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**A Note on New Statistical Domain in India (3):  
An Enquiry into Gram Panchayat-Level Databases**

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**Table of Contents**

**Chapter 4. Basic Structure of Main Data Sources at the Village Level**

## Chapter 4. Basic Structure of Main Data Sources at the Village Level

This chapter describes the existing status of the main data sources in the jurisdiction of the two GPs during the period of our analysis. The reference period of this chapter is from April in 2005 to March in 2011. We discuss the kinds of village-level data that exist, and the village-level data that are actually maintained by the panchayats and other agencies.

### *4-1 Basic Structure of Statistical Data Sources at the Villages*

At the villages we can identify possible village-level data sources to serve the data needs discussed in Chapter 2. In the villages we can observe the very roots of panchayat statistical system, that is, the very first stage of collection and recording of panchayat-level statistical data.

As the Rangarajan Commission noted, “the main sources of statistics in India, as elsewhere, are (a) administrative records—generally 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”.<sup>1</sup> Indeed this dichotomy is quite universal. For example, the Organisation for Economic Cooperation and Development (OECD) states, “There are two basic mechanisms for collecting economic data. They are, access to data already being collected for administrative purposes, and direct survey by the statistical office.”<sup>2</sup>

However, this dichotomy was not so clear at the village level. There were some data sources of an intermediate type between administrative records and typical census type-surveys. As will be seen later, some administrative records, such as the ICDS village survey register, were established and regularly updated through census type-survey operation. Some census-type surveys, such as the BPL census, were used in the PRIs for administrative purposes such as BPL-household identification. In this way, most of the data generated and used in the GP areas were by-products of the administrative requirements of the panchayats themselves or other satellite State government agencies.

Therefore, we classify these data sources according to how deeply and closely they were related to the core system of the GP. That is to say, they could be classified according to whether or not they were generated inside the GP system and, where they were generated outside the GP system, how far they came under the GP’s control. Consequently, in the villages we sometimes found administrative records that had been generated from census-type surveys.

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<sup>1</sup> National Statistical Commission (2001), para 14.3.1. Exactly speaking, the Rangarajan Commission states that “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.” Generally speaking, however, Administrative Statistics are not limited to data collected by State Governments.

<sup>2</sup> OECD, *Measuring the Non-Observed Economy: A Handbook*, 2002, p. 105. Here, OECD adds, “Here, the term survey is assumed to include a census as a particular type of survey in which all units are in the sample.” [*Ibid.*, p. 106]

Nevertheless, the Population Census is the polar opposite of administrative records. The Population Census is organized exclusively for statistical purposes by the Central government. More importantly, it is taken as per the provisions of the Census Act, 1948, which places a legal obligation upon the public to cooperate and give truthful answers on the one hand and guarantees confidentiality of their information on the other. Under the Census Act, respondents have less reason to deliberately misreport. The statistical office, however, must guarantee that information on each household is kept strictly confidential and will not be used for administrative purposes.

Similarly, official sample surveys are also the opposite of administrative records. The Eleventh Five-Year Plan of the Planning Commission once considered “generat[ing] 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”<sup>3</sup>. However, the block-level NSS has not yet been conducted.<sup>4</sup> In principle, sample surveys can be carried out below the district level by the Central or State government, or the PRIs, but we have not yet found such sample surveys at the villages.

Thus, the main sources of data at and below the GP level can be classified as follows:

1. Registers and records collected and maintained by the GP
2. Census-type surveys independently conducted by PRIs (at Raina GP in West Bengal, and not in Warwat Khanderao in Maharashtra)
3. Registers and records collected and maintained by other village-level agencies, such as:
  - a. Village ICDS (or *Anganwadi*) registers
  - b. Village school registers
  - c. Records at the Primary Health Centre
  - d. *Patwari* records (in Warwat Khanderao) or Records at the Block Land and Land Reform Office (in Raina)
  - e. Others
4. Census-type surveys organised by Central or State governments, such as:
  - a. the BPL census, including the Rural Household Survey (RHS)
  - b. the Census of India

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<sup>3</sup> Planning Commission, Government of India, *Eleventh Five Year Plan 2007-2012*, Volume I, 2008, p. 227.

<sup>4</sup> Keeping in mind decentralised planning through Panchayati Raj Institutions, the International Institute for Population Sciences sponsored by Ministry of Health & Family Welfare undertook the District Level Household and Facility Survey. [International Institute for Population Sciences, *District Level Household and Facility Survey 2007-08*, 2010]. Apart from that, Siladitya Chaudhuri and Nivedita Gupta made an attempt to analyse a district-wide NSS data. See Siladitya Chaudhuri and Nivedita Gupta, “Levels of Living and Poverty Patterns: A District-Wise Analysis for India,” *Economic & Political Weekly*, February 28, 2009, Vol. XLIV No 9.

c. Others

In addition to the data sources described above, there were administrative reports concerning the GPs or villages. Those reports were compiled primarily from secondary data, the original sources of which are listed above in 1 to 4. The administrative reports were submitted to the block- or district-level offices and sometimes to the State or Central government. The information in these reports was usually not collected by conducting such as household-to-household, facility-to-facility or plot-to-plot surveys. It was usually gathered from the records already maintained by village-level functionaries and otherwise from subjective assessment of knowledgeable persons.<sup>5</sup> Such administrative reports were as follows:

5. Administrative reports of GP such as:

- a. the Village Schedule
- b. village-level amenities data (Village Directory data) in the District Census Handbook
- c. the Self Evaluation Schedule (at Raina only)
- d. Others

*4-2 Identifying the Data Sources*

We have identified the above data sources by interviews using a questionnaire and follow-up studies after the interviews. In India no comprehensive list of village-level data sources is available in the GP area.<sup>6</sup> Thus, we started the interview with the GP, using main data items extracted from the Village Schedules on BSLLD as a questionnaire, and then added a few follow-up items regarding the data needs I, Ia and II to the questionnaire.

The main data items in the Village Schedules were provided by the Expert Committee on BSLLD, which includes following items:<sup>7</sup>

- (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, orchards, roads etc.
- (b) Distance of the village from nearest facilities.
- (c) Demographic status of villagers, including population, births, deaths, morbidity, migration,

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<sup>5</sup> In the large-scale pilot scheme on BSLLD conducted in 2009, many items in the Village Schedule were recorded by knowledgeable persons in the GP. However, there was no validation check on such data. '[S]ome of the data have been captured from non-official sources, such as from knowledgeable persons. There was no validation checks on such data with reference to actual records.' [Central Statistical Office, Ministry of Statistics and Programme Implementation, Government of India, Cross-Sectional Synthesis Report on Pilot Scheme of Basic Statistics for Local (Village) Level Development: Based on Results of the Pilot Scheme on BSLLD executed in Selected States and UTs, 2011, D:3]

<sup>6</sup> A rare exception is the data list discussed in Kerala in the context of its people's planning campaign. See, for example, Planning Board, Government of Kerala, *Adhikaram Janangalkeku* (Power to the People), Ninth Five Year Plan, Handbook for Trainers, Thiruvananthapuram, 1996 (in Malayalam).

<sup>7</sup> Central Statistical Organisation (2006), pp. 1-2.

- 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.

We used this data items as a checklist of the initial step of our interview. In keeping with a view on the Indian statistical system described by the Rangarajan Commission, we discussed the sources of the above data at the grass-roots level with local people. The status of information available at the Warwat Khanderao GP and the Raina GP is shown in Tables 15 and 16.<sup>8</sup>

**Table 15 Status of information available at the Warwat Khanderao GP**

Type of information	If records are available at GP	If records are accessible to GP from other source	Source of information	Comments
Basic Facilities	No	No		Facilities that are present are common knowledge. The information is available but not recorded. Only properties transferred by Government and Zilla Parisad to the GP are should recorded in the Permanent Asset Register (GP Register No. 25).
Number of factories	No	No		
Commercial establishments	No			Common knowledge
Bridges, roads	Yes	Yes		GP Register No. 26 (Details of Road under Gram Panchayat Jurisdiction) Record at <i>Patwari</i> office
Forest area, orchards	Yes (in part)	Yes	GP registers, Record at <i>Patwari</i> office	GP Register No. 27
Distance from nearest facilities	No	Yes	BDO	But common knowledge
Population	Yes	Yes		
Birth and death	Yes	Yes	CRS, Monthly reports	Anganwadi Worker report to Sarpanch for Monthly Progress Report
Morbidity	No	Yes	ANM	

<sup>8</sup> Bakshi, A. and Okabe, J., "Panchayat Level Data Bases: A West Bengal Case Study", *CITS Working Paper 2011-04*, Center for International Trade Studies, Faculty of Economics, Yokohama National University, 2011. pp. 24-25.

Marriages	No	No	ICDS register (in part)	Common knowledge
Migration	No	No		
Educational status of villagers	No	Yes	School Register	Including private school
Land utilization statistics	No	Yes	Record at <i>Patwari</i> office	
Livestock and Poultry	No	Yes	Livestock Census	BDO
Number of market outlets	No	No		Common knowledge
Employment status of villagers	No	No		

**Table 16 Status of information available at the Raina GP**

Type of information	If records are available at GP	If records are accessible to GP from other source	Source of information	Comments
Basic Facilities	No	No		Facilities that are present are of common knowledge. GP maintains registers of the current facilities being constructed. The information is available but not recorded
Number of factories	No	No		Common knowledge
Commercial establishments	Yes		GP tax register	
Bridges, roads	No	No		Location of such facilities are common knowledge, other information may not be available unless constructed by GP. If constructed by GP, details can be obtained from Works Register
Forest area, orchards	No	Yes	Block Land and Land Reforms Office	
Distance from nearest facilities	No	No		Common knowledge
Population	Yes	Yes	Census of India, ICDS household survey register	
Birth and death	Yes	Yes	GP registers, ICDS registers, PHC registers, Monthly reports	

Morbidity	Yes		Monthly report of ICDS, ANM and Health supervisor	
Marriages	No	No		ICDS worker records in her register but date not recorded
Migration	No	No		Some information on permanent out-migration can be obtained from ICDS records
Educational status of villagers	Yes	Yes	Panchayat sanitation survey 2008, ICDS household survey	
Land utilization statistics	No	Yes	Block Land and Land Reforms Office	
Livestock and Poultry	No	Yes	Livestock Census	Household level record available
Number of market outlets	No	Yes	Common knowledge and GP tax register	
Employment status of villagers	No	No		Village survey register has occupation data

We found in this initial stage of the interview that GP maintains records for administrative and other purposes and that a considerable amount of information is available from those records. In addition, certain types of records (for example, the ICDS registers, the school registers, health records at the Primary Health Centre, Record at *Patwari* office) are collected and maintained at the village or block level by official agencies other than the GPs. The panchayat officials have access to such records but full sets of the records were not available at the GP office.

Thus, we visited official agencies other than the GP at the village and block levels. We also visited the Block Development Office (BDO) to validate the information obtained at the GP and the other official agencies. Again we conducted follow-up studies at the GP and village levels.

Each item of the Village Schedule on BSLLD has a column to enter Source Codes. For each data item of the Village Schedule, the following Source Codes were to be entered:

- a) Panchayat-01
- b) Anganwadi worker-02
- c) Health worker (ANM/FHW/MHW/etc.)-03
- d) Patwari (Land Records)-04
- e) Village Headman-05
- f) Local School/education officer-06

- g) Local Doctor-07
- h) PHC/Sub-Centre/Hospital-08
- i) Knowledgeable Person(s)/Others (Female-09, Male-10)

However, we found that data sources identified using this Source Code are rather questionable. Using the Source Codes, the *Cross-Sectional Synthesis Report* of the pilot scheme conducted by the Central Statistical Organisation (CSO) stated that in the majority of the cases, Panchayat Offices are the primary source, providing about 50-55% data items of the Schedule. In fact, the Source Code of Panchayat-01 was entered for most items in the Village Schedule of villages in Raina GP. As Raina GP was covered by the same pilot scheme conducted by CSO, we were actually able to get a close look at the filled-up Village Schedule. However, according to the Executive Assistant with Raina GP, all information for the Schedule was collected by the ICDS workers. However, our discussion with the ICDS worker at Bidyanidhi on February 2011 revealed that the BSLLD pilot survey in Bidyanidhi was conducted by a primary school teacher at the Birampur Junior High School and resident of Bidyanidhi village. The Bidyanidhi ICDS worker had conducted the survey for Bogra village. According to her, she had to depend on information from the ICDS worker at Bogra to fill up her schedule. She also obtained information from the Panchayat office. Thus, as far as Raina's cases are concerned, implication of the Source Codes filled up in the Schedule is complicated and ambiguous. If a GP asks an ICDS worker to fill in the Village Schedule on the responsibility of the GP, one can enter in the columns the Source Code "Panchayat-01" instead of the Source Code "Anganwadi worker-02". Consequently, the Source Code filled up for each data item does not reflect the actual recordist of that item. We have to check them independently on the ground.

In addition to these main items in the Village Schedule— items (a)-(h)—, we used a few additional check items for further interviews related to the data needs I, Ia and II. As described in Chapter 2, the Village Schedule on the BSLLD primarily aims at the data needs III (data requirements for micro-level planning). It does not necessarily serve the data needs I, Ia and II. The additional check items that we discussed with the GP and BDO officers in our follow-up studies were as follows:

- (i) Electoral Roll and GP meetings
- (j) Comprehensive list of residents
- (k) Income and expenditure of the GP
- (l) Status of property tax collection
- (m) Government schemes implemented or monitored by the Panchayat

The status of information available at the Warat Khanderao GP and the Raina GP is shown in Tables 15a and 16a.

**Table 15a Status of information available at the Warwat Khanderao GP**

Type of information	If records are available at GP	If records are accessible to GP from other source	Source of information	Comments
Electoral Roll	Yes	Yes	GP	Updated by the District Collector under the supervision of the State Election Commission
GP meeting	Yes		GP	
Comprehensive list of residents	No	No		The house tax (property tax) register and electoral roll are available. GP does not use APL/BPL list produced by the BPL Census. <i>Gram Sevak</i> does not depend on the ICDS village survey register
Income and expenditure of the GP	Yes		GP registers	
Government schemes implemented or monitored by the Panchayat	Yes (in part)	Yes	GP record (in part)	<i>Sarpanch</i> and <i>Gram Sevak</i> know very well

**Table 16a Status of information available at the Raina GP**

Type of information	If records are available at GP	If records are accessible to GP from other source	Source of information	Comments
Electoral roll	Yes	Yes	GP	Updated under the supervision of the State Election Commission
GP meeting	Yes		GP registers	
Comprehensive list of residents	Yes	Yes	ICDS registers BPL census (Rural Household Survey[RHS]).	GP has APL/BPL list produced by the BPL census (RHS). GP sometimes depends on the ICDS village survey register. Unit-level household data of two household surveys conducted in 2007 and 2008 on instruction from the Zilla Parishad to evaluate the rural sanitation scheme.

Income and expenditure of the GP	Yes		GP registers	
Government schemes implemented or monitored by the Panchayat	Yes (in part)	Yes	GP record in part	Executive Assistant with the GP know well

### 4-3 Status of Each Data Source

#### 4-3-1 Registers and Records Collected and Maintained by the GP

The GP maintains various records for administrative and other purposes. These registers and records are maintained to perform daily proceedings for self-governance or to track the allocation and expenditure of funds and assess the progress of different schemes. Brief descriptions of the registers maintained at the GP offices are given in Table 17-1 and Table 17-2.

