural India

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Data Needs in the Panchayat

: A new statistical domain emerging in rural India*

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Abstract

This paper discusses data required for the Panchayat in India. Under the system of centralised planning, there was little demand for local level statistical system. Statistical requirement that can be interpreted from the Indian Constitution (73rd Amendment) Act, 1992, is as follows;

Data needs I

Data required for the preparation of plans for economic development and social justice, and the implementation of such schemes;

Data needs II.

Data required for public finance;

Data needs III.

Data required for self-governance;

In the transition to the complete constitutional devolution,

Data needs IV.

Data required for managing transition to the complete devolution;

Data on the central and state line department and other agencies working in the functional domain of the Panchayats is additionally required besides data needs I and II.

Chapter 1. Introduction

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: Background and Objective of This Study

The 'Panchayat' (local government in rural India) has become an integral part of rural life in India and provided the institutional framework to the concept of democratic decentralization in the modern India¹. The Constitution (73rd Amendment) Act, 1992 is indisputably a watershed in the history of democratic decentralization, giving a constitutional status and devolution of 29 functions to the Panchayati Raj Institutions at the Village, Intermediate and the District levels, as the third tier of governance and also providing the mechanism for regular elections and raising the financial resources for the Panchayats to function as institutions of local self government. Besides, it sought to ensure the empowerment of women and weaker sections through reservations. The establishment of panchayats has thus paved the way for expanding the basic capabilities² of rural residents.

Functioning of the panchayats needs local level databases for their own use. This has necessitated development of databases systematically from below.³ On the basis of provision of the Constitution (73rd Amendment) Act, 1992, a particular type of dataset is required at the very least, which relates to basic functions such as preparation of panchayat plans for economic development and social justice, implementation of these plans, assessment of panchayat finance and self-governance of panchayat.⁴

However, the National Statistical Commission under the Chairmanship of Dr. C. Rangarajan, argued in 2001 that 'even today no standardised system exists for collection of

¹ The origin of panchayats is traced back to the British colonial period or further to the pre-colonial period. George Mathew, *Status of Panchayati Raj in the States of India 1994* (New Delhi: Concept Publishing Company, 1995), pp.1-3. However, panchayati raj of the Nehruvian era is often considered as the first generation of modern panchayats, which came to a climax when the recommendation of the study team, headed by Balwantrai Mehta, gave birth to a three-tier panchayati raj institution, located at Nagaur in Rajasthan on 2 October 1959. The second generation of modern panchayati raj institutions are said to have started when the West Bengal government took the initiative in 1978 to give a new life to its panchayats on the lines of the Asoka Mehta committee's recommendations. [Mathew (1995), pp. 3-9]. Government of India, Committee on Plan Projects, *Report of the Team for the Study of Community Projects and National Extension Service*, Chairman: Balwantrai Mehta (New Delhi, 1959). Government of India, Ministry of Agriculture and Irrigation, Department of Rural Development, *Report of the Committee on Panchayati Raj Institutions*, Chairman: Asoka Mehta (New Delhi, August 1978). Anirban Kashyap, *Panchayati Raj: Views of Founding Fathers and Recommendations of Different Committees* (New Delhi: Lancers Books, 1989). Girish Kumar, *Local democracy in India: Interpreting Decentralization*, (New Delhi: Sage Publications, 2006), pp. 16-22. Government of India, Planning Commission, *First Five Year Plan 1951-1956* (New Delhi, 1952), Chapter 7.

² Amartya Sen, *Inequality Reexamined*, Oxford University Press 1992. Marx, K, *Ökonomisch-philosophische Manuskripte, Karl Marx Friedrich Engels Gesamtausgabe* (MEGA) I-2, S. 234-275.

[*Economic and Philosophic Manuscripts of 1844*, Progress Publishers, 1959, pp. 28-49<PDF version at <http://www.marxists.org/archive/marx/works/1844/manuscripts/preface.htm>>]

'Improving the quality of life of citizens by providing them civic amenities has been the basic function of local governments ever since their inception and it continues to be so even today. Local governments are ideally suited to provide services like water supply, solid waste management, sanitation etc, as they are closer to the people and in a better position to appreciate their concerns and even economic principles state that such services are best provided at the level of government closest to the people. However, the performance of a large number of local bodies on this front has generally been unsatisfactory.' [Government of India, Second Administrative Reforms Commission, Sixth Report on *Local Governance – An Inspiring Journey into the Future*, 2007, p. 8]

³ National Statistical Commission, Report of National Statistical Commission, 2001 <<http://mospi.gov.in/nsct/hp.htm>>, para 9.2.17

⁴ Amitava Mukherjee ed. *Decentralisation: Panchayats in the Nineties* (New Delhi: Vikas Publishing House, 1994) p.146.

local level databases in the country’⁵ Under the system of centralised planning, there had been little demand for local-level databases in India.⁶ ‘Quite a large amount of work has already been done in the past two decades by various Working Groups, Study Groups and Committees constituted on the subject. However, implementation of these recommendations has not been taken seriously’⁷

The main sources of statistics in India as elsewhere are ‘(a) Administrative Statistics – generally collected by State Governments; consisting of statutory administrative returns and data derived as a by-product of general administration; and (b) Other important sources namely, censuses and sample surveys.’⁸ But the Report of Rangarajan Commission aimed at stemming the deterioration in the Indian administrative statistics at the primary level.⁹ On the other hand, large scale sample surveys, which have been highly sophisticated in India, do not necessarily fulfill the data requirements at the local level since such surveys usually provide estimates at the national and State levels.¹⁰ Therefore, it is challenging requirement to assess the potential of panchayat-level statistical system in India.

Accordingly the Rangarajan Commission recommended to constitute a committee of experts to look into all aspects related to development of basic statistics for local level development and suggest a minimum list of variables on which data need to be collected at the local level.¹¹ In keeping with this recommendation, the Central Statistical Organisation of

⁵ National Statistical Commission (2001), para 9.2.21. ‘A major weakness of the Indian database is its near total insensitivity to the requirements of planning from below.’ [Isaac, Thomas T. M. and Richard W. Franke, *Local Democracy and Development : people's campaign for decentralized planning in Kerala*, LeftWord, 2000, p. 106]

⁶ ‘As there was little or no local level planning for provision of public goods and facilities, there seemed to be little or no need or demand for local level databases.’ [National Statistical Commission (2001), para 9.2.17] ‘The data management practices and institutions in the country were evolved to suit the requirements of highly centralized systems of administration and planning. Indeed, most of the national level data are ultimately collected from the localities. But the centralized systems of planning and governance do not require that these data be made available in printed form at the local level.’ [Isaac, Thomas T. M. and Richard W. Franke (2000), p. 106]

⁷ National Statistical Commission (2001), para 9.2.21. See DISNIC Programme Division, National Informatics Centre, Department of Information Technology Ministry of Communications & Information Technology, Government of India, *DISNIC-PLAN Project: Phase-II (Information Technology for Micro-Level Planning) A Project Sponsored by the Planning Commission*, 2005.

⁸ National Statistical Commission (2001), para 14.3.1.

⁹ ‘The recommendations on individual subjects in the Report aim at stemming the deterioration in the Administrative Statistical System and to improve it over time.’ [National Statistical Commission (2001), para. 2.12.1] ‘... over the years, the Administrative Statistical System has been deteriorating and has now almost collapsed in certain sectors. The deterioration had taken place at its very roots namely, at the very first stage of collection and recording of data, and has been reported so far in four sectors: agriculture, labour, industry and commerce. The foundation on which the entire edifice of Administrative Statistical System was built appears to be crumbling, pulling down the whole system and paralysing a large part of the Indian Statistical System. This indisputably is the major problem facing the Indian Statistical System today.’ [National Statistical Commission (2001), para. 14.3.10]

¹⁰ However, to support decentralized planning, the Planning Commission considers in its Eleventh Five Year Plan to ‘generate a local statistical system by increasing the sample size of National Sample Surveys so that interpretation is possible at least at the level of the Block, if not the village’. [Planning Commission, Government of India, *Eleventh Five Year Plan 2007-2012*, Volume I, 2008, p. 227] Keeping in mind decentralized planning through Panchayati Raj Institutions, the International Institute for Population Sciences sponsored by Ministry of Health & Family Welfare undertakes the District Level Household and Facility Survey. [International Institute for Population Sciences, *District Level Household and Facility Survey 2007-08*, 2010]

¹¹ National Statistical Commission (2001), para. 9.2.22.

India constituted the Expert Committee on 'Basic Statistics for Local Level Development (BSLLD)'.¹² The Expert Committee identified a minimum dataset to be collected at the village level and developed Village Schedules. The Schedules contained 'a minimum number of selected variables on which the data would be collected, compiled, aggregated, and transmitted to district level. To test this Schedule, a pilot scheme is now in progress in most of the states in India.¹³

The most essential recommendation made by this Expert Committee is expressed in an assertion that 'the Gram Panchayat should consolidate, maintain and own village level data.'¹⁴ This recommendation is quite simple but obviously epochal because it sheds light on the potential of village level data sources for the first time and identifies a new statistical domain that is open for discussion.¹⁵ This Committee found that some of the village level records are maintained by the village level functionaries, such as Anganwari, ANM, Panchayat Secretary, school teacher, *Patwari*, village headman, and knowledgeable person etc.,¹⁶ and further suggested that the village panchayat should take the basic responsibility of reorganizing and maintaining such records at their level.¹⁷ The point here is that those records are in existence before the information are filled-in in the Village Schedules for the upward movement for aggregation and computerization at the district level. According to this Expert Committee, even the village directory information is 'collected by Census Officers from the records of the villages maintained by the various village functionaries e.g. Health worker, ANM, Anganwari, Chowkidar, Village Pradhan, Patwari etc.'¹⁸ Therefore, the view of this Expert Committee on village level data sources is in a striking contrast with that of the Rangarajan Commission. While the Rangarajan Commission has, on the one hand, seriously raised an alert over degeneration of records maintained by the Government staff, the *patwaris*, the *gramsevak*s or primary teachers at the farthest end of the Government system, at the lowest level of village¹⁹, the Expert Committee has, on the other hand, found out the potential of some village level records in new era of democratic decentralization in rural

¹² The committee was constituted in 2002 under the chairmanship of S.P. Gupta, Member, Planning Commission. Subsequently Abhijit Sen, Member, Planning Commission was appointed as Chairman of the committee in 2004. [Central Statistical Organisation, Social Statistics Division of Ministry of Statistics and Programme Implementation, Government of India, *Report of High Level Expert Committee on Basic Statistics for Local Level Development*, 2006]

¹³ Initially pilot studies was conducted from 2003 till 2005 in Haryana, Gujrat, Karnataka, Kerala, Meghalaya, West Bengal, Bihar, Tamilnadu and Tripura. [Central Statistical Organisation (2006), pp. 8ff]

¹⁴ Central Statistical Organisation (2006), p. 1.

¹⁵ Planning Commission points that 'the key to the new approach is to link up data collection with the Panchayats.' Planning Commission, Government of India, *Manual for Integrated District Planning*, 2008, p. 16.

¹⁶ Central Statistical Organisation, Ministry of Statistics and Programme Implementation, Government of India, *Basic Statistics for Local Level Development: Instructions for Data Recordist* (For official use), Volume I, p. 3.

¹⁷ Central Statistical Organisation (2006), p. 2.

¹⁸ *Ibid.*, p. 19.

¹⁹ National Statistical Commission (2001), para. 14.6.1-14.6.4.

India.²⁰ At any hand, empowerment of the panchayats requires reorganizing the panchayat-level statistical system, which is open for discussion now. This paper discusses the informational request of this new statistical domain emerging in rural India.

To study this new statistical domain emerging in rural India, we will identify village level data sources required in the jurisdiction of Gram (Village) Panchayats and assess them in relation to statistical requirement on the basis of the Constitution (73rd Amendment) Act, 1992. In order to evaluate a statistical system, status and potential of its data sources will be a focal point. Not only the Expert Committee on BSLLD but also the Rangarajan Commission had to 'pay attention to data collection in all its dimensions'²¹ We will also look into data sources 'at its very roots, namely, at the very first stage of collection and recording of data'²², to evaluate the Panchayat-level Statistical System.

It is necessary in the post-constitutional amendment regime to form a perspective on what are the data needs of Panchayats. Without such a perspective, we cannot evaluate the panchayat-level statistical system and the usefulness of its data sources.

However, it is not easy to have such a perspective. Under the system of centralised planning, there was little demand for local level statistical system.²⁵ Although the panchayat-level statistical system is emerging as a new statistical domain, the entire picture of Panchayats' data needs has not been fully discussed yet. As will be seen below, even the scope of data needs presented by the Rangarajan Commission is still considered unsatisfactory. We will explore in this chapter the entire framework of Panchayats' data needs.

Chapter 2. Data Required for the Panchayat

²⁰ Isaac, Thomas T. M. and Richard W. Franke (2000) raise a difficult question. 'In many places the secondary data collected from the field offices did not tally with the published statistics of the block and district levels. Were the higher tiers of the local bodies to use data aggregated from below or the aggregate statistics published by official sources? It was agreed that while grama panchayats and municipalities would rely mostly on locally collected data, the higher tiers would use official statistics as far as possible unless there was sufficient justification to modify them. [Isaac, Thomas T. M. and Richard W. Franke (2000), p. 110]

²¹ National Statistical Commission (2001), para. 2.1.1. The Rangarajan Commission states that 'collection of numerical data for the purpose of understanding the behaviour of various socio-economic variables has a long history. The origin of the term "statistics" is associated with this concept, which is to describe the state. Of course, statistics, as a scientific discipline, goes beyond enumeration. Statistical inference is an important part of the discipline. However, inference will be fruitless, if the basic data are faulty or inaccurate or unreliable. That is why we have to pay attention to data collection in all its dimensions' [National Statistical Commission (2001), para. 2.1.1]. For decades, world statistician including the Rangarajan Commission has shed light on the process of collection and recording of data in order to assess the data quality. As for 'data quality', see E. Elvers and B. Rosén. 'Quality Concept for Official Statistics', *Encyclopedia of Statistical Sciences*. John Wiley & Sons, 1997, and See L. Laliberté, W. Grünewald, and L. Probst. Data Quality: A Comparison of IMF's Data Quality Assessment Framework (DQAF) and Eurostat's Quality Definition, January 2004 (now available at <http://dsbb.imf.org/Applications/web/dqrs/dqrswork/>)

²² National Statistical Commission (2001), para. 14.3.10.

²⁵ National Statistical Commission (2001), para 9.2.17

§1. Scope of Data Needs

As mentioned above, the Expert Committee on Basic Statistics for Local Level Development (BSLLD) identified a minimum dataset to be collected at the village level, and further shed light on the potential of village level data sources.

The Village Schedules developed by the Committee cover around 250 items of information for each village in a Gram Panchayat and establish a standardised system for compilation of Basic Statistics for Local Level Development (BSLLD) (see Appendix)²⁶. The Committee links up such data collection with sub-district level Panchayats and related agencies. According to the Instructions for Data Recordist for the Village Schedules on BSLLD, 'the information in the village schedule is not to be collected by conducting house-to-house survey. The information is to be recorded in the schedule from the records available at the village level and being maintained by the village level functionaries, such as Anganwari, ANM, Panchayat Secretary, school teacher, Patwari, village headman, and knowledgeable person etc. The Village Directory of Census 2001 may also be utilized in certain cases.' The Schedules provide even source codes to be recorded in each of item of information as under: Panchayat-01, Anganwari worker-02, Health worker (ANM/ FHW/ MHW/ etc.)-03, Patwari (Land Records)-04, Village Headman-05, Local School-06, Local Doctor-07, PHC/Sub-Centre/Hospital-08, Knowledgeable Person(s)/Others (Female-09, Male-10). Experience so far from the ongoing pilot scheme conducted by the Central Statistical Organisation of India reveal that data are available with the village level functionaries in most of the states, and Panchayat itself is considered a good source of data for majority of items.²⁷ The Village Schedules are to be filled up by the Panchayat Secretary or any other literate functionary of PRI and to be transmitted to the District Statistical Office (DSO).²⁸

However, the scope of data needs identified by this Expert Committee is obviously limited to the data requirement for preparing plans for economic development and social justice, and the implementation of such schemes. In fact, as summarized by the Committee²⁹, data for the following subjects are collected using the Village Schedules:

- (a) Availability of basic facilities in the village. Information on Assets available in the village viz. number of factories, business establishments, bridges, declared forest area,

²⁶ The Village Schedules consist of two parts; the schedule-A is required to be filled up once in a year and the schedule-B is required to be filled up on monthly basis. See Central Statistical Organisation, *Basic Statistics for Local Level Development: Instructions for Data Recordist* (For official use), Volume I, pp. 3-4.

²⁷ Presentation on BSLLD given by the Central Statistical Organisation at the workshop organized by the Organisation on 'State Strategic Statistical Plans' held at Thiruvananthapuram on 10th February 2010.

²⁸ Central Statistical Organisation, *Basic Statistics for Local Level Development: Instructions for Data Recordist* (For official use), Volume I, pp. 4-5.

²⁹ Central Statistical Organisation (2006), pp. 1-2.

orchards, roads etc.

(b) Distance of the village from nearest facilities.

(c) Demographic status of villagers, including population, births, deaths, morbidity, migration, marriages etc.

(d) Educational status of the villagers.

(e) Land utilisation statistics.

(f) Data on livestock and poultry.

(g) Number of market outlets.

(h) Employment status of the villagers.

It was exclusively for the use of basic statistics for micro-level planning for the local level development that the Rangarajan Commission had recommended to establish a standardised system for collection of data at the local levels. Accordingly, the terms of reference of the Expert Committee on BSLLD also follows the scope of data needs presented by the Rangarajan Commission.³⁰

However, the data needs for preparing plans for economic development and social justice, and its implementation does not cover wide scope of data needs for Panchayats to work on the provision of the Constitution (73rd Amendment) Act, 1992. For example, Amitava Mukherjee have given a rough sketch of the data needs of the Panchayat, based on the assumption that 'the State government would legislate and devolve powers of self-governance and development to the Panchayat Raj Institutions at both the district and sub-district levels'³¹. 'Based on the above assumption and on a reading of provision of Articles 243 to 243 O of the Constitution', he pointed out that the data needs of the Panchayat would primarily revolve around the following three basic functions :

i) to assess the resources base of the economy, raising of resources and auditing resource use (see Articles 243H to 243J of the Constitution);

ii) to prepare plans for economic development and social justice, implementation of schemes for economic development and social justice, expending resources raised (see Article 243G and the Eleventh Schedule added to the Constitution);

iii) to govern at the appropriate level as democratically elected governments at the district and sub-district (see Articles 243A to 243D and 243K of the Constitution).

Function i) relates to the Panchayat-level public finance. Function ii) relates to the Panchayat-level planning and its implementation. And function iii) relates to the Panchayat-level self-governance. In this way, the kind and extent of database of the Panchayat should be dependent upon its basic functions on the basis of the Constitution (73rd Amendment) Act, 1992.

In this regard, the data needs suggested by the Expert Committee does not

³⁰ Central Statistical Organisation (2006), p. A-1.

³¹ Amitava Mukherjee ed. (1994), p.146.

sufficiently cover data relating to the function i) nor the function iii) classified above. It is considered to relate to the function ii) classified above. For the purpose of studying the panchayat-level statistical system, however, we have to broaden our scope, taking into account data needs concerning the function i) and iii), that is, Panchayat-level public finance and self-governance.

In fact, two sets of indicators in the Self Evaluation Schedule adopted in West Bengal: 'a) institutional functioning and good governance' and 'b) mobilisation of revenue and utilisation of resources' are reflective of the areas where panchayats need to be empowered. Although the Self Evaluation Schedule for Panchayats adopted in West Bengal is state specific, it is helpful to understand general data needs for functions of Panchayats. The West Bengal Panchayats and Rural Development Department has started providing the Self Evaluation Schedule since 2006-07 to carry out a self-assessment of the functioning of each Panchayat and also to provide incentives to the Panchayats to improve their functionings. Using this Schedule, each Panchayat has to make a self-assessment and assign scores for the different indicators specified therein. Panchayats receive financial incentives from the State government based on this evaluation. Indicators adopted in this Schedule are widely discussed. 'Draft formats were circulated among all the panchayats for obtaining suggestions and workshops were organized in all the districts for proper appreciation of the exercise and how to take up the same objectively.'³² Together with general information: 'Panchayat at a Glance', this Schedule deals with two sets of indicators mentioned above, that is, 'a) institutional functioning and good governance' and 'b) mobilisation of revenue and utilisation of resources'. (see Appendix B)³³

The Self Evaluation Schedule certainly contains indicators concerning economic and social development especially in the sectors of Education, Public Health, Pro-poor Activities etc. and services delivered for them by panchayats. But it contains not only such indicators but also indicators concerning institutional aspects of Panchayat such as public finance and self-governance. Indicators contained in 'a) institutional functioning and good governance' focus mainly on subjects for self-governance, such as peoples' participation in panchayat activities, transparency in panchayat work, its administrative infrastructures and so on. Indicators contained in 'b) mobilisation of revenue and utilisation of resources' focuses on subjects for public finance, such as budget of the Panchayat, its audit, own source revenue, inflow of fund utilized by the Panchayat and so on. Looking into these indicators, we can understand what are considered main subjects to strengthen the functioning of Panchayats.

For the purpose of studying the Panchayat-level Statistical System, therefore, we

³² Panchayats and Rural Development Department, Government of West Bengal, *Annual Administrative Report 2006-2007*, 2007, p. 27.