(Maharashtra)

In Warwat Khanderao we saw all registers shown in Table 17-1, which were maintained at the GP office. The *Gram Sevak* has a booklet that describes the procedures for using the registers.

*Item no. 1 Budget* is used each November to prepare the budget for next financial year. GP takes approval from *Gram Sabha*. The supplementary budget can be tabled for approval. Financial transactions can be done after getting approval from the panchayat sub-committee.

Daily income and expenditure are noted in *Item no. 5 Cash-book*. This register is related to the registers of *Item no. 6 to 24*.

All taxable buildings under panchayat jurisdiction are recorded in the *Item no. 7 General Receipt Book*. All the new buildings in each year, removal of collapsed buildings, any changes in ownership, and types of building are recorded in this register. *Item no. 8 House tax* is a list of all taxable houses in the jurisdiction of the GP. House tax here is comparable to property tax in West Bengal. The house tax list includes information on location of the house, area of the house site, type of the house, name of the owner, name of occupant, valuation of the house. The GP updates this register every four years. We saw the one updated in 2005-06. Under the Bombay Gram Panchayat Act, 1958, the *Gram Sevak* issues *Item no. 3 Bill for deposited items* to all the residents of the village and asks them to pay the tax in the panchayat office. If people do not adhere to this directive, then *Gram Sevak* sends a demand notice to the defaulted households to deposit house tax. Unpaid taxes are recorded in *Item no. 9 Tax demand-collection and Balance register*. All house owners in Warwat Khanderao are taxed regardless of their land ownership. Other tax collections are recorded in *Item no. 10 Tax Collection Receipt Book*. According to the *Gram Sevak*, tax receipts from water supply (with underground pipe) are also recorded in this *Item no. 10*. According to *sarpanch*, the water tax is very important source of revenue for Warwat Khanderao GP.

Warwat Khanderao GP does not have any tax list on trade that is comparable to the *Form 9 Assessment List* in Raina GP. The GP auctions the right to collect tax from weekly market within the village. According to the *sarpanch*, the highest bid for the right to collect tax from weekly market was Rs. 5000 in 2012, which is also a part of the Own Source Revenue.

All monthly paid workers and daily wage workers appointed by the GP are recorded in *Item no. 16 Employee Salary Register*, *Item no. 20 Advances and Deposit Register*, and *Item no. 22 Attendance sheet/register*, together with all the details related to their jobs. In Warwat Khanderao, the GP hires a *peon*, for which the *Zilla Parishad (ZP)* and the GP each pay half. The GP also employs daily wage workers for sanitation purpose.

In 2008 the Twelfth Finance Commission (TFC) provided a grant of Rs. 78,000 to Warwat Khanderao GP for water supply and sanitation. As a result, the GP spent 60 per cent on sanitation and water supply and 40 per cent on the construction of drains. These expenses were recorded in the GP registers. Work done by contractors or workers appointed by GP was recorded in *Item no. 23 Work Estimation/Entry Book*.

All buildings, gutters, public toilets, water supply, wells, tanks, trees etc. owned by GP can be recorded in *Item no. 25 Permanent Asset Register*. The tubewell is recorded in this register. All roads within the jurisdiction of GP with information like length, width and other descriptions are recorded in *Item no. 26 Details of Road under GP jurisdiction*. Land from the State government and ZP according to Articles 51 and 56 of the Bombay Gram Panchayat Act 1958 and open space acquired by the panchayat itself according to Article 55 are recorded in *Item no. 27 Land and Barren Space Register*.

**Table 17-1 List of Registers maintained by Warwat Khanderao GP**

- Item no. 1 Budget
- Item no. 2 Re-planning
- Item no. 3 Bill for deposited items
- Item no. 4 Bill for expenditure
- Item no. 5 Cash-book
- Item no. 6 Classification register
- Item no. 7 General Receipt Book
- Item no. 8 House tax
- Item no. 9 Tax demand-collection and Balance register
- Item no. 10 Tax Collection Receipt Book
- Item no. 11 Other Demand Register
- Item no. 12-14 Related to Octroi (not exists)
- Item no. 15 Certificate
- Item no. 16 Employee Salary Register
- Item no. 17 Stamp Register
- Item no. 18 Stock Register
- Item no. 19 Dead Stock Register
- Item no. 20 Advances and Deposit Register
- Item no. 21 Cash-book for Minor Amount

- Item no. 22 Attendance sheet/register
- Item no. 23 Work Estimation/Entry Book
- Item no. 24 Salary and Service Register
- Item no. 25 Permanent Asset Register
- Item no. 26 Details of Road under Gram Panchayat jurisdiction
- Item no. 27 Land and Barren Space Register

Apart from the registers shown in Table 17-1, Warwat Khanderao GP owns the Electoral Roll that covers its jurisdiction. The Electoral Roll is prepared by the State official agency outside the PRIs: the State Election Commission. In Maharashtra, the elections are conducted by the District Collector under the control and supervision of the State Election Commission. At the GP level, *patwari* supervises the elections under the control of the State Election Commission.<sup>9</sup> The Electoral Roll is also essential for usual GP activities, because it is required to call for the *Gram Sabha* that consists of persons registered in the Electoral Roll. The Electoral Roll contains each voter's identification number, full name, name of father, house number, age and sex.

Warwat Khanderao GP maintains the "Monthly Meeting Attendance Register" and "Proceeding Book" used for keeping minutes of its meetings.

Warwat Khanderao GP also maintains the Birth and Death Registers of the Civil Registration System (CRS). In rural Maharashtra, the *Gram Sevak* is officially appointed as a village-level Registrar for CRS although it is actually the *peon* who assists. He knows very well about each vital event occurred in the past. The *Gram Sevak* of Warwat Khanderao exercises jurisdiction over three villages, and is in Warwat Khanderao only two days a week. Village-level birth and death reports in the CRS have a Legal Part and a Statistical Part. The Statistical Part, submitted to the District Registrar, contains additional information such as usual residence of the mother, religion of the family, level of education of the parents, occupation of the parents, age of the mother at the time of marriage, number of children born alive to the mother.<sup>10</sup> However, as will be seen in §5-3-2, the CRS determines the place of registration according to the place of occurrence of the vital events, whether they had taken place inside the village of the mother's usual residence or not. Since the recording structure of the CRS is not properly oriented to children resident in the panchayat's jurisdiction, this adds considerable inconvenience to the use of that data.

Moreover, Warwat Khanderao GP has access to registers and records to carry out the schemes of the line department.

The Centrally Sponsored Scheme on the National Rural Employment Guarantee

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<sup>9</sup> Interview at *patwari* office in Warat Khanderao in August 2011.

<sup>10</sup> Registrar General, India (2001), *Registrar's Manual on Registration of Births and Deaths (Draft)*, New Delhi. See also Jun-ichi Okabe and V. Surjit, 'Village-Level Birth Records: A Case Study', *Review of Agrarian Studies*, Volume 2, Number 1, 2012 <[http://www.ras.org.in/village\\_level\\_birth\\_records](http://www.ras.org.in/village_level_birth_records)> Retrieved on 30 November 2014.

Act, 2005 is carried out by the line department of Ministry of Rural Development of the Central Government as the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS). The MGNREGS aims at the enhancement of livelihood security of rural households by providing at least one hundred days of guaranteed wage employment in every financial year to every household whose adult members volunteer to do unskilled manual work. Workers in families that obtain job cards are entitled to guaranteed employment in public works for up to 100 days per family in a year. GPs are the most important units of local government in respect of MGNREGS, since the responsibility of issuing job card after registering the households and providing employment on demand rests with the GPs. In fact Warwat Khanderao GP has MGNREGS registers. However, the MGNREGS was not functional in Warwat Khanderao, when we were conducting interviews there in 2011 and 2014. According to *sarpanch*, the wages paid under this scheme are even lower than the wages of agricultural labourers in and around this village. The *sarpanch* had asked workers' households to demand work but the workers were not interested in the MGNREGS work for two reasons: it was too physically demanding and because the wages were so low.<sup>11</sup> There are technical assistants for MGNREGS at the block but not at the GP level. The register is disclosed in the web site by the Management Information System of the MGNREGS of the Ministry of Rural Development (MRD), Government of India. According to the web site, households and 627 persons had been registered within Warwat Khanderao GP under the MGNREGS as of 2012-13. However, only three families obtained employment under this scheme as of 2012-13.

(West Bengal)

In West Bengal GP maintains registers and records in the statutory prescribed formats. Table 17-2 gives a list of the forms provided in West Bengal Panchayat (Gram Panchayat Administration) Rules, 2004 and its Amendments, 2006, and West Bengal Panchayat (Gram Panchayat Accounts, Audit and Budget) Rules, 2007. Some of these forms are just receipts, certificates or application forms, but some other forms reflect the format of record or register maintained at the GP. In fact, the Executive Assistant of Raina GP recognises that the GP maintains registers enlisted under the above GP Rules.

*Form 1-Form 3* specified under the GP Rules, 2004 are used to hold meetings of GP. *Form 2* is attendance register and minute book for the meeting of the GP.

*Form 36* specified under the GP Rules, 2007 are used for preparing the budget of the GP. Unlike Maharashtra, even *Gram Sansad* and *Upa-Samiti* in the GP prepare the budget using *Form 34* and *Form 35*. The GUSs have to submit an annual plan to the GP in August of each year. Based on these annual plans, the GP prepares and submits its first annual budget to the block office every October, for the next financial year. The budget is submitted using *Form 36*. In this form, the GP reports the actual expenses of the previous year, the approved

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<sup>11</sup> Interview with *sarpanch* in Warat Khanderao in October 2013.

budget of the current year and the estimated budget of the coming year. The budget outline is then sent for approval to the *Panchayat Samiti* (PS). Based on the fund flow until December each year, the GP prepares a revised or supplementary budget, using *Form 38*. The supplementary budget is sent for approval in February.

Daily income and expenditures are noted in *Form 1 Cash Book for GP* specified under the GP Rules, 2007. *Form 1A* is Cash Book for each Programme. The GUSs also have cash books specified in *Form 29*. Half-yearly and annual statement of receipts and payments are to be recorded in *Form 27* and *Form 30*.

The GP Rules, 2004 specifies *Form 6 Register for market value of land and building located within GP*. In this form, holding No./location/address; name of owner with name of father/mother/husband; name of occupier/tenant with name of father/mother/husband; total area of land showing built up area and vacant area; market value of land; description of building (i.e. kutch/pucca/one storey/two storied/three storied/multi storied); use of building for residential/commercial purpose; and market value of building/construction are to be recorded. All permissions to erect structure or building or to make an addition or alteration to an existing structure or building in a GP are to be recorded on *Form 4*. Based on *Form 6* and other forms, assessment lists of persons liable to pay tax on land and building within the GP are to be prepared using *Form 9 Assessment List* to get approved by the meeting of the GP and the *Gram Sansad*. We saw a “Panchayat Property Tax Assessment Sheet” at the Raina GP office. Name of land or house owner, description of property, current market value, and the tax assessed on each property were recorded in this sheet. In Raina, all house owners in the village are taxed. Even a landless household has to pay a minimum annual tax of Rs. 3 per annum.

#### **Table 17-2 List of Registers maintained by Raina GP**

- A. West Bengal Panchayat (Gram Panchayat Administration) Rules 2004 and its Amendments 2006
- Form 1 Notice of ordinary meeting of GP
  - Form 1A Notice of emergent meeting of GP
  - Form 1B Notice for requisitioned meeting of the GP by the Pradhan
  - Form 1C Notice for requisitioned meeting of the GP by the requisitionist members
  - Form 2 Attendance register and minute book for the meeting of GP
  - Form 3 Notice for adjourned meeting of GP
  - Form 3A Report on the work of the GP for the year
  - Form 4 Form of application for permission to erect structure or building or to make an addition or alteration to an existing structure or building in a GP
  - Form 5 Form for Appointment
  - Form 5A Form for Self-Declaration on House Property
  - Form 6 Register for market value of land and building located within GP
  - Form 7 Registration Certificate for vehicles and/or other equipments
  - Form 8 Register for registration of vehicle and/or other equipments
  - Form 9 Assessment List

- Part - I List of persons liable to pay tax on land and building within GP
- Part - II List of persons liable to pay registration/renewal fee for running a trade (wholesale or retail) within GP
- Part - III List of persons liable to pay fees for registration of vehicles (not registered under Motor Vehicles Act) within GP
- Part - IV List of institutions/organizations/persons liable to pay water/lighting/conservancy rate in GP
- Part - V List of enterprises/persons liable to pay registration fees for providing supply of water from deep-tubewell/shallow-tubewell fitted with motor-driven Pump sets in GP
- Part - VI List of private enterprises/persons liable to pay fees for displaying of any poster/advertisement/Banner/hoarding in any private or public place within GP
- Part - VII List of markets/hats from where fees may be collected on sale of village produces
- Part - VIII List of Roads/Ferry/Bridges or other assets or resources from where tolls/fees may be collected
- Part - IX List of remunerative assets under the control of GP
- Form 10 Draft Assessment List
- Form 11 (Trade Registration Certificate)

B. West Bengal *Panchayat (Gram Panchayat Accounts, Audit and Budget) Rules, 2007*

- Form 1 Cash Book for GP
- Form 1A Subsidiary Cash Book for (each) Programme
- Form 2 Cheque/Draft Receipt Register
- Form 3 Cheque Book Register
- Form 4 Receipts for Tax, Rates and Fees as assessed by the GP
- Form 5 Miscellaneous Receipt
- Form 6 Stock Register of Receipt Books
- Form 7 Register for Arrear and Current Demand and Collection of taxes
- Form 8 Durable Stock Register
- Form 9 Register of Assets Leased Out
- Form 10 Acquittance Register for Honorarium of Pradhan/Upa-Pradhan/Sanchalak
- Form 11 Acquittance Register for Pay/Allowances of employees
- Form 12 Bill for Government Grant on account of salary of the employees
- Form 13 Utilization Certificate for Grant-in-aid from the State Government
- Form 14 Register for Advance against Project/Scheme
- Form 15 Appropriation Register
- Form 16 Programme Register
- Form 17 Scheme Register
- Form 18 Muster Roll for Payment of Wages to the Workers
- Form 19 Acknowledgement for receipt of adjustment voucher.
- Form 20 Register of Immovable Properties
- Form 21 General Ledger
- Form 22 Register for Receipt of Letters
- Form 23 Register for Issue of Letters
- Form 24 Stores Account Register
- Form 25 Register of Stationery Articles
- Form 26 Monthly Statement of Fund Position

- Form 27 Part-I Half- yearly/ Annual Statement of Receipts and Payments
- Form 27 Part-II Consolidated Statement of Receipts and Payments of the GP (Including all *Gram Unnayan Samitis*)
- Form 28 Form of Certificate
- Form 29 Cash Book for *Gram Unnayan Samiti*
- Form 30 Half-Yearly/Annual Statement of Receipts and Payments of the *Gram Unnayan Samiti*
- Form 31 Cheque Book Register of the *Gram Unnayan Samiti*
- Form 32 Project-cum-Scheme Register of the *Gram Unnayan Samiti*
- Form 33 Miscellaneous Receipt of the *Gram Unnayan Samiti*
- Form 34 Budget of *Gram Sansad* of the GP
- Form 35 Budget estimate of ...Upa-Samiti of the GP
- Form 36 Budget estimate of the GP
- Form 37 Notice
- Form 38 Supplementary and revised budget estimate for the year of the GP

The *Form 9 Assessment Lists* specified in the Amendments, 2006 of the GP Rules, 2004 include not only persons liable to pay property tax but also enterprises/persons liable to pay other fees, rates and tolls.