³³ Government of West Bengal, Department of Panchayats and Rural Development, *Self Evaluation Schedule for Gram Panchayat (2007-08)*, 2008.

have to broaden our scope, taking into account data needs concerning institutional aspects of Panchayat like public finance and self-governance. On the basis of the Constitution (73rd Amendment) Act, 1992, data needs of the Panchayats are;

Data needs I Data required for preparing plans for economic development and social justice, and the implementation of such schemes. These data needs have already been identified by the Expert Committee on BSLLD as a minimum dataset for local level development. Apart from data needs I, the following two areas of data are required;

Data needs II Data required for public finance.

Data needs III Data required for self-governance.

We will explore them in detail in the following sections.

§2. Data required for local planning and its implementation

Data required for preparing plans for economic development and social justice, and implementing such schemes (Data needs I) is based on Article 243G of the Constitution and the Eleventh Schedule added to Articles 243G. As is known, the Eleventh Schedule provides the following 29 functions to be devolved to the Panchayati Raj Institutions;

1. Agriculture, including agricultural extension.
2. Land improvement, implementation of land reforms, land consolidation and soil conservation.
3. Minor irrigation, water management and watershed development.
4. Animal husbandry, dairying and poultry.
5. Fisheries.
6. Social forestry and farm forestry.
7. Minor forest produce.
8. Small scale industries, including food processing industries.
9. Khadi, village and cottage industries.
10. Rural housing.
11. Drinking water.
12. Fuel and fodder.
13. Roads, culverts, bridges, ferries, waterways and other means of communication.
14. Rural electrification, including distribution of electricity.
15. Non-conventional energy sources.
16. Poverty alleviation programme.
17. Education, including primary and secondary schools.
18. Technical training and vocational education.
19. Adult and non-formal education.
20. Libraries.
21. Cultural activities.

22. Markets and fairs.
23. Health and sanitation, including hospitals, primary health centres and dispensaries.
24. Family welfare.
25. Women and child development.
26. Social welfare, including welfare of the handicapped and mentally retarded.
27. Welfare of the weaker sections, and in particular, of the Scheduled Castes and the Scheduled Tribes.
28. Public distribution system.
29. Maintenance of community assets.]

The Village Schedules developed by the Expert Committee on BSLLD can be considered an attempt to cover the above 29 functions, although linkages of the Schedules with each item presented above are not explicitly prescribed.

Under Article 243ZD of the Constitution, a District Planning Committee must be constituted in every State at the district level to consolidate the plans prepared by the Panchayats and the Municipalities in the district and to prepare a draft development plan for the district as a whole. However, District Planning Committees have yet to come into their own in most states. Even in states that have constituted District Planning Committees, the roles performed by them are often markedly different from what is expected of them under the Constitution.³⁴

On the other hand, Article 243ZD envisages draft plans prepared by the Panchayats below the district level. Draft plans prepared below the district level will be consolidated into the district plan. In case there would be clear ‘activity mapping’, that is, clear delineation of functions for each level of the Panchayat, suitable data would be required for the functions at each level. In practice, however, the progress of devolution of powers and responsibilities to the Panchayats at various levels is considered poor and uneven.³⁵ In some states, functional assignments to local governments are still not clear, or orders in this direction remain on paper and are not implemented. If ‘activity mapping’ is not clear, then data needs for each function at each level of the Panchayat would be unclear and ambiguous.

³⁴ ‘However, in the 15 years that have elapsed since the enactment of the 74th Amendment, District Planning Committees have yet to come into their own in most states. As on date, five states have not constituted District Planning Committees in accordance with the constitutional provision. Moreover, in states that have constituted District Planning Committees, the roles performed by them are often markedly different from what is expected of them under the Constitution.Consequently, at best, District Planning Committees perform as committees that meet occasionally to hurriedly endorse, without adequate appreciation, a ‘plan’ or plans prepared by departmental officials.’ [Planning Commission, *Manual for Integrated District Planning*, 2008, p. 21]

³⁵ According to the Second Administrative Reforms Commission, ‘the progress in delineation of functions of the different tiers of local governments in a given subject matter has been very slow.’ ‘Due to the persistent efforts of the Ministry of Panchayati Raj in the last three years, detailed “activity mapping” of different tiers of local governments have been undertaken in all the States.’ ‘However, the exercise continues to be partial and prolonged. The draft activity mapping lists have not been approved by the State Governments in some cases.’ ‘Even where activity mapping has been approved, parallel action to enable local governments to exercise the functions has not been taken. The existing Government Departments with their executive orders and instructions, parallel government bodies like DRDAs and the continuance of statutory bodies (as regards water, electricity, etc.) without any change, prevent the local governments from exercising the so called transferred functions.’ [Government of India, Second Administrative Reforms Commission, Sixth Report on Local Governance – An Inspiring Journey into the Future, 2007, p. 45]

It is presently considered one of serious issues in decentralization in rural India.³⁶

On the basis of clear ‘activity mapping’, draft plan can be prepared properly by each level of Panchayats. Generally speaking, planning involves gathering of relevant data, analyzing it to identify public needs and issues, determining their solutions, setting priorities of solutions, matching the set priorities to available budgets, defining processes of implementation and setting the targets.³⁷ Every plan starts with a vision. Manual for Integrated District Planning provided by Planning Commission uses the term ‘envisioning’ for process of building up a set of accepted priorities for the district.³⁸ ‘This vision must have a strong empirical grounding provided through rigorous compilation and analysis of baseline data’ The Manual terms this exercise the ‘stock-taking report’.³⁹ According to the Manual⁴⁰,

³⁶ ‘Activity mapping has been one of the major action points identified for urgent attention by the states’ [M. A. Oommen ed. *Fiscal Decentralisation to Local Governments in India*, Cambridge Scholars Publishing, 2008, p. 7]

³⁷ Ibid., p. 9.

³⁸ Ibid., p. 65.

³⁹ Ibid., p. 13.

⁴⁰ According to the Manual for Integrated District Planning, the district stock-taking report would, for example, contain:

Basic facts of the district, including natural resources

Geographical area, terrain, agro-climatic conditions, flora and fauna, land use, water availability, geology, minerals, demographic data, types of habitation, households and families, social structure, occupations and way of life, etc.

Infrastructure and services for the public

Transport and communication network, irrigation and water supply, electricity and fuel supply, housing and basic amenities, drainage and sanitation, food supply and nutrition services, health delivery system, schooling and education, employment and self-employment, farm sector development, industry and trade, technical training and skill development, professional education etc. Verification of physical assets, both community and individual assets, undertaken at each local government level.

Data on important indicators and assessment of development

Life expectancy at birth, maternal mortality, neonatal and infant mortality, child mortality, immunization, malnutrition, acquired disabilities, morbidity and linked mortality, literacy, mean years of schooling, average educational attainment, age at marriage, family planning, gainful employability and employment, economic status with regard to the poverty line, access to adequate housing and basic amenities, standards of living, social security, fulfillment of civic rights, etc.

The local administrative set up

The number and statistics regarding rural and urban local government (Panchayats, urban local bodies, autonomous councils etc.), line departments attached to local government, state line department offices, missions and other parastatals operating in the district.

Financial information

District government budget allocations source-wise and sector-wise, actual receipt and expenditure in previous years, pattern of resource distribution among local government, own revenues of local governments, district credit plans, major corporate investment details, investments by SHGs and micro finance institutions (MFIs).

New areas for accelerated growth; potential ‘lead sectors’

the district stock-taking report would, for example, contain:

- Basic facts of the district, including natural resources
- Infrastructure and services for the public
- Data on important indicators and assessment of development
- The local administrative set up
- Financial information
- New areas for accelerated growth; potential 'lead sectors'

Core part of the stock-taking report is a comprehensive database to build up vision. Database generated through the Village Schedules mentioned earlier can be considered to be this type of database, although the Schedules do not cover 'financial information'. The comprehensive database to build up vision must be disaggregated to the relevant scale for the use by local bodies.⁴¹ It can be noted on GIS/Data grids.⁴² On the basis of such a comprehensive database, various assessments are made, 'highlighting any significant features of development or lack of development, also focusing on progress and shortfalls, and gaps in outcomes in implementing the previous plan, spillover works and funds required for their completion'⁴³ This comprehensive database identifies administrative needs for local level development of a PRI under its specific historical background and social structure.

The Panchayats below district level, at the Intermediate and Village levels, also have planning process that needs a strong empirical grounding provided through a database to build up vision for the area.⁴⁴ Ultimately at the grassroots level, micro visioning and micro planning relate to the basic capabilities of individuals and families in the area.⁴⁵ Such a database identifies administrative needs for expanding the basic capabilities of rural residents under specific historical background and social structure of the village. 'In some States, where decentralisation and empowerment of Panchayats has proceeded quite far, the envisioning process would touch every Village Panchayat and sub Panchayat body. However in others, for practical reasons, envisioning might have to be confined to the intermediate level, because Village Panchayats have not been empowered enough.'⁴⁶

Data required for planning is quite different from data just for its implementation. Unlike data required for planning, data for its implementation does not need such a comprehensive dataset for envisioning exercise. Actually most Panchayats in India continue

New areas of economic growth such as new industries, corporate investments, tourism, agricultural diversification.

[Ibid., p. 57-58.]

⁴¹ Ibid., p. 13.

⁴² Ibid., p. 61.

⁴³ Ibid., p. 57.

⁴⁴ Ibid., p. 81.

⁴⁵ Ibid., p. 73.

⁴⁶ Ibid., pp. 65-66

to be treated as agencies of the State for implementation of prescribed schemes.⁴⁷ In case the Panchayats have no authority to carry out full envisioning exercise for the schemes, they would be tied to pre-determined objectives and can at best prepare a wish list of beneficiaries for such schemes.

§3. Data for managing transition to the complete devolution

Panchayats are not fully empowered yet as envisaged in the Constitution, leading to duality between them, line departments and parallel bodies. Substantial resources are flowing from the centre and the state. The size of resources flowing from the centre to the states through Centrally Sponsored Schemes (CSS) has been increasing. Major CSS' such as National Rural Employment Guarantee Scheme (NREGS), Pradhan Mantri Gram Sadak Yojana (PMGSY), Indira Awaas Yojana (IAY), National Social Assistance Programme (NSAP), National Rural Health Mission (NRHM), Integrated Child Development Services (ICDS), Accelerated Rural Water Supply Programme (ARWSP), Mid-Day Meals Programme (MDM), Sarva Shiksha Abhiyan (SSA), Accelerated Irrigation Benefits Programme (AIBP), Rajiv Gandhi Grameen Vidhyautikaran Yojana (RGGVY) are implemented in rural areas. Consequently, state plans have tended to become an aggregation of state line department plans, which in turn tailor their plans to fit in with resources available under central funding streams. In a sense, rural India is becoming a domain over which the Central, State and Panchayat governments are struggling for the hegemony. 'Confusion, unnecessary duplication, inefficiency, wastage of funds, poor outputs and outcomes are the result of this organisational jungle.'⁴⁸

Each of these mega schemes gives detailed prescriptions of planning, implementation and monitoring processes, and these may not all be in tune with each other. Most such schemes envisage a line department sponsored hierarchy of missions and parallel bodies, which have a separate decision-making system for resource allocation and project execution, independently of the Panchayati Raj set up.⁴⁹ Such institutions plan and execute development projects in areas which are in the functional domain of local governments, using funds provided by the state or central governments or donor funds.⁵⁰ This has further increased inconsistencies in devolution.

The 13th Central Finance Commission suggests all parallel bodies operating in areas earmarked for local bodies by XI and XII Schedules be abolished and that funds should

⁴⁷ Government of India, Second Administrative Reforms Commission, Sixth Report on *Local Governance – An Inspiring Journey into the Future*, 2007, p. 8

⁴⁸ Government of India, Second Administrative Reforms Commission, Sixth Report on *Local Governance – An Inspiring Journey into the Future*, 2007, p. 45.

⁴⁹ Planning Commission, *Manual for Integrated District Planning*, 2008, p. 5-6.

⁵⁰ Planning Commission, *Manual for Integrated District Planning*, 2008, p. 54.

flow directly to the local bodies through the State Government.⁵¹

In some states, the task of full and complete devolution of functions, powers and responsibilities to the Panchayats is incomplete. Here, Panchayats still function as agents of line departments. The institutional mechanisms of the central and state schemes and programmes continue to bypass and ignore Panchayats or at best, seek only a cursory and token linkage. Most central and state schemes and programmes envisage a role for the District Collector to tie them up at the district level. Once the plans are approved, implementation is again entrusted to the line departments, with at best, advisory committees set up at the district, intermediate or village level. In other states, however, Panchayats are considered relatively better empowered and have functioning under them separate and distinct departmental units over which they have considerable control.⁵²

Although the position and scope of local governments varies widely across states, existing relationships between line departments and local governments have been undergoing substantive changes. Thus these changes can be considered a transition to the complete constitutional devolution to the Panchayats if we assume that such constitutional devolution is actually required. In order to attain the complete devolution of functions, powers and responsibilities to the Panchayats, as provided by the Constitution (73rd Amendment) Act, 1992, all functions of line departments and parallel bodies working in the functional domain of the Panchayats, need to be brought under the control of Panchayat Raj Institution.

In order to manage the transition, Panchayats have to know and coordinate those outside agencies working in their functional domain and still working independently of Panchayat Raj set up.⁵³ In such a transition, Panchayats cannot prepare their plans effectively without information on outside agencies working in their functional domain. Their planning exercises require wide range of coordination among Panchayats, at the district, intermediate and village levels, the central and state line department and other agencies.⁵⁴ As a result, integrated plans for the Panchayats can be a mixture including elements of implementing schemes of other line departments.

For that reason, the Panchayat level database should also contain a detailed sector-wise

⁵¹ Report of the Thirteenth Finance Commission, 2010, p. 171. According to the 12th Finance Commission, it is suggested by the State Finance Commission to transfer centrally sponsored schemes along with funds and functionaries to the state government/local bodies. [Report of the Twelfth Finance Commission, 2004, p.145]

⁵² Planning Commission, *Manual for Integrated District Planning*, 2008, p. 6 and p. 54.

⁵³ In order to coordinate and monitor the central and state line department and other agencies working in their jurisdictions, it is very important for the Panchayats to know what these agencies are doing. [Planning Commission, *Manual for Integrated District Planning*, 2008, p. 77.]

⁵⁴ Planning Commission states that 'typically, in a good decentralised district planning exercise, each planning unit, namely Panchayats, at the district, intermediate and village levels, municipalities, line departments and parastatals would prepare a plan for execution of each of their functions and responsibilities after wide ranging consultations.' [Planning Commission, *Manual for Integrated District Planning*, 2008, p.54] However, it is exclusively in the transition to the complete constitutional devolution that such wide ranging consultations are required as a 'good decentralised district planning exercise'.

listing of current central and state schemes and programmes. In fact, the Manual for Integrated District Planning (2008) provided by Planning Commission recommends that local government should undertake census of all schemes entrusted to the central and state line department and other agencies, stating their broad goals and major outcomes. When this is seen along with data on the local governmental development, according to the Manual, it will enable an assessment of the gaps and shortfalls and the funds available for making up the gap.⁵⁵ The Manual terms this exercise the ‘scheme census’, and recommends that ‘details ought to be logged about the local government jurisdictions in which they operate’.⁵⁶

As line departments and parallel bodies are working independently of the Panchayats with a separate decision-making system, they also generate and maintain their own databases besides those maintained by the Panchayats.⁵⁷ Thus, the Expert Committee on BSLLD sheds light on the potential of village level records maintained by Anganwari, ANM, school teacher and *Patwari*.

Consequently, besides data required for the preparation of Panchayat level plans and its implementation (**Data needs I**), data on line departments and other agencies working in the Panchayat’s jurisdictions is also required especially during the transition to the complete constitutional devolution.

§4. Data required for public finance

Data required for Panchayat level public finance (**Data needs II**) is closely interrelated with data required for the preparation of Panchayat’s plan and its implementation (**Data needs I**). Panchayat’s expenditure is often assessed in relation to its planning for economic development and social justice. Conversely, the comprehensive database to build up vision for planning also needs a description of all financial resources available for the Panchayats to have an idea of the budget which their plan must match. In fact, as was seen in §2, the Manual for Integrated District Planning requests such financial information to build up vision for planning. However, in the context of fiscal decentralization, data needs II deserve considering as such, apart from data needs I. Since the Panchayat should have adequate authority and autonomy in regard to the management of the expenditure and revenue side of its budget for fiscal decentralization.⁵⁸

⁵⁵ Planning Commission, *Manual for Integrated District Planning*, 2008, p. 59.

⁵⁶ *Ibid.*, p. 55 and pp. 76-77.

⁵⁷ ‘The administrative offices of line departments in every locality act as independent units related to only to their respective department hierarchies. The information available in the files and registers of each department would be sufficient for its own day-to-day operations and not require information from other departments. But the comprehensive area plan, which the People’s Planning is attempting to draw up, required comprehensive database for every locality.’ [Isaac, Thomas T. M. and Richard W. Franke (2000), pp. 106-107]

⁵⁸ M. A. Oommen ed. *Fiscal Decentralisation to Local Governments in India*, Cambridge Scholars Publishing, 2008, p. 2.

Financial accounting data is often the matter for the Finance department or the Finance Commission and is outside the domain of official statistician. However, the panchayat as a self-governing entity has to coordinate all such matters in an integrated manner. Therefore, data on panchayat finances are closely related to other statistical data at the grass root level. We will take the term 'administrative statistics' broadly, taking into consideration the financial accounting data as well.

2-4-1 Fiscal decentralization

Fiscal decentralization is based on Articles 243H, 243I 280(3)(bb) and 243J. The State government may '(a) authorise a Panchayat to levy, collect and appropriate taxes, duties, tolls and fees; (b) assign to a Panchayat taxes, duties, tolls and fees levied and collected by the State Government; (c) provide for making grants-in-aid to the Panchayats from the Consolidated Fund of the State; and (d) provide for constitution of Funds for crediting all moneys received, respectively, by or on behalf of the Panchayats and also for the withdrawal of such moneys therefrom.'(Articles 243H) Moreover, the State government must constitute a State Finance Commission to review the financial position of the Panchayats and to make recommendations as to the principles which should govern assistance to the panchayats from the state government in the form of revenue sharing, revenue assignments and grants-in-aid. The Central Finance Commission must also make recommendations as to 'the measures needed to augment the Consolidated Fund of a State to supplement the resources of the Panchayats in the State on the basis of the recommendations made by the Finance Commission of the State' (Articles 243(3)(bb))

The State government may make provisions with respect to the maintainance of accounts by the Panchayats and the auditing of such accounts.(Articles 243J) Under this provision, Panchayat manage the expenditure and revenue side of its budget.

2-4-2 Quality of account data

Core data of the Panchayat level public finance (**Data needs II**) is financial accounting data on the expenditure and revenue. However, it is said that the data quality of such accounts at the grass-roots level has some limitations and most states do not have accurate information on the finances of their local bodies.⁵⁹ Most of the State Finance Commissions have indicated these limitations in their reports.⁶⁰ The 13th Central Finance

⁵⁹ Report of the Twelfth Finance Commission, 2004, p. 154. The 13th Finance Commission also points that "The data provided varied in quality across State Governments. While some State Governments furnished good quality data, most of them provided data which was sparse, and frequently inconsistent with the data furnished to earlier Finance Commissions. Despite considerable follow-up as well as an attempt to give the State Governments an opportunity to confirm the data submitted by them, significant problems remain with the quality of data supplied to us by State Governments." [Report of the Thirteenth Finance Commission, 2010, p.165]

⁶⁰ Oommen (2008), pp. 135-136. 'In fact, neither the local body, nor state directorate of Panchayats or municipalities, nor local fund audit, or accountant general of the state, or, the Reserve Bank of India, or the central statistical organization, or the ministry of panchayati raj, or ministry of urban development, or the planning commission have consistent fiscal data on local bodies. Many SFCs, have attempted to gather data from the thousands of PRIs and hundreds of ULBs. The first SFC

Commission argues that ‘ten years have elapsed since FC-XI [11th Central Finance Commission] underlined the need for maintaining a data base as well as up-to-date accounts and made a provision for supporting State Governments in addressing these shortcomings. Five years have elapsed since FC-XII [12th Central Finance Commission] highlighted similar inadequacies and made similar recommendations. Much has been said by the earlier Finance Commissions on this important subject. Despite this, little improvement has been noted in the situation.’⁶¹

The Central Finance Commissions have criticized the credibility of both each financial accounting data maintained by respective local bodies and the State level aggregate data on such local bodies. However, the 13th Central Finance Commission focuses on the former and argues that ‘accurate data on the financial performance of local bodies are best obtained from accounts of the local bodies themselves, apart from the budget documents of the State Governments and the respective finance accounts.’⁶² A proper accounting system at the grass-roots level is keenly required now. There is a need to evolve a system of maintenance of accounts by the local bodies that could be adopted by all the States.⁶³

There are many reasons for the poor quality of financial accounting data at the Panchayat level. The 11th Central Finance Commission points that Panchayats at the village level, and sometimes at the intermediate levels too, do not have exclusive staff for upkeep of accounts. ‘Most village level panchayats do not have any staff except for a full or a part-time Secretary, because of financial constraints. It would, therefore, be rather too much to expect a village panchayat to have a trained person dedicated exclusively to upkeep of accounts’.⁶⁴

More importantly, unclear ‘activity mapping’ for each level of Panchayat confuses the financial devolution and results in degeneration of accounts maintained by the Panchayat. The devolution of finances to local governments has to be patterned on activity mapping applicable to them. However, as mentioned before, functional assignments to local governments are still not clear in most of the states.