Unpaid taxes are to be recorded in *Form 7 Register for Arrear and Current Demand and Collection of taxes* in the GP Rules, 2007.

All payments of honoraria to *Pradhan/Upa-Pradhan/Sanchalak* and wages to other workers are recorded in *Form 10, Form 11* and *Form 18* prescribed in the GP Rules, 2007.

Unlike Maharashtra, West Bengal GPs have *Form 16 Programme Register* and *Form 17 Scheme Register* specified in the GP Rules, 2007. The estimates and expenditures of each programme or scheme are documented in these registers.

All *immovable Properties* owned by GP are recorded in *Form 20 Register of Immovable Properties* prescribed in the GP Rules, 2007. Apart from this form, Raina GP has a “Tubewell Register” which documents number, type and location of all tubewells constructed by the GP. Raina GP also has its “Lease of Water Bodies Register” which records water bodies leased out to SHG and their periodic earnings.

Work done by the GP for the year is reported to the meeting of the GP and the *Gram Sansad* using *Form 3A* prescribed in the GP Rules, 2004. In relation to this report, Raina GP has a “Works Register”, which records public works done by the GP under various schemes/allocations (SGRY, MP fund), with a description of the work, date of proposal, commencement and completion of the work, proposed and actual expenditure, and benefit accrued.

Apart from registers or forms shown in Table 17-2, the Raina GP owns the Electoral Roll that covers its jurisdiction. The Electoral Roll is prepared by the State Election Commission in West Bengal as well. Unlike Warwat Khanderao GP, Raina GP has ward-wide (*Gram Sansads*-wide) Electoral Roll. The Electoral Roll provides information on identification number, name of the voter, name of father/hasband, house number, age and sex.

Although the Civil Registration System (CRS) is a hierarchy with the Registrar General, India at the top, the registration of births and deaths in rural West Bengal was devolved from the Primary Health Center to PRIs in 2003.<sup>12</sup> Therefore, Raina GP maintains the Birth and Death Registers of the CRS. However, according to panchayat officials in Raina, the most accurate birth record in the GP area is the register maintained by *Anganwadi* workers and not the register of the CRS.

The Raina GP maintains registers and records to conduct schemes of line department. Although the line departments still have separate decision-making systems, implementation of their schemes is fully or partly devolved to GPs. Therefore, the GP owns registers and records for such schemes.

Although the Provident Fund for Landless Agricultural Labourers (PROFLAL) is the State Government scheme supported by the Central Government, Raina GP owns records for the Provident Fund. The West Bengal State Government pension scheme of PROFLAL supported by “Aam Admi Bima yojana” of the Central Government will provide pension to the landless agricultural labourers. The scheme launched by the State Government in 1998, offers benefits to landless agricultural labourers between the ages of 18 and 50.<sup>13</sup> Subscription under the scheme is Rs.20/- per month and the State Government contributes an equal amount until the subscribers are 50 years of age. Upon reaching the age of 50, the accumulated amount along with usual interest is paid to the subscribers. The scheme is administered by the GPs at the village level. The GP selects beneficiaries. Eligible persons need to apply to the GP with documents of the land holdings (obtained from the Block Land and Land Reform Office of Raina I Block). Owners of less than 0.5 acres land are eligible. There are about 1500 Provident Fund account holders in the Raina GP in 2008. Names of landless agricultural workers, the Provident Fund account numbers and monthly contributions are recorded for the PROFLAL. This scheme was not implemented in Warwat Khanderao.

Although the MGNREGS is the Centrally Sponsored Scheme, Raina GP maintains the MGNREGS register. MGNREGS is more functional in Raina GP, than in Warwat Khanderao GP. Within Raina GP, 3621 households and 8099 persons were registered in MGNREGS as of 2012-13. The GP has issued 3621 job cards. Compared to Warwat Khanderao GP, the proportion of households provided employment under this scheme is significantly high in Raina GP: 2990 of 3621 households were provided with employment as of 2012-13. An average of 45 persondays was reportedly provided for each household. In

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<sup>12</sup> Panchayats and Rural Development, Government of West Bengal, *Annual Administrative Report 2006-07*, p. 49, “In West Bengal the panchayats perform quite a few functions beyond what has been provided in the Eleventh Schedule. Some of those functions like registration of birth and death have been formally devolved by issuing suitable order [reference No.HF/O/FW/4C-2/94(1)/174-P dated 19.05.1997 of H & FW Department and No.4231-PN/O/I/4P-5/03 dated 12.11.2003 of Panchayats & Rural Development Department]”

<sup>13</sup> Age limit for Landless Agricultural Workers was raised to 60 years in 2010.

Bidyaniidhi village, 306 households and 697 persons are registered. In West Bengal the GUSs are also participating in this scheme in order to mobilize their communities. The MGNREGS has become an important handle of rural development for the West Bengal GP.

#### *4-3-2 Census Type Surveys Independently Conducted by the PRI*

The Raina GP conducted two household surveys in 2007 and 2008 on instruction from the *Zilla Parishad (ZP)* to evaluate the rural sanitation scheme. In the 2007 survey, information was collected on sanitation and on the type of ration card (APL/BPL/AAY) owned by the household. In the 2008 survey, information was collected on access to toilets and some socio-economic features of the households, such as social group (SC, ST, Others), number of literate members and the educational attainment of the most educated member of the household. Unit-level data of these surveys, which provide information on each household, are available at the Raina GP office.

In 2005 the Rural Household Survey (or the BPL Census) was conducted in Raina GP by the Ministry of Rural Development (MoRD) of the Central Government to identify households below the poverty line. There was widespread discontent among the panchayat officials over this survey, as they believed that the data collected, especially the list of household described as being below the poverty line, was inaccurate. The panchayat officials conducted their own census-type survey of all households in the GP and collected information on the same parameters as the Rural Household Survey.<sup>14</sup> The GP reported all discrepancies to the block officials. Some but not all of the discrepancies were amended later. This survey data was also available at the GP office.

This event suggests that the Raina GP can organize and conduct census-type surveys. The alternative Rural Household Survey in Raina shows that this panchayat has the ability and expertise to identify discrepancies in data from surveys conducted by other organisations. Such arguments between the GP and other organisations about the accuracy of village data suggest that the quality of village data is really a matter of their concern.<sup>15</sup>

#### *4-3-3 Village-level Registers and Records Collected and Maintained by Other Agencies*

Numerous registers and records are collected and maintained at the village or block-level by agencies other than the GPs. Some of these outside agencies work in the functional domain of PRIs, using funds provided by the State or Central governments or donor funds. Most of these outside agencies envisage a line department-sponsored hierarchy, whose decision-making system for resource allocation and project execution are independent of the Panchayati Raj. Such agencies generate and maintain their own databases in addition to those

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<sup>14</sup> There was similar discontent in Warwat Khanderao GP over the BPL Census conducted in June 2003. Gram Sevak of Warwat Khanderao GP conducted a house-to-house re-survey in 2006 to revise the BPL list. However, as in Raina, some of the discrepancies in Warwat Khanderao were amended later but a large part of the discrepancies were not amended. The survey data was available at the GP office.

<sup>15</sup> Bakshi, A. and Okabe, J. (2011), pp. 13-14 and pp. 26-27.

maintained by the GPs. Although panchayat officials have access to such records, they do not own the full set of these registers and records at the GP office.

#### *4-3-3-1 Village ICDS (Anganwadi) Registers*

The Integrated Child Development Services (ICDS) was initiated in India in 1975 with financial and technical assistance from the UNICEF and the World Bank. The ICDS programme offers supplementary feeding facilities for children below the age of six, pregnant women and lactating mothers, pre-school facilities for children aged three to six, maternal and child health care services such as immunization and vitamin supplements and nutrition and health education for mothers. The ICDS workers are also known as *Anganwadi* workers.

ICDS is one of the major Centrally Sponsored Schemes with support of the State government. The ISDS scheme is provided by line department of the Ministry of Women and Child Development of the Central Government. It has a line of control and reporting mechanisms. It has a separate decision-making system for resource allocation and project execution, still independently of the Panchayati Raj set up. However, ICDS worked in the same functional domain of PRIs under subject 25: “Women and child development” as stated in Schedule XI of the Constitution. Therefore, PRIs need to share information with ICDS workers and coordinate various matters with each other.

The ICDS or *Anganwadi* worker maintains several registers, which are not available at the GP office. For example, some of the registers in the Bidyanidhi ICDS centre in Raina GP are described below.<sup>16</sup>

- i) *Child register.* All children in the village in the age group 0 to 6 years are recorded in this register. The date of birth, age, sex, school enrolment and monthly weight of each child are also recorded.
- ii) *Food register for children.* All children in the village in the age group 7 months to 6 years are recorded in this register. A daily attendance list of children who take food from the centre is also maintained.
- iii) *Food register for pregnant women.* A register similar to item (ii) is maintained for all pregnant women in the village.
- iv) *Pre-school students' register.* The names and daily attendance of children in the age group 3 to 6 enrolled for pre-school education at the ICDS centre are recorded in this register. This register does not include children in the village enrolled in other schools.
- v) *Register for pregnant women.* This register records the names, month of conception, expected date of delivery, immunization details, and other details of pregnant women in the village. After delivery, the date and place of birth and sex of the child are registered.

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<sup>16</sup> Bakshi, A. and Okabe, J. (2011), pp. 15-16.

- vi) *Growth chart of children (Gradation Register)*. A growth chart with monthly recordings of height and weight of children in the age group of 3 to 6 is maintained by the ICDS worker.
- vii) *Immunization register*. The ICDS worker and ANM maintain an immunization register for newborns in the village, documenting the when and where vaccinations were administered. When the vaccination was taken at a private facility, the ICDS worker records the date after verifying the papers.
- viii) The ICDS centre also maintains registers for stocks, accounts and expenses.
- ix) *Village survey register*. The ICDS worker conducts a village household survey every five years. The register allots a page to each household in the village. The following information on each member of the household can be obtained from the register
  - a) Name
  - b) Relationship with the head of the household
  - c) Age
  - d) Sex
  - e) Educational attainment
  - f) If SC/ST
  - g) If landless/marginal cultivator
  - h) Occupation
  - i) Date of Birth (of children)
  - j) Comments: In this column information on deaths, marriages or migrations is recorded, though exact dates of the event are not always available

Although the village survey register is updated every five years, information on births, deaths, marriages and migrations is updated regularly. In case of births and marriages, the names and details of the new members are to be recorded in the register. When a new survey is conducted, the households that have divided are recorded separately and households that have migrated temporarily are deleted from the register. However, where some household members have migrated (for example, a son and his wife and children but not his parents), details of all members of the undivided household are recorded even when the migration is permanent.

As will be seen below, the village ICDS (*Anganwadi*) register in Warwat Khanderao is becoming similar to that of the Bidyanidhi ICDS centre in Raina GP.

(Maharashtra)

Although *Bal Wadi* had started in December, 1981, ICDS was initiated in Warwat Khanderao on November 18, 2000. Therefore ICDS records in this village can be traced back to 2000.

Establishment of the ICDS in Warwat Khanderao was in progress at the time of our survey. On our first visit to Warwat Khanderao in 2008, there was only a single ICDS centre in the village and one ICDS (*Anganwadi*) worker stayed at the staff room of the

primary school. When we returned in 2011, however, a detached pucca ICDS centre building had been built next to the primary school and two ICDS (*Anganwadi*) workers had been placed in charge of each jurisdiction in the village. ICDS centre in Warwat Khanderao was divided according to the population and the new ICDS (*Anganwadi*) worker maintains all the registers for her jurisdiction. The ICDS (*Anganwadi*) worker had been maintaining the “Village Survey Register” without allotting separate page for individual households until July, 2011. However, ICDS (*Anganwadi*) supervisor had asked her to give a separate page to each household after July, 2011 as she had so for each household under her jurisdiction since September, 2011. Thus, ICDS records in Warwat Khanderao are becoming similar to those of Bidyanidhi.

The ICDS has a *Bal Vikas Samiti* committee of which *Sarpanch* is the president and an ICDS (*Anganwadi*) worker is the secretary. However, according to *Sarpanch*, the *Bal Vikas Samiti* is not held in Warwat Khanderao, even though the *Sarpanch*, an ICDS (*Anganwadi*) worker and some parents of students are to convene this committee every three months. The *Mahila Baal Samiti* is a sub-committee constituted by GP to take up issues related to women and child welfare. According to *Sarpanch*, in Warwat Khanderao this committee does not function as it should.

Under the Bombay Village Panchayat Act 1958 as amended in 2003, *Gram Sabha* in Maharashtra has been given extensive disciplinary control over government, semi-government and panchayat employees in the village. The *Sarpanch* recognises that coordination of ICDS activities is to be done by the GP. In fact, the ICDS centre building was constructed on the responsibility of the GP. However, in Warwat Khanderao, we did not find a strong coordination mechanism between the GP and the ICDS like the coordination mechanism in West Bengal. Neither *Mahila Baal Samiti* nor *Bal Vikas Samiti* is functional in Warwat Khanderao. Nonetheless, ICDS (*Anganwadi*) workers sometimes work with the Auxiliary Nursing Midwife (ANM) to perform functions such as immunizations for children.

ICDS (*Anganwadi*) workers update the registers every month, as they have to report to the ICDS (*Anganwadi*) supervisor. However, when we interviewed the *Gram Sevak* of Warwat Khanderao, he did not rely on the ICDS records. He does not trust its accuracy since these records are merely informal for operational use. With regard to the birth records, for example, the *Gram Sevak* suggested that registers in the Civil Registration System (CRS) are formal records and that they should cover births of all the children in the village because birth certificates are required for school admissions. However, primary school teachers in the same village said that they accepted birth certificates of the CRS, say, for only about 10% of school enrolments.<sup>17</sup> According to a primary school teacher, parents can use many documents to confirm the date of birth of their child at the time of the enrolment such as the ICDS (*Anganwadi*) record, pre- and post-natal vaccination records of parents and children.

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<sup>17</sup> Jun-ichi Okabe and V. Surjit, ‘Village-Level Birth Records: A Case Study’ *Review of Agrarian Studies*, Vol. 2, No. 1, January-June, 2012, p. 81.

If nothing is available, the school records the date of birth as reported by parents.<sup>18</sup> This misunderstanding of the *Gram Sevak* also suggests a lack of coordination among GP, ICDS (*Anganwadi*) workers and primary school teachers. There are few data-sharing mechanisms in Maharashtra, as pointed out by the Expert Committee on BSLLD.<sup>19</sup> Nevertheless, as will be seen in §5-3-2, the ICDS Child register is still more accurate than birth records in the CRS.