2-4-3 Separate budget window

Furthermore, finance accounts in most of states do not reflect all funding stream under the state-panchayat fiscal relation. Once clear ‘activity mapping’ is given, the normal procedure is to assign budgetary heads and transfer funds to each transferred item. However, neither the budget documents nor the finance accounts of most State Governments depict

of Andhra Pradesh, Assam, Himachal Pradesh, Karnataka, Madhya Pradesh, Uttrakhand, Uttar Pradesh and second SFC of Andhra Pradesh, Assam, Karnataka, Kerala, Madhya Pradesh, Uttrakhand, Uttar Pradesh are clear cases. However, data presented in these reports cannot be compared with other sources.’ [Oommen (2008), p.135]

⁶¹ Report of the Thirteenth Finance Commission, 2010, p. 165.

⁶² Ibid., p. 168. To demonstrate compliance with the conditionality for financial data imposed by the 13rd Central Finance Commission, a State government has to certify that the accounting systems as recommended have been introduced in all rural and urban local bodies. (Report of the Thirteenth Finance Commission, 2010, p. 178)

⁶³ Report of the Eleventh Finance Commission, 2000, p. 77.

⁶⁴ Ibid., pp. 77-78.

the details relating to the expenditure incurred by the PRIs by detailed heads and object heads. The PRIs as they do not maintain similar accounts that could capture these details.⁶⁵ This can be achieved through a series of steps, commencing with the creation of a Local Government Sector Budget Window in the budget of state governments and ending with each local government getting a clear communication of its budget.⁶⁶ Without such a separate budget window, Panchayats cannot get an idea of the budget which their plan must match and, as will be seen later, the Central/State Finance Commissions do not obtain credible data on financial performance of local bodies to determine fund allocation among them. Therefore, the 13rd Central Finance Commission calls for such budget separation at the state and district level, and recommends that all states should adopt a standardized accounting framework and codification pattern consistent with the model panchayat accounting system uniformly prescribed by Comptroller and Auditor General (C&AG). The newest model panchayat accounting system prescribed by C&AG is the Simplified Accounting System⁶⁷, which has the list of codes for functions, programmes and activities capturing receipts and expenditure in respect of all 29 subjects mentioned in Schedule XI of the Constitution.

2-4-4 Auditing

Low-quality accounting systems in many panchayats would be in itself a serious issue in auditing exercise.⁶⁸ People's trust in panchayats will decline if the panchayats are not accountable for their financial managements.⁶⁹

Thus statutory and internal auditing of accounts of the three tiers of panchayats is keenly requested. The 13th Central Finance Commission recommends that the state government should entrust the C&AG with technical guidance and supervision (TGS) over proper maintenance of accounts and audit of all three tiers of panchayats in the state.⁷⁰ Furthermore, social audit of the accounts can be undertaken at the level of Gram Sabha (Gram Panchayat level), Block Sansad (Panchayat Samiti level) and Zilla Sansad (Zilla Parishad level). The reports of statutory or internal audit can be placed and discussed in such meetings.

Therefore, it is necessary for Panchayats to maintain proper accounting system and show such account data to have audit.

2-4-5 Bypass of funding stream

⁶⁵ Report of the Thirteenth Finance Commission, 2010, p. 168.

⁶⁶ Planning Commission, *Manual for Integrated District Planning*, 2008, p. 6 and p. 36.

⁶⁷ <http://www.cag.gov.in/html/localbodies.htm> (on 2010/12/23)

⁶⁸ Report of the Eleventh Finance Commission, 2000, p. 77.

⁶⁹ Rai, Manoj, Malini Nambiar, Sohini Paul, Sangeeta U. Singh, Satinder S. Sahni (eds), *The State of Panchayats: A Participatory Perspective*, Samskriti, New Delhi, 2001, pp. 181-182.

⁷⁰ Report of the Thirteenth Finance Commission, 2010, p. 178.

All funding streams coming to the Panchayats broadly belong to (i) Central government funds, (ii) State government funds, (iii) Panchayat's own revenues, (iv) Private sector funds. In the transition when several parallel structures operate above and below Panchayats, it is necessary for a panchayat to know what precisely constitutes the budget of Panchayats, and what allocations are being spent by others within its jurisdiction. Information of funds spent within and around the Panchayats is required to be transparently available to all stakeholders, in three broad areas as follows:⁷¹

- (a) funds that are clearly devolved to the Panchayats and are either deposited in their account, or released only on instructions from them. These usually comprise: (i) Central Finance Commission grants, (ii) State Finance Commission grants, tax assignments, (iii) programmes explicitly implemented by Panchayats, such as National Rural Employment Guarantee Act (NREGA) and Backward Regions Grant Fund (BRGF), (iv) own revenues of Panchayats; and
- (b) funds spent by user groups and Panchayats subcommittees, with a large measure of autonomy, such as (i) National Rural Health Mission (NRHM) funds spent by the Village Health Committee; (ii) Sarva Shiksha Abhiyan (SSA) funds, spent by the Village Education Committee; (iii) watershed development funds, spent by watershed committees; and (iv) drinking water and sanitation funds, spent by the Village Water and Sanitation Committee.
- (c) funds spent within Panchayats jurisdiction by departments dealing with matters not devolved to the local government: examples include irrigation, electricity distribution, agricultural activities that are not devolved etc.;

Therefore, the 'scheme census' is required in this regard too and it has to cover information on fund allocation for each scheme entrusted to outside agencies working within jurisdiction of the Panchayats. Various documents such as state budget documents, central government documents provide detailed information for the 'scheme census'. This resource mapping exercise often becomes a process of reconstruction of the financial picture from available bits and pieces of data. Therefore, the Planning Commission suggests that the overall responsibility of mapping budgets and conveying them to every panchayat should be the responsibility of the state and the district planning committee.⁷²

2-4-6 Own source revenues: data for assessing financial performance (1)

As mentioned before, the State government may authorise a Panchayat to levy, collect and appropriate taxes, duties, tolls and fees in the post-constitutional amendment regime. There are two categories in the revenue of PRIs: own source revenue and other revenue. And own source revenue of PRIs comprises of own tax revenue and own non-tax revenue.

⁷¹ Planning Commission, *Manual for Integrated District Planning*, 2008, p. 37.

⁷² *Ibid.*, p. 77.

Own source revenue is important for PRIs to ensure their fiscal autonomy, since PRIs have discretion on how to use their own source revenue. In addition, residents would hold local politicians and bureaucrats more accountable if public services are financed by taxes they pay. But the size of their own source revenue at present is extremely limited in relation to their total revenue⁷³.

A particular type of data is required for managing and assessing own source revenues.

There is a broad consensus that local governments should ideally concentrate on immobile and residence-based taxes, such as property tax, entertainment tax, profession tax and the like.⁷⁴ At present, the major own tax source of Gram Panchayat is property tax revenue in many States⁷⁵. The property tax revenue depends upon: (a) enumeration of properties in the tax register; (b) the collection rate; (c) the assessment and valuation system; (d) the extent of exemptions and (e) the level of tax rate.⁷⁶ In order to collect the property tax, the tax register with certain information on each property is required at the minimum.⁷⁷ Furthermore, to assess the actual status of the property tax in the PRI and to estimate its potential, data relative to the tax base may be required. For example, level of property tax collection can be assessed in per capita terms using population data in the Census of India. Such Census data as well as the tax register are used as a reference to assess the tax collection rate. Other own source revenues of the PRIs can be assessed likewise. In this way, assessment of own source revenues requires not only financial data such as data on tax revenue or tax register, but also requires a particular type of non-financial reference data closely related to revenue bases.

Agricultural land is the core productive asset in rural areas, so it is a natural base for taxation. In fact, the 11th Central Finance Commission stated that 'in many States, land revenue has either been abolished or land holdings up to a certain size have been exempted.

⁷³ The 12th Central Finance Commission suggests that 'the share of own revenues of the panchayats (all tiers) was 6.40 per cent of their total revenues for the period 1998-99 to 2002-03 which is a definite improvement over 4.17 percent estimated for the period 1990-91 to 1997-98 but is still low'. [Report of the Twelfth Finance Commission, 2010, p. 147] However, the 13th Central Finance Commission does not rely on such data. 'There are significant discontinuities in data relating to revenue and expenditure of local bodies submitted by State Governments to FC-XI [11th Central Finance Commission], FC-XII [12th Central Finance Commission], and to this Commission. These discrepancies detract from the credibility of the data. Unfortunately, successive Finance Commissions, including our own, have been unable to independently verify the data provided on local bodies.' [Report of the Thirteenth Finance Commission, 2010, p. 165]

⁷⁴ Oommen (2008), p. 4.

⁷⁵ Yu Sasaki will compare village panchayats in Madhya Pradesh and Tamil Nadu respectively, in terms of their capacities for collecting house tax or property tax. As a result of her enquiry, it was found that 'village panchayats in Madhya Pradesh hardly collect tax while their counterparts in Tamil Nadu show very high level of collection.' 'Ironically, therefore, it appears in the Tamil Nadu case in particular that the members of the centralised State administration play a constructive and supportive role in securing accountability of village panchayats as well as improving the performance of PRIs'. See Yu Sasaki, "Decentralisation or Retreat of the State?: Comparison of House Tax Collection in Village Panchayats in Madhya Pradesh and Tamil Nadu," *Journal of the Japanese Association for South Asian Studies*, 17, 2005

⁷⁶ Report of the Thirteenth Finance Commission, 2010, p. 162.

⁷⁷ According to Sasaki (2005), 'both in Tamil Nadu and Madhya Pradesh, the panchayat secretary conducts the evaluation of houses on the basis of rough criteria such as the kind of roof and size, and decides the level of tax at the beginning of the fiscal year.' [Sasaki (2005), p. 84]

However, taxes on land/farm income in some form may be levied to strengthen the resource base of the local bodies.’⁷⁸ Two types of direct taxes on agriculture are found at state level: a land-based tax, called the land revenue, and an agriculture income tax. For various reasons of feasibility, the revenue yield from those two levies is negligible at present. One reason is that taxation of agriculture confronts an information vacuum in India that is impossible to overcome, except on plantations, when attempted at levels higher than the local government.⁷⁹ It is argued that transfer of the right to levy taxes on agriculture from the State to panchayats, with jurisdictional retention, will give panchayats a stake in raising revenue yields, and thus lead to revenue additionality in the Indian fiscal system as a whole, aggregating across all levels of government.⁸⁰ If at all it is necessary for Panchayats to establish such a land-based tax system on agriculture⁸¹, the land records and related data on agricultural activities would be required.

In addition, PRIs, especially Gram Panchayats, may prepare assessment list for non-tax revenue. Common property resources such as public facilities, village land, grazing land, tanks and waterways, village roads and forests can be potentially a vital source of resource mobilization for PRIs.⁸²

2-4-7 Inter-governmental Fund Allocation System: data for assessing financial performance (2)

Own source revenue generated by PRIs falls far short of their requirements. Tax allocated to local bodies yield less revenue than taxes that have a nation- or state-wise base. This asymmetry between the taxation power and the responsibility to meet their functional requirements necessitates transfer of funds from higher tiers of government to the local governments either through untied grants or through a share in other State Taxes or as part of various development schemes. Consequently, a considerable amount of funding streams are coming to the Panchayats from Central and State governments.

Generally, fiscal transfers among local bodies require principles for fund allocation.

⁷⁸ Report of the Eleventh Finance Commission, 2000, p. 75.