Apart from administrative problems of coordination between GP and ICDS, we found that the quality of ICDS records on Muslims is not as good as records on Hindus in Warwat Khanderao. The *Anganwadi* worker and the teacher of Zilla Parishad Urdu Primary School said that all Muslim children in Warwat Khanderao are treated the same as Hindu children; all children of the village are included in the ICDS registers. However, as will be seen in §2 of Chapter 5, there are inaccuracies in the records of Muslim people. There is no standard Romanisation of Hindi/Marathi script. There are also entry errors and spelling mistakes. Nicknames instead of given names are sometimes used for children. In addition, the *Anganwadi* worker, a Buddhist woman, did not seem to know much about the Muslim community. When we asked her about discrepancies on the ICDS child register, she needed help from a Muslim woman of the Mahila Sabha. The teacher of Zilla Parishad Urdu Primary School said that they applied for separate ICDS (*Anganwadi*) centres a long time ago but it was not sanctioned because there were so few Muslim children in the village. We interviewed five Muslim households who did not send their children to *Anganwadi* for pre-school. The households are located far from the ICDS centre. The families reported that they do not send their children because, the ICDS centre is far away, because the ICDS (*Anganwadi*) worker does not come to collect the children, because the family members do not have time to drop the children at the ICDS centre, and because the children often go to the closer Urdu school where they can eat with their older siblings. All the students of Zilla Parishad Urdu Primary School also go to Madrasa, namely, Ziya-ul-Quraan in the morning and the evening to learn the Arbi language. This situation may also affect the coverage and accuracy of records collected by the ICDS (*Anganwadi*) workers.

(West Bengal)

The ICDS was initiated in Raina I in 1984. The ICDS centre at Bidyanidhi village was established in 1999. Prior to that, a single ICDS centre catered to both Bidyanidhi and Birampur villages. The ICDS centre at Bidyanidhi was a detached pucca building. At present, there are 18 ICDS centres in Raina GP. The Women, Child Development and Social Welfare sub-committee (*Upa-Samiti*) of the GP deals with various matters on ICDS.

In West Bengal, there is a comprehensive institutional coordination mechanism between GP and ICDS. The arrangement for the regular meeting of the GP level

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<sup>18</sup> Interview at the village primary school on April 26, 2014.

<sup>19</sup> Central Statistical Organisation (2006), p. 25.

functionaries, known as “Fourth Saturday Meeting” has been institutionalized.<sup>20</sup> For public health activities, the members of the sub-committee on Education and Public Health in each GP along with representatives of the Health and Family Welfare Department and field-level functionaries of the ICDS centres of the Women & Child Development and Social Welfare Department along with representatives of SHGs meet on every fourth Saturday of the month. The meeting reviews delivery of public health services like immunization, pre- and post-natal services, registration of births and deaths, and children’s nutritional status, with participation of officials of those Departments. Public health services delivered by the panchayat such as water supply and sanitation are also reviewed. Important events like deaths of children and pregnant women, and outbreaks of disease are also monitored and discussed for possible preventive measures or drawing attention of higher-level officials. This meeting is a platform for convergence of the activities related to the SHGs and PRIs.<sup>21</sup>

In Raina, the Block Health Centre, ICDS centre and the GP form an interlinked health and child care system. The Fourth Saturday Meeting is held at the GP office with the ICDS supervisor, the ANM and health supervisor and Panchayat officials. A monthly data sheet is prepared, recording the number of births and deaths, cases of morbidity, status of sanitation and drinking water supply for the GP. This monthly data sheet is on public display at the GP office. On the first Saturday of the month the liaison officers submit the data sheet to their Departments.

This interlinked health and child care system among the GP, ICDS centre, and Block Health Centre makes data sharing among these agencies possible. For example, at the Fourth Saturday Meeting at the GP, data on institutional births are collected from health department officials and the number of children born at home is collected from the ICDS (*Anganwadi*) worker. The information is combined and compiled at the GP office to prepare the monthly chart. There is no such formal data-sharing mechanism at the Warwat Khanderao GP in Maharashtra.

As will be seen in §2 of Chapter 5, the quality of ICDS registers in Bidyanidhi village is remarkably good.<sup>22</sup> The data-sharing mechanism may make it possible to check the reliability of data from different sources.<sup>23</sup>

According to the Child Development Project Officer (CDPO) at Raina-I Block, the Education and Health Department uses ICDS data. The Panchayat also used information

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<sup>20</sup> Panchayats and Rural Development, Government of West Bengal, *Annual Administrative Report 2007-08*, pp. 48-49 and *Annual Administrative Report 2006-07*, p. 49.

<sup>21</sup> According to the activity mapping, convergence of ICDS activities belongs to the function assigned to GP.

<sup>22</sup> According to the CDPO at Raina-I Block, “In 95 per cent cases the anganwadi registers are accurate. The ICDS supervisors and the CDPO check the registers regularly. The ICDS supervisors have to submit a monthly progress report with the CDPO. Any sporadic changes and inconsistencies noticed in these reports are cross-checked.” (Interview on September 14, 2009)

<sup>23</sup> Bakshi, A. and Okabe, J. (2011), p. 26.

from ICDS (*Anganwadi*) workers to identify beneficiaries for sanitation programme.<sup>24</sup>

While the National Statistical Commission stated that the CRS has the potential to provide estimates of vital events at the local level,<sup>25</sup> panchayat officials in Raina said that the registers maintained by ICDS (*Anganwadi*) workers are the most reliable of these sources.

#### 4-3-3-2 Village school registers

Subject 17: “Education, including primary and secondary schools” is the functional domain of PRIs in the Schedule XI of the Constitution. Therefore, panchayats should share information with schools to coordinate matters of concern.

The school maintains regular school registers on attendance and performance of each student and registers for staff, accounts and stocks (inventories like chairs, tables etc.). Furthermore, the primary school maintains a register of all children in the village.

(Maharashtra)

In Maharashtra the primary and secondary education was entrusted to PRIs. Before 2008, the Gram Siksha Committee was a sub-committee of the GP, keeping *Sarpanch* as the president. However, under the Right to Education Act, 2009, only parents of students enrolled in the school can serve as president of the School Management Committee. One member of the GP and an *Anganwadi* worker also sit on the School Management Committee.<sup>26</sup> Since then, the Gram Shiksha Committee has been scrapped. According to the *Sarpanch* of Warwat Khanderao, improving the infrastructure of schools had been a responsibility of the GP until 2010, but it has now been given to the School Management Committee. In this respect, authority over primary and secondary education was taken away from the GP.

There are one Urdu primary school, one Marathi upper primary school and one Marathi secondary school in Warwat Khanderao GP.

Marathi upper primary school offers instruction to class 7 and maintains the school register. It has seven class rooms, seven teachers and two helpers for cooking. It has separate toilets for boys and girls. Total enrolment in the school in 2008 academic year was 101 for the primary school (for I-IV standard) and 84 for the middle school (for V-VII standards). Out of 101 students in the primary school, 27 were of Scheduled Caste (SC) families, 23 of Notified Tribal, 31 of Other Backward Classes (OBCs), and 20 of General.

Apart from the Marathi school, there is one Urdu primary school (Zilla Parishad Urdu Primary School, Warwat Khanderao) that teaches the I-IV standard students of Muslim families. The Zilla Parishad Urdu Primary School maintains the same school register format as the Marathi school. Students who want to continue their study in Urdu medium

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<sup>24</sup> Interview with CDPO at Raina-I Block on September 14, 2009.

<sup>25</sup> National Statistical Commission (2001), para 2.7.8.

<sup>26</sup> Half of total members of the School Management Committee must be female. [Interview at the village primary school in November, 2013.]

after class IV go to Zilla Parishad Urdu School, Patuda (for V-VII standards) and for further study they go to a private school either in Patuda or in Shegaon. All the Muslim students in the village go to Madrassa -- Ziya-ul-Quraan -- in the morning from 7:00 to 8:00, and in the evening from 17:30 to 18:30. They learn Arbi language there.

The (Marathi upper primary) school also maintains a register of all children in the age group of 0 to 18 years based on an annual house-to-house enquiry. Information in the register is updated every year. The survey is conducted between January and April. The school authority sends somebody (though they do not use any card to inform parents) to the household to ask parents to send their child when the child becomes 6 years old.

The school authority does not consult registers of ICDS (*Anganwadi*) for any purpose but sometimes the school will accept the help of an ICDS (*Anganwadi*) worker to conduct the survey. They do not share data and does not do a consistency check with ICDS data.

(West Bengal)

Responsibility of providing education rests with not PRIs but with the School Education Department. A GP in West Bengal has an Education and Public Health sub-committee (*Upa-Samiti*), to do this. However, the Village Education Committee (equivalent to the School Management Committee in Maharashtra) monitors schools.

There are nine government primary schools, including one Muslim school, three private primary schools, one secondary school and one higher secondary school in the area of Raina GP. In Bidyanidhi there is one village primary school. The school maintains the school register. The school has four classes (Standards I to IV), two classrooms and two teachers. Total enrolment in the school was 40 in the 2008 academic year.

Apart from the village primary schools, there are three private primary schools (Classes Nursery to IV) in this area of the Raina GP. According to panchayat officials, some children from well-off families are sent to the private schools only because these schools teach English better than the village schools. Panchayats know of these schools but do not collect any data about them.

The school also maintains a register of all children in the village up to the age of 13 based on an annual house-to-house enquiry conducted by the school teachers. The survey is generally conducted between November and December. In that child register, a separate sheet is allotted for each household with children aged 13 years and below. If more than one child is in the household, all are recorded in the same sheet. Each year the child's enrolment status is updated, even when the child is not enrolled in the village primary school or ICDS Centre. When a child attains the age of five, a green card is sent to the parents to notify them that the child can be admitted to school in the next academic session.

The teacher at Bidyanidhi Primary School informed us that though they prepare this register independently, the ICDS (*Anganwadi*) workers help them with the preparation of the register.

#### 4-3-3-3 Records at the Primary Health Centre

(Maharashtra)

In Maharashtra, the function of “Medical and Public Health” was assigned to GPs under the Bombay Village Panchayat Act, 1958. However, there is no Primary Health Centre (PHC) or any other medical facility within the geographical boundaries of Warwat Khanderao GP. Warwat Khanderao GP is served by Kalamkhed primary health sub-centre of Pathurda PHC. The geographical boundaries of the block and the boundaries of served by the PHC are not similar in this case.

The Pathurda PHC serves the total population of around 30,000. There are four sub-centres under the PHC, and three villages served directly by the PHC. The Kalamkhed sub-centre caters to a population of approximately 3,730.

The Auxilliary Nurse and Midwife (ANM) and Accredited Social Health Activists (ASHA) visit the village periodically. The ASHA has to fill up a monthly report to the PHC, where she has to record the number of cases of various types of illnesses (such as tuberculosis, leprosy, sickle cell anaemia, dengue, HIV affected pregnant mothers, diarrhea) and cases of vaccinations in her area. A meeting is held in the PHC on the 27th of every month, which is attended by all health officials and ASHAs. Health data on all villages are consolidated at the PHC level in a specified format in this meeting. The consolidated form is sent to the block office on the 30th of every month. The block consolidates the records of every PHC under its jurisdiction and sends it to the district on the 2nd of the month.<sup>27</sup>

(West Bengal)

In West Bengal, the PRIs were given the responsibility for managing all the physical assets of the Block Primary Health Centers (BPHCs), PHCs and Sub-Centres by the Health and Family Welfare Department in 2005.<sup>28</sup> The function to assist in supervision and maintenance of Sub-Centres is devolved to GPs according to the Activity Mapping.

The administrative jurisdictions of the Block Primary Health Centres (BPHCs) and Sub-Centres are different from those of the Panchayats. There are 26 Primary Health Sub-Centres in Raina I Block, and two in Raina GP. Each Sub-Centre serves a population of 5,000 to 10,000. There is one ANM per Sub-Centre and one health supervisor per GP.

Each Sub-Centre has to send to the block office details of all activities of the sub-Centre, details of births and deaths, treated cases of different diseases, vaccinations, birth control and the like according to a prescribed format every month.<sup>29</sup>

As described above, the BPHC, ICDS centre and the Panchayat come together at

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<sup>27</sup> Interview with Health Supervisor of Pathurda PHC in February 17-23, 2014.

<sup>28</sup> Panchayats and Rural Development, Government of West Bengal, *Annual Administrative Report 2005-06*, pp. 14-15.

<sup>29</sup> Interview with Medical Officer of Raina I BPHC in August 28-29, 2008.

the Fourth Saturday Meeting. The ANM and health supervisor attend the meeting as representatives of the Health & Family Welfare Department. On the basis of this interlinked health and child care system, data sharing with the GP and the ICDS centre is possible, and can also improve the quality of data from the PHCs. The monthly data sheet is on public display at the GP office. On the first Saturday of the month the data sheet is submitted to the Health & Family Welfare Department.

#### 4-3-3-4 Land Records at Patwari Office or Block Land and Land Reform Office

Maharashtra and West Bengal are located in different regions in terms of village land records. As mentioned before, Maharashtra is the erstwhile temporarily settled or ryotwari areas that are cadastrally surveyed and where the land revenue agency (commonly known as *patwari* agency) annually compiles and updates village-level land records. Records on land use, tenure and agriculture were an integral part of the revenue system in Maharashtra. West Bengal is the erstwhile permanently settled or zamindari areas that are cadastrally surveyed but where there is no *patwari* agency at the village level for collection and annual revision of land records.

(Maharashtra)

The area of *patwari's* revenue village is identical to the area of GP in Warwat Khanderao. The jurisdiction of the BDO is the block. Block (or community development block) is the geographical unit for development administration. The jurisdiction of the tehsildar is the tehsil, which is the geographical unit for revenue administration. The two units are not the same, though they overlap considerably. Warwat Khanderao village is in Sangrampur Tehsil and Pathurda block.

*Patwari (Talati)* and *Tehsildar* belong to a separate decision-making system, still independently of the PRI set up. Authority at the village to collect land revenue is given to *patwari* by the Revenue Department of the State. The line of reporting below the State is from village-level officer (*patwari*, or *Talati*) to the Circle Officer, *Tehsildar* and District Collector.

The land measurement Department was established in 1989. The *Tehsildar*-level office conducts the land measurement. Therefore, the *patwari's* work is to maintain land records and collect land revenue on the basis of this measurement.

### Table 18-1 Land Record in Maharashtra

#### Village Form 7/12 (Record of Rights)

[Rules 3, 5, 6 and 7 of the Maharashtra Land Revenue Record of Rights (Preparation and Maintenance) Rules, 1971]

Village\_\_\_\_\_

Taluka\_\_\_\_\_

Survey No/Gat No.	Division of Survey No/Gat Number.	Tenure (□□ □□ □□ □□□□ □□)	Name of the occupant	Account Number (□□□□ □□□□□□□)
				Name of the Tenant
Local land Name				Rent
				Rs
				P.
Cultivable Area	Ha.	R		Boundary and land survey symbol
_____	□□			
_____				
_____				
Total				
Uncultivable Land				
Class A				
Class B				
Total				
Assessment	Rs.	P.		
Judi or special assessment				

**Village Form 7/12 (Crop Record)**

Year	Seasons	Details of Area under Crop									Non-cultivating Available Land		Irrigated Equipment	Name of occupant	Remark
		Details of Area under Mixed Crop			Details of Area under Unmixed Crop			Nature	Area						
		Mixed	Irrigated	Non-Irrigated	Areas under Decline Crop										
Crop	Irriga				Non-Irriga	Crop name	Irrigated	Non-Irrigated							
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
			H. R	H. R		H. R	H. R		H. R	H. R		H. R			

*Patwari's* main land records are maintained in Form no. 7 (*Naavn namuna saat*) and Form no. 12 (*Naavn namuna barah*) as shown in Table 18-1.<sup>30</sup> The records of sale and purchase of the land are kept in Form no. 6 (*Ferfaranchi Nond Wahi*) (*Ferfar Patra*). These land records are documented in terms of plot and, unlike those in West Bengal, they are documented not in terms of holder. Plot numbers in the cadastral map were given in 1978. The plot-wide land record is a list of plots maintained with the plot number (“survey number”). As shown in Table 18-1, a wide range of items for each plot number, including the land uses, is recorded in this land record.