⁷⁹ Rajaraman, Indira, *A fiscal domain for panchayats*, Oxford University Press, 2003, p. 3.

⁸⁰ Ibid., p.159.

⁸¹ ‘A number of existing Acts including the CAs need to be amended. For example, a simple Constitutional amendment reserving Agricultural Income Tax to panchayats would yield enough money resulting in minimal financial dependence of panchayats on higher level governments. According to the Directorate of Economics and Statistics, Department of Agriculture & Co-operation, the total food grain production in India in 1996-97 was 199.3 million tonnes. Even a simple levy of 5 paise per kg will bring to the panchayats a sum of Rs. 996.5 crore. This amount is almost equal to the total yearly grants to all the panchayats under 73rd Amendment, as recommended by the Tenth Finance Commission. If we include plantation crops, oilseeds, etc. under this proposed basket of agricultural tax, the said amount will be about Rs.10,000 crore.’ [Rai, Manoj, Malini Nambiar, Sohini Paul, Sangeeta U. Singh, Satinder S. Sahni (eds), *The State of Panchayats: A Participatory Perspective*, Samskriti, 2001, p. 171]

⁸² Panchayats and Rural Development Department, Government of West Bengal, *Annual Administrative Report 2006-2007*, p.116.

Obviously, such principles are required even for the grants allocation for centrally sponsored schemes or special purpose programmes of the State governments. It is well known that the Gadgil Formula have been used with some modifications to allocate plan grants and loans to the States for financing their development programmes under the Five Year Plan and Annual Plans. The Gadgil Formula consists of several proxy indicators for each state, such as its population, per capita income and tax effort etc. Such a principle might be adopted even for fund transfer among PRIs, if at all corresponding indicators for each PRIs are available.

However, the more preferred fund allocation in the post-constitutional amendment regime is the fund allocation for intergovernmental financial adjustment. First, local governments basically seek for financial autonomy from Central and State governments in this regime. Therefore, it is recommended that allocations to PRIs should be in the form of untied funds so that the PRIs are able to take care of the local priorities.⁸³ The grants allocated for centrally sponsored schemes of the Central Government and special purpose programmes of the State governments are usually tied to pre-determined objectives, leaving little scope for the own priorities of a local government. Second, problems of regional disparity and financial equalization among poorer and richer local governments need special attention.⁸⁴ ‘The protection of financially weaker local authorities calls for the institution of financial equalization procedures or equivalent measures which are designed to correct the effects of the unequal distribution of potential sources of finance and of the financial burden they must support.’⁸⁵

The intergovernmental financial adjustment system have been developed in many countries since World War I, for the purpose of adjusting financial disparities among local governments. The role of intergovernmental financial adjustment is (1) to guarantee adequate financial resources for local government; and (2) to ensure financial equalization among poorer and richer local governments. There are many ways to adjust financial disparity among local governments, and as a consequence, systems differ from countries to countries.

India has created a necessary condition towards rationalizing state-local intergovernmental financial adjustment by providing for the creation of the institution of State Finance Commission (SFC) at the state level through 73rd/74th constitutional amendments.⁸⁶ The Central Finance Commissions have also made recommendations about

⁸³ Government of India, Second Administrative Reforms Commission, Sixth Report on *Local Governance – An Inspiring Journey into the Future*, 2007, p. 160-161.

⁸⁴ *Ibid.*, p. 160.

⁸⁵ European Charter of Local Self-Government (1985), Article 9. ‘Local authorities shall be entitled, within national economic policy, to adequate financial resources of their own, of which they may dispose freely within the framework of their powers.’ (Paragraph 2) ‘the protection of financially weaker local authorities calls for the institution of financial equalization procedures or equivalent measures which are designed to correct the effects of the unequal distribution of potential sources of finance and of the financial burden they must support.’ (Paragraph 5)

⁸⁶ The 12th Central Finance Commission argues that State Finance Commissions have not worked properly in most of the

central-state and state-local intergovernmental financial adjustment, along with their recommendations as to ‘the measures needed to augment the Consolidated Fund of a State to supplement the resources of the Panchayats in the State’.

In order to make such an intergovernmental financial adjustment, a formula based ‘normative approach’ is required in India for the assessment of revenues and expenditure. The Central Finance Commissions state that it should not be forecasts based on historical trends nor be amenable to negotiation.⁸⁷

For example, the 13th Central Finance Commission recommends a normative approach and estimates state-wise allocation of the grant in aid aimed at PRIs, using the following factors and weights:

<u>Criterion</u>	<u>Weights(%)</u>
Population	50
Area	10
Distance from highest per capita sectoral income	10
Index of devolution	15
SC/STs proportion in the population	10
FC local body grants utilization index	5
Total	100

This formula consists of several proxy indicators like those of the Gadgil Formula. This formula requires the state level data relating to each criterion. The 2001 Census data is available for working out Population and ‘SC/STs proportion in the population’. In computing the income distance criterion, the Commission uses the average per capita comparable Gross State Domestic Product (GSDP) from the primary sector, derived on the basis of comparable GSDP figures supplied by the Central Statistical Organization (CSO). ‘Index of devolution’ and ‘FC local body grants utilization index’ are derived from the finance accounts. The amounts devolved to local bodies in the finance accounts are aggregated. ‘FC local body grants utilization index’ is based on the level of draw down of the 12th Central Finance Commission funds in the past.⁸⁸ Although the 13th Central Finance Commission was inclined to use an ‘index of decentralization’ as a parameter for devolution, but did not use it due to serious data constraints.⁸⁹ The 12th Central Finance Commission used an ‘index of deprivation’ to take into account minimum needs of the population on the basis of the 2001 Census data regarding drinking water and sanitation, but the 13th Central Finance Commission does not use it because the corresponding data in 2001 Census figures

States. [Report of the Twelfth Finance Commission, 2004, pp. 149-151, p159-160] Oommen (2008) argues that ‘the State Finance Commissions have not performed their onerous tasks satisfactorily.’ [Oommen(2008), p.9]

⁸⁷ Report of the Twelfth Finance Commission, 2004, p. 140 and p. 159.

⁸⁸ Report of the Thirteenth Finance Commission, 2010, p. 176-177.

⁸⁹ Report of the Twelfth Finance Commission, 2004, pp. 165-166 and p. 175.

in 2009 is out of date. The 13th Central Finance Commission 'are strongly inclined to use the revenue effort criteria',⁹⁰ but does not do so because data on the financial performance do not appear credible for the Commission, as mentioned before.

In principle, the intergovernmental financial adjustment aims at financing a gap between administrative needs and financial capability (such as tax collection capability). In fact, the 11th Central Finance Commission has recommended to strengthen the normative approach and stated that 'in deciding what would be the appropriate sums to be paid to States as grants-in-aid, the FC [Central Finance Commission] assesses the "need" of each State after taking into account what they can raise on their own by exercising the tax powers available with them.'⁹¹ Ideally speaking, therefore, proxy indicators should reflect both administrative needs on the one side and financial capability on the other side to allow for resource gap in the intergovernmental financial adjustment. However, above formula recommended by the 13th Central Finance Commission could not incorporate proxy indicators of financial capability in the formula, due to incredibility of data available on the financial performance. Proxy indicators such as population, area, distance from highest per capita sectoral income and SC/STs proportion in the population respond to administrative needs to a certain degree, but they are still insufficient. In fact, the Commission failed to incorporate 'index of deprivation' in the formula, which can reflect minimum needs of the population.

'Index of devolution' and 'FC local body grants utilization index' are sorts of incentive indexes aimed at persuading State Governments to decentralise further. But it is based on another principle. Even if such an incentive measure may be required in transition to fiscal decentralization, it can potentially enlarge financial disparities and result in horizontal imbalances among local governments.

The Central Finance Commission recommends that State Central Finance Commissions should also adopt the normative approach particularly for fund allocation among PRIs. The 12th Central Finance Commission recommends as follows;

'While estimating the resource gap, the SFCs should follow a normative approach in the assessment of revenues and expenditure rather than make forecasts based on historical trends. Per capita norms for revenue generation must take into account the data relating to the tax bases and the avenues for raising non tax income by the municipalities and the panchayats, assuming reasonable buoyancies and the scope for additional resource mobilization. Per capita expenditure norms could be evolved on the basis of the average expenditure incurred by some of the best performing municipalities and panchayats in the provision of core services. The gap between the aggregate revenue and the aggregate expenditure calculated in this manner, after adjusting for the resource transfers

⁹⁰ Report of the Thirteenth Finance Commission, 2010, p. 175.

⁹¹ Report of the Eleventh Finance Commission, 2000, p. 15.

recommended by the SFC, will provide the basis for the approach of the central finance commission.’⁹²

The normative approach for fund allocation among the district, block and village levels of Panchayats requires data for each level Panchayats. But it is far more difficult at the sub-state level than at the state level to obtain reliable data of such kind. For example, data on income of local residents is usually unavailable at the village level. In addition, most of the State Finance Commissions (SFCs) do not have accurate information on the finances of their local bodies.⁹³ The 12th Central Finance Commission suggests as follows;

‘A proper accounting system has to be put in place at the grass-roots level to facilitate realistic assessment of the needs of the panchayats and municipalities for basic civic and developmental functions. Resource gap estimation for core services is central to the process of a fiscal transfer that would encourage equalization. The absence of data necessary for a rational determination of the gap between the cost of service delivery and the capacity to raise resources makes the task of recommending measures for achieving equalization of services almost impossible.’⁹⁴

Thus reliable financial data together with the other data closely related to the administrative needs are keenly required to rectify horizontal imbalances arising in intergovernmental fiscal relations. It is necessary that such data reflect inter-jurisdictional disparities in economic and fiscal capacities due to differences in resource endowments, historical developments and even social disabilities of the residents.⁹⁵ As many central and state finance commissions argue, however, data for such purpose is evidently lacking at the grass-roots level.⁹⁶

§5. Data required for self-governance

⁹² Report of the Twelfth Finance Commission, 2004, pp. 149-150. ‘A careful scrutiny of the SFC reports reveals that few SFCs have followed this approach. This has made it impossible for us to adopt the reports as the basis for our recommendations. We strongly recommend that in future, all SFCs including those which are already set up but are yet to submit their recommendations, follow the above procedure so as to enable the central finance commission to do full justice to its constitutional mandate.’[Report of the Twelfth Finance Commission, 2004, p.150]

⁹³ Oommen (2008), p.135, and Report of the Twelfth Finance Commission, 2004, p.154.

⁹⁴ Report of the Twelfth Finance Commission, 2004, p. 154.

⁹⁵ Oommen (2008), p.4.

⁹⁶ The JICA Study Team and Japanese experts of local public finance face the same data constraint in the course of study on the improvement of Internal Revenue Allotment (IRA) System in Philippines. ‘Another major constraint of the Study is that it has not been able to calculate as meticulously as it desired the financial needs and potential revenue-raising capacities of the target LGUs [Local Government Units] under sample survey. Consequently the Study is short of estimating the financial shortages of LGUs.....It is hoped that the data is gathered sufficiently and properly at local level and managed systematically at national level. As barangays are basal units of local government, collecting the barangay data systematically should be an idea worth considering.’ Japan International Cooperation Agency, *Draft Final Report: The Study on the Improvement of Internal Revenue Allotment (IRA) System in the Republic of the Philippines*, KRI International Corp., 2008, pp.181-182.

Data required for self-governance is on the basis of Article 40 and 243G of the Constitution. ‘The State shall take steps to organise village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government.’ (Article 40) ‘The Legislature of a State may, by law, endow the Panchayats with such powers and authority as may be necessary to enable them to function as institutions of self-government.’ (Article 243G) For decades, especially with the enactment of the Constitution (73rd) Amendment Act, 1992, the Panchayats have emerged from a development organization at local level into a political institution.⁹⁷ The emphasis shifted from the bureaucracy to the political elements. Thus in the context of democratic decentralization, data required for self-governance (**Data needs III**) reflects the particularity of the new statistical domain emerging in rural India.

Before the constitutional support was established, as George Mathew argued, ‘evidence suggests that there was a deliberate plan by bureaucracy, local vested interests and their elected representatives in the state legislatures and in the Parliament to cripple and eventually discard panchayati raj, because its ascendancy was feared’⁹⁸ ‘Politicians did not like to see the erosion of their power by a breed of new, local leadership. Thus it is legitimate to conclude that a combination of bureaucracy, commercial interests, the professional middle class, the police and political elite “ganged up” against democratic decentralization.’⁹⁹ In this way, political situation in and around a panchayat can be sometime strained, based on its specific historical background and social structure. Therefore, constitutional support and legislative measures are necessary for political participation by people.¹⁰⁰ For the procedure of such democracy, a particular type of data is required.

First, it is necessary for the Panchayats to govern as democratically elected governments. The procedure for supervising all election to the Panchayats is vested to the State Election Commission. The Commission prepares electoral rolls. Data such as population census data is required to ascertain the ratio between the population of the territorial area of a Panchayat at any level and the number of seats in such Panchayat to be filled by election. It is also required for the reservation of seats for the Scheduled Castes, the Scheduled Tribes and women. Not to mention, election result with number of members of political party/alliance is open to public.

Second, in order to hold the Gram Sabha meeting, electoral rolls relating to the village are required, because Gram Sabha is a body consisting of persons registered in the electoral rolls. Quorum for the meetings also needs to be prescribed in relation to such

⁹⁷ Mathew (1995), p. 9

⁹⁸ Ibid., p. 7. And Government of India, *Report of the Committee on Panchayati Raj Institutions*, Chairman: Asoka Mehta (1978), pp. 5-6.

⁹⁹ Ibid., p. 8.

¹⁰⁰ See Kumar, Girish, *Local democracy in India: Interpreting Decentralization*, Sage Publications, 2006.

electoral rolls. For example, the West Bengal 'Self Evaluation Schedule' requests even data on attendance in the Gram Sansad meetings.

Almost all data relating to almost all Panchayat's public activities need to be disclosed to villagers for their self-governance. The Right to Information Act, 2005 further encourages such disclosure of information. Information on Panchayats' functionaries is also required for transparency in self-governance.

Chapter 3. Conclusion

In this paper we have interpreted data needs of the Panchayats on the assumption that state governments would legislate and devolve powers of self-governance and development to the Panchayats as described in the Constitution (73rd Amendment) Act, 1992, and local people wish for it. Statistical requirement that can be interpreted from the Constitution (73rd Amendment) Act, 1992, is consequently as follows;

Data needs I

Data required for the preparation of plans for economic development and social justice, and the implementation of such schemes;

A type of data identified by the Expert Committee on the BSLLD may meet this data needs I.

Data needs II

Data required for public finance;

A type of data provided by the C&AG as the Simplified Format Accounts for PRIs may meet this data needs II. Non financial data relating to assessment of financial performance also meets data needs II.

Data needs III

Data required for self-governance;

All data required for democratic and transparent political process for self-governance meet this data needs III.

Besides, in the transition to the complete constitutional devolution,

Data needs IV.

Data required for managing transition to the complete devolution;

Data on the central and state line department and other agencies working in the functional domain of the Panchayats is additionally required besides data needs I and II.

A type of data suggested as the 'scheme census' in the Manual for Integrated District Planning provided by Planning Commission may meet this data needs IV.

The above is only a perspective to study the Panchayat-level statistical Systems. In reality,

however, the Constitution (73rd Amendment) Act, 1992, leaves considerable scope for State variations. For example, there is no need to generate a database, if the Panchayats are unable to function for want of supplementary legislation and/or rules (the Indian Statute Book is replete with laws which could not be implemented in the absence of rules/States laws necessary for giving effect to the law).¹⁰¹ Therefore, we have to look into actual status of Panchayat-level statistical system.

Appendix

Central Statistical Organisation, *Basic Statistics for Local Level Development: Instructions for Data Recordist* (For official use), Village Schedule-A and Village Schedule-B

¹⁰¹ Amitava Mukherjee ed. (1994), p.145. 'In the worst case scenario of the panchayats being unable to function for want of supplementary legislation and/or rules (the Indian Statute Book is replete with laws which could not be implemented in the absence of rules/States laws necessary for giving effect to the law), then there is no need to generate a data base.'

Village schedule A

PERIODIC DATASETS

Block-0: Descriptive identification of the village

SL No.	Item	Name	Code			
0.1	State/UT					
0.2	District					
0.3	Tehsil/ Sub Division					
0.4	Block					
0.5	Panchayat					
0.6	Village					
0.7	Reference Year		2	0	0	

Block-1: Particulars of data recording

Sr. No.	Item	Panchayat Secretary/ Other designated Primary Worker			Block Statistical Officer			District Statistical Officer	
(1)	(2)	(3)			(4)			(5)	
1.1.	Name (block letters)								
1.2.	Sex(M/F)								
1.3.	Date(s) of	DD	MM	YY	DD	MM	YY	DD	MM
	(i) Recording /Inspection								
	(ii) Receipt								
	(iii) Scrutiny								
	(iv) Despatch								
1.4.	Total time taken to fill in the Schedule (in minutes)								
1.5.	Signature								

Block-2: Availability of some basic facilities

Sl. No	item	Item Code	Source Code
(1)	(2)	(3)	
2.1	Household electricity connection <i>at least for one household in the village</i> (Yes- 1, No- 2)		
2.2	Use of Renewable source of Energy <i>by at least for one household in the village</i> (Yes- 1, No- 2)		
2.3	At least one Cable connection within the village (Yes- 1, No- 2)		
2.4	Major source of drinking water <i>for the village</i> (tap-1, tube well/hand pump-2, well-3, reserved tank for drinking water-4, any other source-9)		
2.5	Drainage system passes through the village (Yes- 1, No- 2)		
2.6	Benefit is being received from Government controlled irrigation system by at least one villager (Yes- 1, No- 2)		
2.7	Whether any cooperative society is in function within the village (Yes- 1, No- 2)		
2.8	Whether any self help group is in function within the village (Yes- 1, No- 2)		
2.9	Any adult education course is in operation within the village (Yes- 1, No- 2)		
2.10	If there is any credit society/ cooperative credit society (Yes— 1, No-2)		
2.11	Whether there is any commercial bank or agricultural bank (yes-1, No-2)		
2.12	Whether there is pucca street (yes-1, No-2)		
2.13	Frequency (per day) of roadways buses to nearest city (<i>No facility -1, Less than 5 -2, At least 5 - 3</i>)		
2.14	Whether there is any crèche facility (<i>yes-1, No-2</i>)		
2.15	Whether there is street light (yes-1, No-2)		

Block 3 Asset Acquisition

Sl. No.	Facilities	Last Year		Source Code
(1)	(2)	(3)		(4)
3.1	No. of factories set up within vicinity (5 kms radius) of the village			
3.2	No. of new bridges constructed within vicinity (5 kms radius) of the village			
3.3	No. of business establishment with large turnover(more than one crore annually) set up within vicinity(5 kms radius) of the village			
3.4	Orchard planted within the village (Yes-1, No-2)			
3.5	Forest area declared within vicinity (5 kms radius) of the village (Yes-1,No-2)			
3.6	Percentage of households having access to safe drinking water			
3.7	Percentage of houses according to structure			
	(a) Katchcha			
	(b) Semi Pucca			
	(c) Pucca			
3.8	Percentage of houses with latrine	Sanitary	others	
	(a) Individual			
	(b) Shared			

Block [4] Distance from the nearest facility (distance in km to the nearest integer may be given. If the facility is available within the village, '00' may be given. Distance more than 99 kms may also be given as 99).

Sl.No	item	Distance in KM (in two digit)	Sour ce code	Sl. No	item	Distance in KM (in two digit)	Sour ce code
(1)	(2)	(3)		(1)	(2)	(3)	
4.1	Panchayat HQS			4.20	Fair price shop		
4.2	Tehsil HQS			4.21	Weekly market		
4.3	Bus stop			4.22	Fertilizer/pesticide shop		
4.4	Metalled road			4.23	e-mail facility		

4.5	All weather road						4.24	PCO		
For item 4.6* to 4.10*, if distance code is '00', then no. of schools in the village is to be filled		No. Schools	Distance	Type	Facility		4.25	Special school for blind		
					A	B				
4.6*	Pre -primary school									
4.7*	Primary school						4.26	Special school for mentally retarded		
4.8*	Middle School						4.27	Vocational training school/centre		
4.9*	Secondary School						4.28	Institution / organization for rehabilitation of disabled persons		
4.10*	Higher secondary school						4.29	Railway station		
4.11	College with degree course						4.30	Airport		
4.12	College with master degree course/ university						4.31	District HQS		
4.13	Industrial training Institute.(ITI)						4.32	State Capital		
4.14	Non formal education centre (NFEC)						4.33	Police station		
4.15	Veterinary Sub-centre/ dispensary						4.34	Anganwari-noon meal centre		
4.16	PHC/Community health centre/ Government hospital/						4.35	Cooperative Society		
4.17	Medicine shop						4.36	Community centre with / without TV		
4.18	Post office						4.37	Recreational area (Club, Park, Garden)		
4.19	Bank						4.38	Public library		

* Type Government-1, Semi Government-2, Private-3-

Facilities A (i) With separate toilet facilities for girls (ii) With common toilet facilities for girls & boys (iii) Without toilet facility

B (i) With drinking water facilities (ii) Without drinking water facilities

Block 5 Demographic information(All figures are in number)

Sl. No.	Data item	Population in different Age Groups						Source Code
	Female							
	Male							
	Population (in the previous month)	0-4 years	5-14 years	15-49 years	50-59 years	60 years & above	Total	
5.1	Female							
5.2	Male							
	Households							
	Total number of households	SC	ST	OBC	General	Total		
5.3								
5.4	Total No. of Households headed by women							
5.5	No. of households living below poverty line (BPL)							