According to the *patwari* of Warwat Khanderao, land records have no information on tenants. Regardless of whether the land is leased or cultivated by the landowner, the landowner's name is written in the column for tenancy. Landowners do not report tenancy because they fear that the tenants may claim ownership of land. Therefore, land records in Warwat Khanderao are in principle land records for ownership holdings and not for operational holdings. It is almost impossible to generate operational holdings records from them.

There is no official record re-tabulated in terms of land holder. That is to say, there is no official list of landowners (“occupants”) with information on their plots which are scattered everywhere. In other words, there is no official record classified according to the survey numbers held by a landowner. The *patwari* keeps such a list for his operational convenience, apart from his official plot-wise land records. Even though he has such a non-official holder-wise list for his operational use, he has no record of lands located outside this revenue village and owned by the residents of this village.

The information is to be updated seasonally by the *patwari* in *girdawari* (a complete enumeration of all survey numbers, which is made in every village during each crop season to compile land use, irrigation and crop area statistics). However, this does not mean that the records are completely up to date and accurate. Under the scheme for Improvement of Crop Statistics (ICS), the NSSO revealed a considerable negligence in carrying out the *girdawari*.<sup>31</sup>

The *Tehsil*-level land records are computerised but the village-level records in Sangrampur *Tehsil* are not. The computerisation started in August, 2011.

The land revenue is collected on very old rates. The rates for levying are the same as before Independence in 1947. The revenue collected is divided between the *Zilla Parishad* (ZP), the Revenue Department and the GP. If the total land revenue is collected Rs. 9, out of

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<sup>30</sup> Basic data of Agricultural Census for the erstwhile temporarily settled State is compiled through retabulation of information available in the village land records. [Ministry of Agriculture, Government of India, *Agricultural Census 2005-06: Manual of Schedules and Instructions for Data Collection (Land Record States)*, pp. 7-8 and p. 17. <[http://agcensus.nic.in/report/ac\\_lr\\_200506.pdf](http://agcensus.nic.in/report/ac_lr_200506.pdf)> Retrieved on 30 November 2014.]

<sup>31</sup> National Statistical Commission (2001), para. 4.2.6-4.2.12. Under the ICS scheme, an independent agency of supervisors carries out a physical verification of the *patwari's girdawari* in a sub-sample of the TRS sample villages and makes an assessment of discrepancies between the supervisor's and *patwari's* crop area entries in the sample clusters. The ICS results for the four years ending 1998-99 shows that percentage survey numbers in which crop entries by the supervisor and the *patwari* tally with each other is around 60-70% in all India and around 40% in Maharashtra, despite the *patwari* being aware that his work will be subjected to technical supervision.

that Rs. 2 are given to the Revenue Department, Rs. 2 to the GP, and Rs. 5 are given to Zilla Parishad. *Patwari* deposits the collected tax to the Revenue Department and the Revenue Department divides the amount and sends to the District Collector, who gives it to the GP, Revenue Department and ZP.

According to the *patwari*, the land record is still used for land reforms. No land has been acquired in the village under the land ceiling acts. The ceiling for irrigated land is 24 acres and for unirrigated land it is 52 acres. Thirteen households of the Warwat Khanderao village have been allotted some land, as the Government has 75 acres of land in this village.

In addition to the revenue administrative duties, *patwari* reports to *Tehsildar* and District Collector about all political happenings, outbreaks of epidemics, suicides, floods and other natural calamities in the village. *Patwari* also supervises the village elections. A hierarchy of revenue officials—*patwari*, *Tehsildar* and District Collector under the Revenue Department—has extensive administrative powers in Maharashtra. Unlike West Bengal, where the administrative duties of the Block level Land and Land Reform Officer (BLLRO) are restricted to land reforms and land revenues, the *Tehsildars* in Maharashtra wield greater administrative powers. The hierarchy of revenue officials generally helps the officers of other departments in the execution of their duties.

Originally, in the Village List of the Bombay Village Panchayat Act 1958, “Maintenance of village records relating to land revenue in such manner and in such form as may be prescribed from time to time by or under any law relating to land revenue” has been provided as the subjects of activities to be devolved to GPs. Therefore, it is statutorily possible for GPs in Maharashtra to intervene in the maintenance of land records to correct and update data not only regarding seasonal land use but also regarding landowner-tenant relations. Besides, under the Bombay Village Panchayat Act 1958 as amended in 2003, *Gram Sabha* in Maharashtra has been given disciplinary control over government and semi-government employees working in the village. The *patwari* is obviously one of the government employees working in the village. Therefore, during the transition to the constitutional devolution, GPs should be able to share information with *patwari* and coordinate various matters using land records.

(West Bengal)

Land records are also maintained in West Bengal. Although West Bengal has no primary reporting agency like *patwari* at the village level, the Block Land and Land Reform Office (BLLRO) and village-level Revenue Inspector (R.I.) maintain land records for villages in the block. The Land and Land Reforms Department of the State Government is responsible for the BLLROs and their land records. The PRIs in West Bengal do not have authority over the land records. The PRI simply facilitates the selection of land reform beneficiaries.

The BLLRO has a dual land recording system; it has both the land register recorded in terms of holder and the land register recorded in terms of plot. As shown in Table 18-2, a page in the register is allotted for each landowner where all of that landowner’s

holdings within the jurisdiction of the block are listed. Besides this holder-wide land register, there is a list of each plot with plot number in the cadastral map. Unlike the land records in Maharashtra, core part of land records of the BLLRO is the holder-wide record. Descriptions of land are the plot number, classification (land use classification), total and each plot area, share of plot owned by the holder. There is no column for information on seasonal land use. Therefore, the range of information recorded by the BLLRO is limited and not comprehensive. Records are updated only at the request of the landowner. Ordinarily, the records are not regularly updated.<sup>32</sup>

The Land and Land Reform Department is computerising all land records. The records at Raina are being digitised, though manual records are also kept.

**Table 18-2 Land Record in West Bengal**

District:

Mouza:

Register no:

Police Station:

J. L. No:

Name and address of ryot	Description of title deed	Land Revenue	Cess				
			Road	Local body	Education	Rural employment	Rural employment surcharge
1	2	3	4a	4b	4c	4d	4e

Description of land									
Plot no.	Classification	Comments	Total Plot Area		Share of plot owned by the holder	Area of the share owned by the holder			
			Acres	Decimal		Acres	Decimal	Hectare	Acre
5	6	7	8a	8b	9	10a	10b	10c	10d
Total no. of plots:			Total area:						

<sup>32</sup> Basic data (i.e. sample frame) of Agricultural Census for the erstwhile permanently settled State is collected through a complete listing by house-to-house enquiry about operational holders in at least 20% of villages selected by simple random sampling method from each stratum. Thus, the Agricultural Census in West Bengal does not rely on land records of the BLLRO at all. See Ministry of Agriculture, Government of India, *Agricultural Census 2005-06: Manual of Schedules and Instructions for Data Collection (Non-Land Record States)*, p. 2. <[http://agcensus.nic.in/report/ac\\_nlr\\_200506.pdf](http://agcensus.nic.in/report/ac_nlr_200506.pdf)> Retrieved on 30 November 2014.

Holder-wise land register is more appropriate than plot-wise land register to find excess of the ceiling limit of individual holders. According to the BLLRO officer at Raina I Block, these records are used for land reform. All lands in excess of the ceiling limit of individual holders are declared vested to the Government by the Land and Land Reform Office. In determining the ceiling surplus land, the BLLRO often collaborate with adjoining block offices to assess individual's total holdings. This is because, holders may own land in more than one block, while each block office maintains registers on land holdings just within the block. The allocation of vested land to land reform beneficiaries is decided by a five-member committee consisting of the Block Development Officer (BDO), the BLLRO officer, Chairman of Panchayat Samity, Member of Legislative Assembly (MLA), *Krishbi Karmadhakshya* (secretary for agriculture and related matters) of the *Panchayat Samiti* (PS).

#### *4-3-3-5 Others*

GPs can access to data on livestock and fisheries from the respective Departments if required. It was found that though PRIs have authority over khadi and cottage industries, the GPs do not have any authority over such industries other than collection of certain taxes and fees. The licenses are granted by *Panchayat Samiti* (PS) or *Zilla Parishad* (ZP). Data from the Industrial Development Office (IDO) are not available with the GP.

#### *4-3-4 Census-type survey organised by Central or State governments*

##### *4-3-4-1 BPL Census*

The Ministry of Rural Development (MoRD) of the Central Government conducted the Below Poverty Line (BPL) Census 2002 (also referred to as Rural Household Survey [RHS] in West Bengal) through the State governments. This is a nationwide census-type survey conducted in rural India. The objective of this Census is to identify households below the poverty line in villages at the beginning of the plan period for selection of beneficiaries for poverty alleviation schemes. The BPL Census 2002 sought to grade the relative deprivation of households on 13 indicators on a scale of 1 to 5. In West Bengal, 12 indicators were used for the Rural Household Survey. Households obtaining the lowest scores in the 13 (or 12) indicators in the survey are identified as being below poverty line such that the total number of BPL households in the village corresponds with the number estimated by the Planning Commission.

The identification and selection of beneficiaries for distribution of BPL Cards under the public distribution system are based on the BPL survey list. Beneficiaries of Centrally Sponsored Schemes such as Indira Awas Yojana (IAY), Indira Gandhi National Old Age Pension Scheme (IGNOAPS), and National Family Benefit Scheme (NFBS) are also selected from the BPL survey list.

The household questionnaire had two parts: Section A for basic household information, and Section B for 13 (or 12) "scoring parameters" to grade the relative deprivation of each household. Section A contains (a) profile of each household member

(name, age, sex, relation to head of household, educational status), (b) average monthly income of the household in Rupees, (c) type of operational holding of land (owner, tenant, both owner and tenant, none), (d) drinking water facility (no source of drinking water within distance of 1.6 kilometre, source of drinking water at a distance of 1.00-1.59 kilometre, 0.50-0.99 kilometre, less than 0.50 kilometre, source available within the house), (e) social group of the household (ST, SC, OBC, Others). Section B contains items for 13 parameters: (1) size group of operational holding of land, (2) type of house, (3) average availability of normal wear clothing (per person in pieces), (4) food security, (5) sanitation, (6) ownership of consumer durables, (7) literacy status of the most literate adult, (8) status of the household labour force, (9) means of livelihood, (10) status of children (5-14 years), (11) type of indebtedness, (12) reason for migration from household, (13) preference of Assistance.<sup>33</sup>

The BPL Census 2002 has been widely criticised by the rural poor and their organisations, and by scholars. Sundaram (2003), Jain (2004), Himanshu (2008) and Usami (2010)<sup>34</sup> evaluated the methodology of the BPL Census 2002 household identification. Even the expert group set up by the MoRD admitted that the errors of exclusion and inclusion in the BPL Census 2002 household identification remained above acceptable limits.<sup>35</sup>

Notwithstanding widespread discontent with the “scoring parameters” to identify the BPL households, the coverage for APL/BPL household members in the BPL census is not very bad, as will be seen in §5-3-1. Besides, the household database captured through the survey was digitised so that it was used for a variety of other purposes. This database will assist not only in producing statistics but also in identifying each and every rural household by name of the head of the household or by a uniquely generated household code. It can help in generating a list of households which match a set of combination of parameters. In

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<sup>33</sup> Out of 13 parameters in the BPL Census 2002, parameter (5) *sanitation* was not used and instead of (13) *preference of Assistance*, another parameter, ‘special kind of disability’ was used in the Rural Household Survey (RHS) of West Bengal. Some other parameters are also a little modified. Twelve parameters used in the RHS of West Bengal were independently defined as follows: (1) Effective landholding of the family (together with land cultivated as registered Barga holder), (2) Nature of dwelling house, (3) Number of garments per member, (4) Food security, (5) Ownership of consumer items— Cycle, Radio, TV, Electric Fan, Pressure Cooker, (6) Educational status (of the most educated member of the family), (7) Earning capability status, (8) Means of livelihood, (9) Educational status of children of 9-14 years (Highest to be considered for more than one child), (10) Type of loan, (11) Reason for going out of the village for employment of the principal earner of the family, (12) Special kind of disability.

<sup>34</sup> Sundaram, K., “On Identification of House- holds Below Poverty Line in BPL Census 2002: Some Comments on the Proposed Methodology”, *Economic & Political Weekly*, March 1, 2003.

Jain Sachin Kumar, “Identification of the Poor Flaws in Government Surveys,” *Economic & Political Weekly*, November 20, 2004.

Himanshu, “What Are These New Poverty Estimates and What Do They Imply?,” *Economic & Political Weekly*, October 25, 2008.

Usami Yoshifumi, Ramachandran V. K., and Sarkar Biplab, ‘Are the Results of BPL Census 2002 Reliable?’, International Conference on Environment, Agriculture and Socio-economic Change in Rural India, Kyungpook National University Daegu, Republic of Korea March 29-30, 2010 <[http://www.agrarianstudies.org/UserFiles/File/Usami\\_Biplab\\_Ramachandran\\_Reliability\\_of\\_BPL\\_Census1.pdf#search=BPL+census+2002](http://www.agrarianstudies.org/UserFiles/File/Usami_Biplab_Ramachandran_Reliability_of_BPL_Census1.pdf#search=BPL+census+2002)> Retrieved on 30 November 2014.

<sup>35</sup> Government of India, Ministry of Rural Development, *Report of the Expert Group to advise the Ministry of Rural Development on the Methodology for Conducting the Below Poverty Line (BPL) Census for 11th Five Year Plan*, 2009, p. 20.

fact, the Panchayats and Rural Development Department of the West Bengal noted that the household database has been helpful by:

- i) helping the Panchayati Raj Institutions or the district authority to prepare a list of all the rural households and their socioeconomic status;
- ii) identifying and generating a list of socially vulnerable families;
- iii) generating a list of potential beneficiaries for Government and PRI sponsored programmes;
- iv) producing GIS maps for grass root level planning for economic development and social justice;
- v) making socioeconomic scenarios available to the civil society for a more accurate social audit.

The Panchayats and Rural Development Department of the West Bengal notes that “for example, if one likes to identify the landless families who have to migrate for casual work for a particular Gram Panchayat, one may easily generate such list” and “similarly, any one wants to get an idea about the housing condition of a particular area, it will be possible to have the same from this database in figures, tabular presentation and can also identify households in each of such categories”.<sup>36</sup>

Therefore, the MoRD has made the BPL Census 2002 database available on its website even to GP officials and *Gram Sabha* members.<sup>37</sup>

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<sup>36</sup> Panchayats and Rural Development Department, Government of West Bengal, *Annual Administrative Report 2007-08*, pp. 123-125.