Block 6 Morbidity

	Name three (3) common diseases in the village in descending order of prevalence						Source Code
6.1	Chronic						
6.2	Seasonal						
	Number of disabled persons by type of disability						
	Type of disability	Female		Male		Source Code	
6.3	Visual						
6.4	Hearing						
6.5	Speech						
6.6	Locomotor						
6.7	Mental						

Block 7 Health manpower

Number of health officials						
Government facilities						
	Type of systems	Female		Male		Source Code
		Doctor	Trained Nurse/Compounder etc	Doctor	Trained Nurse/Compounder ets	
7.1	Allopathic					
7.2	Ayurvedic					
7.3	Unani					
7.4	Siddha					
7.5	Homeopathic					
7.6	Other / Naturopathy					
Non- Government facilities						
	Type of systems	Female		Male		Source Code
		Doctor	others (Trained Nurse/Compounder etc)	Doctor	others (Trained Nurse/Compounder etc)	
7.7	Allopathic					
7.8	Ayurvedic					
7.9	Unani					
7.10	Siddha					
7.11	Homeopathic					
7.12	Other / Naturopathy					

Block 8 Education:

8.1	Literate Population (aged 7 years & above) in	SC	ST	OBC	GENERAL	Total	Source Code
	Female						
8.2	Male						
8.3	Literate Population (aged 15 -24 years) in	SC	ST	OBC	GENERAL	Total	Source Code
	Female						
8.4	Male						
	A: Primary Classes (I-V)			Female	Male	Source Code	
8.5	Number of students enrolled						
8.6	Number of students attending schools						
8.7	Number of new entrants/fresh entry						
8.8	Number of students discontinued the studies						
8.9	Reasons for discontinuation of studies						
	B. Middle classes (VI-VIII)						
8.10	Number of students enrolled						
8.11	Number of students attending schools						
8.12	Number of students discontinued the studies						
8.13	Reasons for discontinuation of studies					Source Code	
	C. High School (IX-X)						
8.14	Number of students attending schools						
8.15	Number of students discontinued the studies						
8.16	Reasons for discontinuation of studies						
	D. Senior Secondary School (XI-XII)						
8.17	Number of students enrolled						
8.18	Number of students attending schools						
8.19	Number of students discontinued the studies						
8.20	Reasons for discontinuation of studies						
8.21	Number of children aged 6-14 years, never enrolled in school						

Reasons for discontinuation of studies (i) – Economic – 1

(ii) – Non-economic - 2

(For items 8.5 to 8.21, the reference date may be taken as 30th September of the year)

Block 9 : Land Utilization

Sl. No.	Items	Area		Source Code
		In Hectare (up to 2 decimal)		
9.1	Geographical Area of the revenue village			
9.2	Reporting Area for land utilization			
9.3	Area under forest			
9.4	Barren and unculturable land			
9.5	Area under non-agricultural uses			
9.6	Area not available for cultivation (9.4+9.5)			
9.7	Land under miscellaneous trees			
9.8	Permanent pasture and other grazing land			
9.9	Cultivable Waste Land			
9.10	Current Fallow			
9.11	Fallow lands other than current fallows			
9.12	Net Area sown			
9.13	Area sown more than once			
9.14	Total cropped area (gross area)			
9.15	Land under still water			
9.16	Social forestry			
9.17	Marshy land			
	Area Irrigated by source (in Hectare)			
9.18	Government canals			
9.19	Wells /Tubewells			
9.20	Tanks			
9.21	Micro irrigation			
9.22	Other source			
9.23.	Total irrigated land (9.18 to 9.22)			
	Number of operational holdings by size and classes			
9.24	Marginal..... (below 1 hectare)			
9.25	Small(1-4 hectare)			
9.26	Medium.....(4-10 hectare)			
9.27	Large.....(10 hectare and above)			

	Natural Resources (Annual)		
928.	River Length (Km.)		
929	Area of water bodies (other than river) (Hect.)		
930	Mines (Number)		

Block 10 Live stock and poultry

S	Livestock/ poultry	Number	Source Code
I. No			
(1)	(2)	(3)	(4)
10.1	Cattle (including Ox, Bullock, Yak, Mithun, etc)		
10.2	Buffaloes		
10.3	Sheep		
10.4	Goats		
10.5	Horses and Ponies		
10.6	Mules		
10.7	Donkeys		
10.8	Camels		
10.9	Pigs		
10.10	Hens		
10.11	Ducks		
10.12	Any other livestock and poultry		

Block 11 Number of storage and marketing outlets

Sl. No.	Marketing Outlets	Number	Source Code
(1)	(2)	(3)	(4)
11.1	Fair Price shops		
11.2	Mandis / Regular market		
11.3	Cold storages		
11.4	Godown /warehousing facility		
11.5	Others shops.		

Block 12 Employment status (employment - unemployment) of the villagers

Percentage-wise population (employment - unemployment)

Sl.No	Sectors	Male	Female	Total	Source
(1)	(2)	(3)	(4)	(5)	(6)
12.1	Self employed in Agriculture sector				
12.2	Self employed in Non- Agriculture sector				
12.3	Employed as Regular wage / Salaried Employee				
12.4	(i) In Agriculture sector				
	(ii) Non-Agriculture sector				
12.5	Rural labourer				
12.6	Unemployed				
12.7	Unemployed between age 15-24				
12.8	Not in the labour force				

Village schedule B

DYNAMIC DATASETS

(To be collected every month of the survey period)

Block-20: Descriptive identification of the village

SL No.	Item	Name	Code			
20.1	State/UT					
20.2	District					
20.3	Tehsil/ Sub Division					
20.4	Block					
20.5	Panchayat					
20.6	Village					
20.7	Reference Year		2	0	0	
20.8	Reference Month					

Block-21: Particulars of data recording

Sr. No.	Item	Panchayat Secretary/ Other designated Primary Worker			Block Statistical Officer			District Statistical Officer		
(1)	(2)	(3)			(4)			(5)		
21.1.	Name (block letters)									
21.2.	Sex(M/F)									
21.3.	Date(s) of	DD	MM	YY	DD	MM	YY	DD	MM	YY
	(i)Recording /Inspection									
	(ii) Receipt									
	(iii) Scrutiny									
	(iv) Despatch									
21.4.	Total time taken to fill in the Schedule (in minutes)									
21.5.	Signature									

Block 22: Demographic information:

Sl. No	Births		Girls				Boys		Source Code
22.1	Live Birth								
22.2	Still Birth								
22.3	Deaths (below age 1 year)							Source Code	
	Female								
22.4	Male								
22.5	Other Deaths (after completion of first birth day)	1-4 years	5-14 years	15-49 years	50-59 years	60years & above	Total	Source Code	
	Female								
	Male								
22.7	No. of Deaths of Women (Age groups :15-49 years) at the time of Child Birth							Source Code	
22.8	No. of pregnant women (Including pregnancy during part of the month)							Source Code	
22.9	Number of MTP cases							Source Code	

Block 23 Morbidity, Disability And Family Planning : (If SC/PHC/ hospitals are situated within the village, these data should be collected from the SC/PHC/hospital register; otherwise from other sources within the villages)

23.1	Total no. of outdoor patients							Source Code
	Disease	P.H.C.		Sub - Centre		CHC/Hospital/ Nursing Home		
		Female	Male	Female	Male	Female	Male	
	(a) Acute Causes							
23.2	(b) Chronic Causes							
23.3	(c) Others							
23.4	Total no. of indoor patients							Source Code
	Diseases	P.H.C.			CHC/Hospital/ Nursing Home			
		Female		Male	Female		Male	
	(a) Acute Causes							
23.5	(b) Chronic Causes							
23.6	(c) Others							

	Number of disabled persons above age 60 years by type of disability				
	Type of disability	Female	Male		Source Code
23.7	Visual				
23.8	Hearing				
23.9	Speech				
23.10	Locomotor				
23.11	Mental disability				
Married persons					
	Total No. of Married persons				Source Code
	Age-Groups				
		Less than 15 years	15 years to less than 18 years	18 years to less than 21 years	21 years and above
23.12	Female				
23.13	Male				
23.14	Percentage of couples using any type of family planning method				Source Code

24. Migration

Out-migration								
		0-4 years	5-14 years	15-49 years	50-59 years	60 years & above	Total	Source Code
24.1	Female							
24.2	Male							
In-migration								
		0-4 years	5-14 years	15-49 years	50-59 years	60 years & above	Total	
24.3	Female							
24.4	Male							

Block 25 Other social indicators:

Sl.No.	Other selected social indicators	Number		Source Code
		Female	Male	
25.1	Street children			
25.2	Sex-worker			
25.3	Beggars			
25.4	Juvenile Delinquent			
25.5	Drug addict			
25.6	Child worker (Aged 14 years and less)			
25.7	Incidence of violence against women (only cognizable reported cases)			

Block 26 Industries and business (number of small scale enterprises and workers therein)

SL No	Enterprises	Only Self Employed Enterprises (Own Account Enterprises)			Other Enterprises (with at least one paid worker)					Source Code
		No. of Units	No. of Self-Employed Workers		No. of Units	No. of Self-Employed Workers		No. of Paid Workers		
			Female	Male		Female	Male	Female	Male	
26.1	Black smith shop									
26.2	Shops selling agricultural equipments									
26.3	Manufacturing of fishing nets									
26.4	Processing of fish									
26.5	Mining and Quarrying									
26.6	Well/tube-well making									
26.7	Flour mills									
26.8	Saw mills									
26.9	Sugar cane crushing									
26.10	Weaving mills									
26.11	Grocery shop									
26.12	Tailoring									
26.13	Car / Scooter / Cycle repair shop									
26.14	Tea stall									
26.15	Sweet shop									
26.16	Pan/ bidi/ cigarette shop									
26.17	Meat Shop									

26.18	Tyre Repair Shop								
26.19	Gold Smith								
26.20	Shoe repair shop								
26.21	Brick/kiln making								
26.22	Food processing								
	Dispensary and medicine shop								
26.23	(a) Allopathic								
26.24	(b) Homeopathic								
26.25	(c) Ayurvedic								
26.26	Carpentry								
26.27	Restaurants (other than tea stall)								
26.28	Mason / Helpers								
26.29	Rickshaw-pullers								
26.30	Auto/Taxi drivers								
26.31	Tutorial Home								
26.32	STD booths								
26.33	Fish Shop								
26.34	Fruits and /or Vegetables Shops/ vendors								
26.35	Stationary Shops								
26.36	Beauty Parlour								
26.37	Massage Parlour								
26.38	Milk Processing								
26.39	Electronic & Electric Equipment Shop								
26.40	Hardware shop								
26.41	Cell phone shop								
26.42	Internet Cafe								
26.43	Any other enterprise not listed above								

Source Codes:

1. Panchayat - 01
2. Anganwari worker - 02
3. Health worker (ANM/ FHW/ MHW/ etc.) -03
4. Patwari (Land Records) -04
5. Village Headman-05
6. Local School -06
7. Local Doctor - 07
8. PHC/ Sub-Centre/ Hospital - 08
9. Knowledgeable Person / Others (Female -0 9, Male - 10)