<sup>37</sup> See <<http://bpl.nic.in/index.php?bpl=Y>>

RHS-Household Information : Query By Design View

District : JALPAIGURI (07) Block : METIALI (06)

Gram Panchayat : 02-INDONG-MATIALI  
Mouza :  
Sansad :  
Gram :  
RHS ID :  
Head of Family :

P11-Migration Nature = 1  
add to Filter AND to Filter OR to Filter  
P1 = 1 AND P11 = 1  
Order by : Clear Filter

Scheme Advantage :  IAY/PMGY(GA)  NOAPS  NFBS  JSY  Annapurna  Antyoday  Pension (others)  
 NREGA  SHG (SGSY)  SHG Membership  SC/ST Scholarship  Minority Dev.

Generate Print Preview Details Clear 54 Record(s) Found

RHS ID	NAME	P1	P2	P3	P4	P5	P6	P7	P8	P9	P10	P11	P12	Total
WB-07-006-002-001/117...	DIPU ROUTH	1	2	3	4	3	2	4	5	1	5	1	5	36
WB-07-006-002-002/7898	RINA ORAON	1	5	3	4	2	2	1	3	1	2	1	5	30
WB-07-006-002-003/130...	NILU ORAON	1	2	1	2	1	3	4	1	1	1	1	5	23
WB-07-006-002-003/133...	ADASH ORAON	1	2	2	2	1	3	4	1	5	1	1	5	28
WB-07-006-002-007/304...	MANGRI MAHATO ORAON	1	4	3	3	2	2	5	4	1	1	1	5	32
WB-07-006-002-007/304...	RAJEET ORAON	1	4	3	3	3	4	4	4	5	5	1	5	42
WB-07-006-002-007/304...	MANGRI ORAON	1	4	3	3	3	2	4	4	4	5	1	3	37
WB-07-006-002-007/304...	SANCHAR KHARIA	1	4	3	3	2	4	4	4	1	5	1	3	35
WB-07-006-002-007/304...	JURA MUNDA	1	4	3	3	3	4	4	4	1	1	1	3	32
WB-07-006-002-007/304...	BUDHNI KHARIA	1	4	3	3	2	4	4	4	2	5	1	3	36
WB-07-006-002-007/304...	PREMNATH NAIK	1	4	3	3	2	3	4	3	4	5	1	3	36
WB-07-006-002-007/304...	ANUP ORAON	1	4	2	2	3	2	4	1	2	1	1	3	26
WB-07-006-002-007/304...	PUSO CHIK BARAIK	1	4	3	4	2	2	4	4	3	1	1	5	34
WB-07-006-002-007/304...	AITO ORAON	1	4	3	3	4	3	4	4	5	5	1	3	40
WB-07-006-002-007/304...	SANCHARWA ORAON	1	4	2	4	2	2	2	1	3	1	1	5	28
WB-07-006-002-007/305	AMUSH KHARIA	1	4	3	3	2	2	4	4	4	5	1	3	36

View :  RHS ID  Head of Family  Father/Husband  Family Member  Social Group  Gram  Sansad  Total Score  
 P1  P2  P3  P4  P5  P6  P7  P8  P9  P10  P11  P12  Scheme

Developed by Department of Panchayats & Rural Development, Government of West Bengal

Source: Panchayats and Rural Development Department, Government of West Bengal, *Annual Administrative Report 2007-08*, p. 124.

(Maharashtra)

BPL Census 2002 was conducted in June 2003 in Warwat Khanderao. Without consulting with the GP, the BDO appointed a primary school teacher in Warwat Khanderao as an enumerator; he completed the task alone. Eventually suspicions arose among residents that some poor households had been excluded from the list and some non-poor households had been included. That suspicion caused widespread discontent with the BPL list generated from this survey.

In 2006, *Gram Sevak* of Warwat Khanderao repeated the house-to-house re-survey to revise the BPL list. However, as was the case in Raina, only some of the discrepancies were corrected but most of them were now.

The filled up schedules collected from all APL/BPL households and the amended BPL list were available at the Warwat Khanderao GP office and on the website of the MoRD. This database includes not only list of the households but also a list of members of each household.

Yoshifumi Usami, Biplab Sarkar, and V. K. Ramachandran (2010) made an assessment of the quality of BPL list generated from the BPL Census in Warwat Khanderao. The assessment was made by matching some of the parameters in the BPL census with

equivalent data collected through the census-type household surveys conducted by the Foundation for Agrarian Studies (FAS). As a result of the assessment, they found that the BPL list generated from the BPL Census was not accurate. The GP officials' dissatisfaction with this survey was therefore justified.<sup>38</sup>

(West Bengal)

BPL Census 2002 was conducted in Raina in 2005 as the Rural Household Survey (RHS).

There was similar discontent in the Raina GP with the BPL list generated from this survey. Therefore, as mentioned in §4-3-2, the officials of Raina GP had to conduct an independent alternative census-type survey for all households in the GP area and collect information on the same parameters as the Rural Household Survey.

The filled up schedules collected from all APL/BPL households and the amended BPL list were available at the Raina GP office. However, the database for Bidyanidhi village does not have the full list of members of each household. Of the 151 households listed in the RHS database, information on household members is available only for 17.

We also obtained database available on the website of the MoRD, and made an assessment of the quality of BPL list generated from the RHS in Bidyanidhi village. The assessment was made by matching the RHS data on some of the parameters with data collected through the census-type household surveys conducted by the Foundation for Agrarian Studies (FAS). As a result, we again found that the BPL list generated from the RHS seemed inaccurate and that the dissatisfaction with this survey among the GP officials was justified.<sup>39</sup>

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<sup>38</sup> Yoshifumi Usami, Biplab Sarkar, and V. K. Ramachandran (2010).

<sup>39</sup> Bakshi, A. and Okabe, J. (2011), pp. 21-22. The two data sets, that is, the RHS data and the FAS data would be roughly comparable since both the surveys were conducted in the same year. There were 36 households in the BPL list of which 32 households could be found in the FAS survey list. Our analysis is restricted to these 32 households. The result of our analysis is as follows:

*Female headed households* – A household headed by a woman was considered as a “special kind of disability” (P12) in the RHS. Of the 32 households, 12 were female-headed according to the RHS. We found that seven of these households were not actually female-headed households. In two households the wives were reported as the head of the household even when the husband was present and economically active. In five cases, a widowed mother was reported as the head of the household when the actual head of the household was the working adult son.

*Landholding* – Of the 32 households only one was reported to own land in the RHS. According to our survey 12 households owned land, though the sizes of land holdings were very small and in all cases less than 1 acre.

*Literacy status of the highest literate adult* – in 13 cases the education status of the most educated member of the family in the two data sets did not match.

*Status of the household labour force* – there were some discrepancies in the two data sets. In many households adult women members were not reported to be working thus gaining higher scores for households.

*Means of livelihood* – in six cases, the means of livelihood was reported as daily/agricultural/other physical labour in the RHS whereas according to the FAS survey the household was self employed in agriculture or in some other occupation or held labour oriented regular job in unorganized sector. In two cases agricultural labour households were classified as ‘organized sector’ worker and ‘regular worker in unorganized sector’ respectively.

*Educational status of children of 9 to 14 years* – only in six of the 32 households the score assigned in the RHS matched with the FAS survey data.

Thus, the identification of BPL households using the BPL Census 2002 caused widespread discontent among the residents in both GPs. Nevertheless, the database generated from the BPL Census (or RHS) can be used not only for the BPL household identification but also for multiple purposes. Therefore, we will evaluate the BPL Census (or RHS) for such purposes in §2 of Chapter 5.

Results of the fourth BPL Census (the Socio Economic and Caste Census (SECC 2011) are forthcoming.

#### 4-3-4-2 Population Census

The Population Census is conducted every ten years. The Census of India is a Union subject under the Ministry of Home Affairs. The conduct of the Population Census is the joint work of Central and State Governments. The entire field operation, which includes house listing and population enumeration are organised through the administrative machinery of the States. For example, the enumerator of Bidyanidhi for the Census of India 2001 was a single primary school teacher. When we visited Bidyanidhi in February 2011, the ICDS (*Anganwadi*) worker was the enumerator of another village.

The Population Census data (the population enumeration data, and the houselisting and housing data) is indisputably one of the most important data sources of demographic information. It consists of details of the census house, amenities, information on households and on each household member such as sex, age, marital status, religion, mother tongue and language, SC & ST, literacy, educational level attained, characteristics of workers and non-workers, economic activity, characteristics of migration, and fertility particulars. The Rangarajan Commission stated that:<sup>40</sup>

After the 73<sup>rd</sup> and 74<sup>th</sup> constitutional amendments passed by the Parliament in 1992, the Population Census data has immense potential to serve the planning and development data needs of the *panchayati raj* institutions at the grass roots level. The process of democratic decentralisation set in motion by the above Acts of Parliament have transferred responsibility for 29 items including primary health care, primary education, family planning and minor developmental works to the elected local bodies. State Governments have begun the process of transferring funds to the *panchayati raj* Institutions and *nagar palikas* to enable them implement these activities. In this changed context, the census must respond with urgency to the data needs at the district, block, *panchayat* and village levels starting with the recently collected Census 2001 data.

Its data items in the Census of India 2011 are as follows:

#### A. Census of India 2011: Houselisting and Housing Census Schedule

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<sup>40</sup> National Statistical Commission (2001), para. 9.2.16.

Location Particulars

State/UT

District

Tahsil/Taluk/P.S./Dev. Block/Circle/Mandal

Town/Village

Ward Code No. (only for Town)

Houselisting Block No.

1. Line number

2. Building number (Municipal or local authority or census number)

3. Census house number

Predominant material of floor, wall and roof of the census house

4. Floor

5. Wall

6. Roof

9. Ascertain use of Census house

10. Condition of this census house

11. Household number

Total number of persons normally residing in this household

9. Persons

10. Males

11. Females

13. Name of the head of the household

14. Sex

15. If SC or ST or Other

16. Ownership status of this house

17. Number of dwelling rooms exclusively in possession of this household

18. Number of married couple(s) living in this household

19. Main source of drinking water

20. Availability of drinking water source

21. Main source of lighting

22. Latrine within the premises

23. Type of latrine facility

24. Waste water outlet connected to

25. Bathing facility available within the premises

26. Availability of kitchen

27. Fuel used for cooking

28. Radio/Transistor

29. Television

30. Computer/Laptop

31. Telephone/Mobile phone

32. Bicycle
33. Scooter/ Motor Cycle/ Moped
34. Car/ Jeep/ Van
35. Availing Banking Services

B. Census of India 2011: Household Schedule

1. Name of the person
  2. Relationship to head
  3. Sex
  4. Date of birth and Age
  5. Current marital status
  6. Age at marriage
  7. Religion
  8. Scheduled Caste (SC)/ Scheduled Tribe (ST)
  9. Disability
  10. Mother tongue
  11. Other languages known
  12. Literacy status
  13. Status of attendance in educational institution
  14. Highest educational level attained
  15. Worked any time during last year
  16. Category of economic activity
  17. Occupation
  18. Nature of industry, trade or service
  19. Class of worker
- For marginal worker or non worker
20. Non-economic activity
  21. Seeking or available for work
- For other worker
22. Travel to place of work (a) One-way distance (b) Mode of travel to place of work
  23. Birth place
  24. Place of last residence
  25. Reason for migration
  26. Duration of stay in this village/town since migration
- For currently married, widowed, divorced or separated woman
27. Children surviving
  28. Children ever born
- For currently married woman
29. Number of children born alive during last one year

The Population Census data at and above the village level is published in the District Census Handbooks. As shown in Table 15 and Table 16, accurate data on migration and employment status are not available from the village-level data source other than the Census of India. Otherwise, we have to depend on, say, brief notes in the comment column for each member of the household in the ICDS (*Anganwadi*) Village Survey Register.

**Table 19-0 Population and Number of Household as per Census of India**

	Warwat Khanderao		Bidyanidhi	
	Persons	Households	Persons	Households
Census of India 2001	1447	286	669	131
Census of India 2011	1479	316	719	162

As will be seen in Chapter 5, the Population Census data is a multi-purpose dataset that serves all the data needs I-III of the PRIs at the grass roots level. The Population Census data is obviously the core statistics for the PRIs. It is utilised for determining the seats and electoral boundaries for the Panchayat election, for formulating programme and policies, and for providing formula to calculate inter-PRIs shares for fund allocation.

However, one of the problems in the Census of India is its frequency of data collection. Since the Census data is available on decennial basis, it is available only after a gap of ten years. It cannot be updated more frequently. Furthermore, undue delay in data processing of the Census of India is a serious problem, as pointed out by the Rangarajan Commission. The final data is available at the PRI only after considerable time has passed.

Moreover, PRIs do not have access to unit-level household data from the Population Census, as it is taken as per the provisions of the Census Act, 1948, which places a legal obligation upon the public to cooperate and give truthful answers and guarantees confidentiality of their information. Information on each household from the Population Census must not be used for administrative purposes.

(Maharashtra)

Warwat Khanderao GP does not own the village-level Census data. *Gram Sevak* said it is not useful due to undue delay in the release of final results. The village level Census data are available at the BDO.

(West Bengal)

The village level Census data are available at the Raina GP with some time lag. The panchayat officials said that the Census data are fairly reliable, though the data is outdated by the time it reaches the panchayat.<sup>41</sup>

<sup>41</sup> Interview at Raina GP office in September 2008.

#### 4-3-4-3 *Livestock Census*

The Livestock Census is conducted every five years by the Ministry of Agriculture of the Central Government through the State Animal Husbandry Departments with the help of their field staff. Enumerators visit houses, enterprises and institutions to collect information about type of livestock, poultry and amount of equipment used in the animal husbandry sector. However, the census data are not aggregated according to the households and their composition. The Rangarajan Commission also noted the excessive delay in completing the census operation and long time-lag in the availability of census results.<sup>42</sup> Both Warwat Khanderao GP and Raina GP have access to the household-level data of the Livestock Census at the block level offices. However, the data are not available at the GP office.

#### 4-3-4-4 *Agricultural Census*

However, no information regarding the Agricultural Census could be found at either of the two villages in Maharashtra and West Bengal. The Agricultural Census of India has been conducted by the Ministry of Agriculture of the Central Government since 1970-71 at five yearly intervals, as a part of the World Census of Agriculture (WCA). The Agricultural Census is expected to provide detailed statistics on the structure of operational holdings and their main characteristics like number and area, land use, irrigation, tenancy and cropping pattern. Reportedly, the Agricultural Census 2005-06 covered 13,716,000 operational holdings in Maharashtra and 6,992,000 in West Bengal.<sup>43</sup> However, the Rangarajan Commission noted serious deficiencies in the Agricultural Census. One of the principal shortcomings is attributable to its method of re-tabulation of data. The Commission states that “its reliability rests on how accurate and up-to-date are the records. It is well known that the village records are deficient in several respects.”<sup>44</sup> Another issue noted by the Commission is the delay in the availability of final results. According to the commission, the time lag from the reference period can be from four to six years.

(Maharashtra)

In the erstwhile temporarily settled States, the Agricultural Census is to follow the method of re-tabulation of data from village land records.<sup>45</sup> *Patwari* system may have played a pivotal role

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<sup>42</sup> National Statistical Commission (2001), para. 4.13.3.

<sup>43</sup> Ministry of Agriculture, Government of India, *All India Report on Agriculture Census 2005-06*, p. 57.

<sup>44</sup> National Statistical Commission (2001), para. 4.9.5-4.9.7. Apart from the fact that the village records are deficient in several respects, the Rangarajan Commission points out other issues in the system of Agricultural Census as follows: “Initially, there was a fairly high-level hierarchy of officials responsible for planning and organising census operations. At the Central level there was an Agricultural Census Commissioner of India with adequate supporting staff and also a Monitoring Group under the Chairmanship of a Special Secretary. There used to be a corresponding mechanism at the State level to plan and supervise the census operations. However, over time, there has been depletion in the numbers and status of personnel in charge of the census. Apparently, the census ceased to have the same importance and priority, with the result that there has been significant erosion in the quality and timeliness of census data.” [National Statistical Commission (2001), para. 4.9.8]

<sup>45</sup> Basic data of Agricultural Census for the erstwhile temporarily settled State is compiled through retabulation of

for the re-tabulation of village land records. Nevertheless, the *patwari* of Warwat Khanderao has no idea of the Agricultural Census.<sup>46</sup> Actually, the re-tabulation of the village land records should be insignificant with a view to produce statistics of operational holdings, since land record in Maharashtra is primarily an ownership holding register, not an operational holding register. As the *patwari* of Warwat Khanderao noted, the record on tenants is considerably unreliable. That is to say, it should be not possible in Maharashtra to produce statistics of operational holdings without village-level land record on tenants.

(West Bengal)

In the erstwhile permanently settled States, the Agricultural Census is to be taken through a complete listing by house-to-house enquiry about operational holders in a 20 per cent sample of villages. The sample villages are to include all the villages selected under the scheme for Establishment of an Agency for Reporting Agricultural Statistics (EARAS).<sup>47</sup> The GP officers in Raina, however, have no idea of the Agricultural Census. According to the block level Agricultural Officer of Raina I, any data of the Agricultural Census and even data generated from the EARAS scheme are not available at the block level at present.

#### 4-3-4-5 *Economic Census*

Neither Warwat Khanderao GP nor Raina GP have access to data of the Economic Census. Block-level officers of both GPs recognise that the field operations were certainly carried out in their jurisdictions. However, no data of the Economic Census were available in the PRIs.

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information available in the village land records. "In States where comprehensive land records exist, the data on the number and area of operational holdings according to different size-classes, social groups and gender of operational holder, would be collected and compiled on complete enumeration basis through retabulation of information available in the Village Land Records. This would imply covering all the survey numbers within each village and preparing a list of 'Operational Holdings' therefrom"; "Some holdings may not be located completely within the village and they may be spread over to other villages. For preparation of a list of operational holdings, necessary matching of the part-holders scattered over more than one village has to be done"; "The most important part of the Census is the preparation of the list of operational holdings. In preparing the list of operational holdings in the village, one has to go through all the survey numbers in the basic village record, viz., 'khasra register' and/or any other equivalent local variant, and has to see whether they form part of any operational holding. One could take the khasra register as the base and classify all the survey numbers/sub-survey numbers held by an operational holder"; "For this purpose, the primary worker can make use of the basic village land records such as Khatauni, patta Register, B.1 Form, Village Form 8(A) and Crop Register, which are also known as Khasra Register/ Khasra Girdwar/ Adangal/ Village Form VII-XII/Pahani Patrak, etc.. Khatauni is a register, which gives the list of persons who own land alongwith the area owned. The concept followed in Agricultural Census is of Operational Holding and not the ownership holding." [Ministry of Agriculture, Government of India, *Agricultural Census 2005-06: Manual of Schedules and Instructions for Data Collection (Land Record States)*, p. 2, p. 3, pp. 7-8 and p. 17. <[http://agcensus.nic.in/report/ac\\_lr\\_200506.pdf](http://agcensus.nic.in/report/ac_lr_200506.pdf)> Retrieved on 30 November 2014.]

<sup>46</sup> Interview at *patwari* office in Warat Khanderao on August 2011.

<sup>47</sup> "These sample villages have to include all the villages selected under the scheme for Establishment of an Agency for Reporting Agricultural Statistics (EARAS)." See Ministry of Agriculture, Government of India, *Agricultural Census 2005-06: Manual of Schedules and Instructions for Data Collection (Non-Land Record States)*, p. 3. <[http://agcensus.nic.in/report/ac\\_nlr\\_200506.pdf](http://agcensus.nic.in/report/ac_nlr_200506.pdf)> Retrieved on 30 November 2014.

Table 19 Number of Enterprises in Rural Area engaged in Unregistered Manufacturing Activities  
According to Economic Census (EC) 1990 and 1989–90 Follow-up Enterprise Survey (FuS)  
(in ' 000)

	Maharashtra	West Bengal
Economic Census (EC) 1990	236	479
1989–90 Follow-up Enterprise Survey (FuS)	591	2418

Source: Report of the National Statistical Commission, 2001, Annexe 5.15

The Economic Census has been conducted throughout India since 1977. The Fifth (2005) Economic Census was conducted by the Central Statistical Organisation, MoSPI of the Central Government.<sup>48</sup> This Census covers all the village-level units (establishments) engaged in economic activities (agricultural and non-agricultural), with the exception of those involved in crop production and plantation.<sup>49</sup> It covers production and/or distribution of goods and/or services other than those for the sole purpose of own consumption. Although economic units engaged in the growing of tea, coffee, rubber, tobacco, etc. are not covered by this Census, establishments engaged in processing of tea, coffee, tobacco etc. are covered. Establishments with fixed premises were covered at the place of their operation. On the other hand, economic activities that are carried out without any fixed premises or location were identified through households. This “mixed household-enterprise survey” is an appropriate method of measuring the informal sector.<sup>50</sup>

Reportedly, the Fifth (2005) Economic Census covered 2,110,191 establishments in rural Maharashtra and 2,772,415 in rural West Bengal.<sup>51</sup> The information on location of establishment, description of economic activity carried out, nature of operation, type of ownership, social group of owner, use of power/fuel, total number of workers usually engaged with, its hired component and numbers of male and female workers was collected.

When we visited Raina villages in February 2011, the Sixth (2012-13) Economic Census was being prepared along with the house-listing operations of the Population Census 2011.

<sup>48</sup> When we visited Raina villages in February 2011, the Sixth (2012-13) Economic Census was being prepared along with the house-listing operations of 2011 Population Census. The Second (1980) and the Third (1990) Economic Censuses were integrated with the house listing operations of the 1981 and 1991 Population Censuses, respectively.

<sup>49</sup> “It may be noted that while the growing of tea, coffee, rubber, tobacco, etc. are not classified as agricultural establishment for the purpose of this census, however establishments engaged in processing of tea, coffee, tobacco etc. are covered.” [Ministry of Statistics and Programme Implementation, *Guide for Enumerators & Supervisors*, p. 6 <[http://mospi.nic.in/Mospi\\_New/upload/census\\_2012/EC\\_main\\_2012.htm](http://mospi.nic.in/Mospi_New/upload/census_2012/EC_main_2012.htm) > Retrieved on 30 November 2014.]

<sup>50</sup> European Commission, International Monetary Fund, Organisation for Economic Co-operation and Development, United Nations and World Bank, *System of National Accounts 2008*, 2009, p. 481. <<http://unstats.un.org/unsd/nationalaccount/sna2008.asp>> Retrieved on 30 November 2014.

<sup>51</sup> Central Statistical Office, Ministry of Statistics and Programme Implementation, Government of India, *Economic Census 2005 All India Report* <[http://mospi.nic.in/Mospi\\_New/upload/economic\\_census\\_2005/index\\_6june08.htm](http://mospi.nic.in/Mospi_New/upload/economic_census_2005/index_6june08.htm)> Retrieved on 30 November 2014.

However, the Rangarajan Commission noted that the number of manufacturing enterprises reported by the Economic Census is generally much lower than the estimate given by the Follow-up Enterprise Survey (FuS). Table 19 illustrates the number of enterprises in rural area engaged in unregistered manufacturing activities according to the Economic Census and the FuS. It raises issues with the quality of data on the village-level unregistered units (establishments) engaged in economic activities. If all Economic Census data would be disclosed at the village level, this discrepancy will be a subject of discussion.<sup>52</sup>

Although GPs in both Maharashtra and West Bengal have authority over subject 9: “Khadi, village and cottage industries” in the Schedule XI of the Constitution, they do not have access to village-level Economic Census data.

#### *4-3-4-6 All India School Education Survey*

Data of the All-India School Education Survey (AISES) conducted by the National Council of Educational Research and Training (NCERT) is disclosed in the website.<sup>53</sup> GPs can access this website to see AISES data. A village-wide school directory is disclosed on the website. The AISES is conducted at intervals of five to seven years to collect the detailed data on enrolment, teachers and physical facilities in schools. Information on each village is also collected using the Village Information Form (VIF). A block-level officer organises the survey with the help of the district survey officer.<sup>54</sup> Although village-level data on the school regularly moves upward, the school head master at the Warwat Khanderao was not aware of any such survey conducted by the block-level officers.

During our fieldwork we came to know that there are three private primary (Classes Nursery to IV) schools in Rain GP. However, the AISES village-level school directory does not have information on these three schools. There is a possibility that AISES underestimates privately run unrecognised schools in India.

#### *4-3-5 Administrative reports of GP*

##### *4-3-5-1 Village Schedule on BSLLD and Alternative Village Schedule in Maharashtra*

As described in §1 of chapter 1, the Expert Committee on BSLLD appointed by the Ministry of Statistics and Programme Implementation (MoSPI) of the Central Government suggested a minimum list of variables in the form of Village Schedule on which data is to be collected at the village level.

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<sup>52</sup> “Recently, an Expert Committee to examine wide variations in data sets on the same subjects (Report released in February 2000) also studied the said divergence in the alternative data sets. According to the Report, the total number of manufacturing enterprises in the country as estimated by the FuS 1989-90 and the EC 1990 are about 144 lakhs and 54 lakhs, respectively. Thus FuS estimate is about 2.7 times the EC count despite the fact that the FuS considered only the unregistered enterprises as against the EC taking into account all types of enterprises irrespective of their status of registration or type of ownership.” [National Statistical Commission (2001), para. 5.2.19]

<sup>53</sup> See <<http://aises.nic.in/home>> Retrieved on 30 November 2014.

<sup>54</sup> A School Inspector that we met during our follow-up research at the Marathi upper primary school, Warwat Khanderao in October 2013 recognised this survey activity.

At present, the database on the Village Schedule is merely in its pilot stage. A full-fledged scheme for the BSLLD has not started yet. The Expert Committee on BSLLD conducted a pilot study in nine states -- Bihar, Haryana, Gujarat, Karnataka, Kerala, Meghalaya, Tamil Nadu, Tripura and West Bengal -- from 2003 to 2005. Subsequently the MoSPI started a pilot scheme on BSLLD in 2009-10 in 32 States/Union Territories excluding Delhi, Goa and Chandigarh. Based on findings of the first phase pilot study, a report, “Cross-Sectional Synthesis Report on Pilot Scheme of Basic Statistics for Local (Village) Level Development” (hereafter the *Cross-Sectional Synthesis Report 2011*) was released in 2011. The “Report on Basic Statistics for Local Level Development (BSLLD): Pilot Study in Rural Areas” (hereafter the *CSO Report 2014*) was published in 2014. Many State reports have also been released.<sup>55</sup>

So far in these nation-wide pilot studies, the Village Schedule and its Field Instruction have been repeatedly tested and modified. In the pilot studies, feedback from different States and Union Territories was sought on the data sources, availability of data for different items of information, and problems in compilation of data.

The revised Village Schedule at present consists of the following blocks of data items:

- Block-0: Descriptive identification of the village
- Block-1: Particulars of data recording
- Block-2: Availability of some basic facilities
- Block 3: Village Infrastructure
- Block 4: Distance from the nearest facility
- Block 5: Demographic information
- Block 6: Morbidity, Disability and Family Planning
- Block 7: Health manpower
- Block 8: Education
- Block 9: Land utilization
- Block 10: Live stock and poultry
- Block 11: Number of storage and marketing outlets
- Block 12: Employment status of the villagers
- Block 13: Migration
- Block 14: Other Social Indicators
- Block 15: Industries and business
- Block 16: Information on Fatality due to Disasters

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<sup>55</sup> <[http://mospi.nic.in/Mospi\\_New/upload/lld\\_data\\_13jan12/state\\_report\\_2012.htm](http://mospi.nic.in/Mospi_New/upload/lld_data_13jan12/state_report_2012.htm)> Retrieved on 30 November 2014.

Item-wise assessments will be made in §4 of Chapter 5 where the availability of its data sources and the relationship of its data items with each function listed in the Schedule XI of the Constitution will be examined.

Data in the Schedule is, in principle, to be compiled once a year. If the information is not available for the year of reporting, the MoSPI notes that “latest data available may be recorded along with reference period.”<sup>56</sup>

In the initial phase of the pilot studies conducted by MoSPI, two Village Schedules viz. Schedule A— for periodic datasets to be compiled once in a year, and Schedule B— for dynamic datasets to be compiled for each month of the reference period were used for compilation of data. However, based on experience gained in the first a few years of the pilot scheme, the two Schedules were integrated into one for which data were compiled just once in a year.<sup>57</sup> Month-by-month dynamic data in the Schedule B were converted to data “as per the last month of the reference period” (Block 13, Block 14, Block 15) or data “during the reference year” (Item 5.6 to 5.13 of Block 5).<sup>58</sup> Month-by-month dynamic dataset is certainly required for **Data Needs I** (data requirements for self-governance) to monitor changes of matters in the jurisdiction of the panchayat (as mentioned in §2-2-2-2). However, as far as annual or five year planning is concerned, month-by-month dynamic data is not a high-priority requirement for **Data Needs III** (data requirements for micro-level planning).<sup>59</sup> As mentioned before, the Village Schedule on BSLLD was developed just for **Data Needs III**.<sup>60</sup> Thus, **Data Needs III** was confused with **Data Needs I** in the initial phase of the pilot scheme, but the **Data Needs III** was sharply-demarcated and rationalised later.

The Village Schedule on BSLLD is compiled from secondary data and, if it is not available, the assessment of knowledgeable persons (or common knowledges among village residents). But most of the items in the Schedule have to be compiled from the secondary data. The majority of data items must have documentary support. Most such data sources have already been described from §4-3-1 to §4-3-4 of this chapter. Therefore, the Schedule is

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<sup>56</sup> “Information on age-group wise population, employment, migration etc. may not be available for the year of reporting at village level. In such cases, latest data available may be recorded along with reference period.” [Central Statistical Office, Ministry of Statistics and Programme Implementation, Government of India, *Report on Basic Statistics for Local Level Development (BSLLD) Pilot Study in Rural Areas*, 2014, p. 126.]

<sup>57</sup> Since the pilot scheme in 2012-13, “the concept of monthly collection of data for some items of information was dispensed with.” [Central Statistical Office, Ministry of Statistics and Programme Implementation, Government of India, *Report on Basic Statistics for Local Level Development (BSLLD) Pilot Study in Rural Areas*, 2014, p. 26.] The *Cross-Sectional Synthesis Report* (2011) provided by MoSPI has already recommended that “the Schedules (both Schedule A for periodic data and Schedule B for dynamic data) need to be rationalized with a view to reduce incidence of missing data, particularly in respect of Schedule B items and to improve timeliness in completion of field work for filling out the schedules.” “The two schedules may be integrated into one schedule to make it amenable to capture the required data on annual basis through one time operation once in every year.” [Central Statistical Office, Ministry of Statistics and Programme Implementation, Government of India, *Cross-Sectional Synthesis Report on Pilot Scheme of Basic Statistics for Local (Village) Level Development: Based on Results of the Pilot Scheme on BSLLD executed in Selected States and UTs*, 2011, p. vii.]

<sup>58</sup> Central Statistical Office (2014), p. 163 and p. 168.

<sup>59</sup> “The dynamic changes month-to-month changes are found to be very insignificant at the village level for almost all dynamic variables covered in Schedule B” [Central Statistical Office (2011), p. vii.]

<sup>60</sup> Central Statistical Organisation (2006), p. A-1.

merely a framework for compiling records and registers that have already been recorded by local functionaries. The *Instructions for data recordist* of the Schedule are as follows:

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 different village level functionaries, such as Anganwadi workers, ANM, Panchayat Secretaries, school teachers, Patwaris, village headman, and knowledgeable persons etc. The village Directory of Census 2011, i.e., Primary Census Abstract may also be utilized as required. If required, data may be elicited from knowledgeable persons in case, the particular data can not be obtained from the records/registers.<sup>61</sup>

Although the Expert Committee did not mention it, the Central Statistical Office (CSO) of the MoSPI suggested the use of alternative datasets from the Socio Economic and Caste Census (SECC) 2011. The village-level data from the fourth BPL Census (the SECC 2011) can be used to fill in the Village Schedule.

Most of the DES [Directorate of Economics and Statistics] informed that compilation of demographic data (Block 5) and employment data (Block-12) is difficult. However, after completion of Socio-Economic and Caste Census, data on population— sex-wise, age-wise, caste-wise and religion-wise— are available at village level and also at each individual/ household level. These data may be aggregated as per the requirement of the BSLLD schedule.<sup>62</sup>

Thus, various village-level data sources are supposed to be in existence before the Village Schedule is filled-up. That is to say, a set of village-level data sources should be found in parallel to data items of the Village Schedule.

The Village Schedule on BSLLD is not merely intended to compile existing secondary data as they are, but also to elaborate upon them. The *Instructions for data recordist* of the Schedule notes that:

The village level registers should be developed and maintained through compilation of village level statistics in order to have a continuous flow of data. The village Panchayat will take the basic responsibility of maintaining proper registers at village level.<sup>63</sup>

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<sup>61</sup> Central Statistical Office, Ministry of Statistics and Programme Implementation, Government of India, *Report on Basic Statistics for Local Level Development (BSLLD) Pilot Study in Rural Areas*, 2014, p. 131.

<sup>62</sup> *Ibid.*, p. 126.

<sup>63</sup> *Ibid.*, p. 131. The CSO of the MoSPI states that “owing to the fact that Gram Panchayat is the lowest level of three tier Panchayati Raj Institutions and many village level records are maintained at Gram Panchayat level, the Gram Panchayats may be kept as the focal point for data compilation. The data, however, may be compiled village-wise.” The MoSPI notes that “The Panchayat Secretary may be involved as a compiler or as a facilitator for compilation of the village level data....In case, Panchayat Secretary is not in a position to compile village level data, any village level functionary may be engaged. If that also is not feasible, local educated persons may be engaged” [*Ibid.*, p. 123.] “They have also engaged a person on contract and

The filled-in Village Schedule on BSLLD travels upward from the village. It is assumed that “District Statistical Office (DSO) will coordinate with village Panchayats and village level functionaries from different departments for getting the information compiled in the village schedule.” Filled in schedules will be received and carefully examined at DSO, Block Statistical Office or Block Development Office. Data entry and tabulation of data will be conducted at DSO, Block Statistical office or Block office. DES will ensure consolidation and tabulation of data, and publication of report at village Panchayat level, Block level, District level and State level. Therefore, the Village Schedule data can be used not only at the village level but also at the district and State levels.

There should be three copies of the filled-in Village Schedules. One copy is to be retained at the village, one at the Panchayat, and one is to be sent to the appropriate DSO, Block Statistical Office or Block Development Office.

The *Cross-Sectional Synthesis Report 2011* on the pilot scheme conducted by the CSO of the MoSPI states that “almost all items of information is available with village level field functionaries like Anganwari workers, ANM, Panchayat Secretary, Patwari, Schools etc.”<sup>64</sup> According to the the Cross-Sectional Synthesis Report, “there exists considerable degree of difference in the reporting coverage of data items from State to State and also between districts within a State”, but “except for Assam, the data coverage has been found to be quite high in all the States/UTs under analysis.”<sup>65</sup>

However, the large-scale pilot scheme launched by the CSO of the MoSPI in 2009 revealed that some data items of the Village Schedule on BSLLD are missing and are not likely to be available from village records (see §5 of Chapter 5). The Cross-Sectional Synthesis Report 2011 states that “the rationalization exercise is required to take care inter-alia of deletion of items, which are generally missing and are not likely to be available from available village records”.<sup>66</sup> According to the Cross-Sectional Synthesis Report, information content having in all 128 sets of data in respect of the eight States/Union Territories covered in this report had “35 sets (27%) of data collected from not so desirable sources. Alternative sources have been tapped in absence of information from desired sources due to non-availability of source records or custodian of the records at desired

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paid him /her an honorarium for filling up the ‘village schedule’ as per guidelines/ instructions. The person engaged was named as ‘data-recordist’, and preferably was the Panchayat Secretary himself/herself, who had successfully completed schooling up to 10+2 standard. However, if that was not feasible, then the data recordist appointed could be a school teacher or a social service volunteer who fulfils aforesaid educational qualification. The data recordist had to compile data from the registers as far as possible.” [*Ibid.*, pp. 16-17]

<sup>64</sup> Central Statistical Office, Ministry of Statistics and Programme Implementation, Government of India, *Cross-Sectional Synthesis Report on Pilot Scheme of Basic Statistics for Local (Village) Level Development: Based on Results of the Pilot Scheme on BSLLD executed in Selected States and UTs*, 2011, D-11.

<sup>65</sup> *Ibid.*, p. v. The *Cross-Sectional Synthesis Report* covers eight States/Union Territories for the analysis: remotely located States/UTs (e.g. Mizoram, Andaman and Nicobar Island); a Hilly State (e.g. Sikkim); North East States (e.g. Assam, Mizoram, Sikkim); a large-backward State (e.g. Rajasthan); a small-advanced State (e.g. Haryana); a large-advanced State (e.g. Andhra Pradesh, Tamil Nadu). [*Ibid.*, p. iv.]

<sup>66</sup> *Ibid.*, p. vii.

places.”<sup>67</sup> The CSO of the MoSPI describes this problem in its *CSO Report 2014* as follows:<sup>68</sup>

The Scheme has established the feasibility of collection of data at local level (village) if the following limitations are addressed:

The pilot survey has revealed that data for some items

- a) are available only from oral enquiry,
- b) no information is available and, therefore, the data for these items are to be estimated.

The data recordist is requested to compile data from the village records as far as possible. However, if the registers are not available, “oral enquiry method” is acceptable. According to the CSO of the MoSPI: <sup>69</sup>

It is suggested that estimation should not be done at the stage of compilation of data. The data which is available should only be reported. Estimation may be done by the Directorates of Economics and Statistics.

(Maharashtra)

The large-scale pilot scheme on BSLLD conducted in 32 States/Union Territories since 2009, did not cover Buldana district, so Warwat Khanderao GP were not covered by this pilot scheme. In Maharashtra Akola district which is the adjoining district of Buldana, was selected for the pilot scheme. The Directorate of Economics and Statistics, Government of Maharashtra, has published a State report of that pilot scheme, which gave item-wise comments on the availability of their data sources.<sup>70</sup>

Apart from the Village Schedule on BSLLD, we found at the BDO office Sangrampur a different type of Village Schedule. That alternative Village Schedule (hereafter “Maharashtran Village Schedule”) is peculiar to the State in uniform format. This Maharashtran Village Schedule is also a format for compiling secondary data that have already been collected by the local-level functionaries. The Maharashtran Village Schedule consists of five parts:

Part 1 Basic information of Local Development

Part 2 Details of facilities available in the Village

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<sup>67</sup> *Ibid.*, pp. v-vi.

<sup>68</sup> Central Statistical Office, Ministry of Statistics and Programme Implementation, Government of India, *Report on Basic Statistics for Local Level Development (BSLLD) Pilot Study in Rural Areas*, 2014, p. 125.

<sup>69</sup> *Ibid.*, p. 125.

<sup>70</sup> Directorate of Economics & Statistics, Government of Maharashtra, *Basic Statistics for Local Level Development: Report on Pilot Scheme (Akola District in Maharashtra)*, 2012.

<[http://mospi.nic.in/Mospi\\_New/upload/lld\\_data\\_13jan12/state\\_report\\_2012.htm](http://mospi.nic.in/Mospi_New/upload/lld_data_13jan12/state_report_2012.htm)> Retrieved on 30 November 2014.

Part 3 Education Facilities

Part 4 Industries and Business

Part 5 Village level work under different schemes from the last five years

The Maharashtra Village Schedule does not contain health related parts corresponding to Block 6 and Block 7 of the Village Schedule on BSLLD. But it has a part similar to Part 5, which Village Schedule on BSLLD does not contain.<sup>71</sup>

The BDO at Sangrampur said that the District Office is responsible for this Schedule.<sup>72</sup> The *Gram Sevak* of Warwat Khanderao maintains this Schedule for his own use.<sup>73</sup>

(West Bengal)

Since 2009, the large-scale pilot scheme on BSLLD has covered Bardhaman District, so the Raina GP was covered by this pilot survey. Raina GP office keeps copies of the Village Schedule that were filled up in the pilot survey. The executive assistant of Raina GP showed us the one for the Bidyanidhi village. As mentioned in 4-2 of Chapter 4, the Executive Assistant understood that all the information to be filled-in the Schedule had been collected by the ICDS workers, though the Source Code of Panchayat-01 was put in for most of the items. Our discussion with the ICDS worker at Bidyanidhi on February 23, 2011 revealed that the BSLLD pilot survey in Bidyanidhi was conducted by a teacher at Birampur Junior High School and a resident of Bidyanidhi village. The Bidyanidhi ICDS (*Anganwadi*) worker had conducted the survey for Bogra village on the basis of information obtained from the ICDS (*Anganwadi*) worker at Bogra. She also obtained information on the proportion of households with electricity and some other parameters from the GP office. For some information she had to conduct a house-to-house survey.

The BDO office trained the investigators of the BSLLD pilot survey and oversaw the operations.<sup>74</sup> An enumerator was allotted for each mouza, and the Village Schedules were filled up for each mouza in the GP. According to the BDO of Raina I Block, most of the enumerators were ICDS workers. The data were consolidated by the GP. The enumerators collected information from ICDS registers, health department records, panchayat records and interviews with villagers. The filled up Schedules were sent to the Assistant Director of Statistics of Bardhaman District. The Block office does not have the data. Census 2001 Village Directory was not used for filling up the Village Schedule on BSLLD.

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<sup>71</sup> The Expert Committee on BSLLD mentioned in its Report in 2006 a fact that the Directorate of Economics and Statistics of Maharashtra State Government collected village wise detailed information on education, health, water facilities, village amenities, and the like for the development of a GIS by the Maharashtra Remote Sensing Application Centre. However, according to the Committee, “the data were collected and validated over a period of about two years and no attempt could be made to update the data.” [Central Statistical Organisation (2006), p. 25.]

<sup>72</sup> Interview at the BDO, Sangrampur in August 2011.

<sup>73</sup> Interview at the BDO, Sangrampur on April 25, 2014.

<sup>74</sup> Interview at BDO, Raina I Block, Shyamsundar on February 22, 2011.

Although we have identified many village-level data sources available in Raina, we found some additional data items that were not likely to be available from those sources. Some data items in the Village Schedule are not likely to have documentary evidence in Raina. We will discuss the documentary evidence of each data item in §6-1 and 6-2.

#### *4-3-5-2 Village level amenities data (VD data) in District Census Handbook*

In addition to the Population Census data (the population enumeration data, and the houselisting and housing data), non-Census village level amenities data in the village directory (VD) are provided by the Census of India. Non-Census village level amenities data in the village directory (VD) provides panchayats with data on amenities and infrastructure such as location of educational institutions, medical centres, drinking water, post and telegraph, commercial and co-operative banks, agricultural non-agricultural and other credit societies, recreational and cultural facilities, communication, approach to village, distance from nearest town, power supply, availability of newspaper and magazines etc. Non-Census village level amenities data also provides data on land utilisation and irrigation. The village directory (VD) of the Census of India 2011 is supposed to include the following sections:<sup>75</sup>

- Section 1: Educational facilities
- Section 2: Medical facilities
- Section 3: Water and sanitation
- Section 4: Communication and transport facilities
- Section 5: Banks, credit and other Miscellaneous facilities
- Section 6: Electricity and other power/fuel availability
- Section 7: Land utilisation and irrigation
- Section 8: Main commodities manufactured
- Section 9: Comments and observations

Amenities and land use data is collected by Census Officers from the records of the villages already maintained by, for example, health workers, ANM, Anganwadi, Chowkidar, Village Pradhan, and *patwari*. Reference date for collection of data in Village Directory of the Census of India 2011 was December 31, 2009.

The Expert Committee on BSLLD states that VD data contains most of the critical indicators required for local level planning but it is available at long last after a considerable time lag.<sup>76</sup> The Expert Committee states that “the State governments have to update the census information on annual basis so that year-wise information on all the basic parameters of village is available for local level planning. However, data from Census on

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<sup>76</sup> Central Statistical Organisation (2006), p. 19.

Amenities and Land Use is not available for many years after the Census.”<sup>77</sup> For this reason the Expert Committee has proposed “a village schedule for collection of Basic Statistics for Local Level Development.” In this respect, the Village Schedule on BSLLD is considered as a schedule evolved from the village directory (VD).

(Maharashtra)

Non-Census village level amenities data (VD data) is compiled for Warwat Khanderao village by the Census officers and District statistical officer. The BDO is not involved.<sup>78</sup>

(West Bengal)

Non-Census village level amenities data (VD data) is compiled for each village in Raina GP area by the Block level offices. For the Census of India 2011, the BDO received a village questionnaire from the Census Office, which it will consolidate and forward to Census Office.<sup>79</sup>

Although panchayat officials in the Raina GP admitted that the Census data are fairly reliable, they complained that the data is outdated by the time it reaches the panchayat.<sup>80</sup>

#### 4-3-5-3 Self Evaluation Schedule (Raina only)

As described in §1 of Chapter 2, the Self Evaluation Schedule for Panchayats provided by the Panchayats and Rural Development Department of the West Bengal Government is also an important administrative report on the GPs or their *Gram Sansads*. This Schedule has been submitted to the BDO every year since 2006-07. Every GP keeps one copy. In this format GPs has to evaluate and assign scores for the different indicators specified in the format. GPs receive financial incentives from the State Government based on this self-evaluation.

Some institutional aspects of the panchayat, i.e., “a) institutional functioning and good governance” and “b) mobilisation of revenue and utilisation of resources” are common knowledge among panchayat officials, even though they are not documented. Information on facilities of the GP and panchayat activities is typical of such kind of data. Besides data on institutional aspects of the panchayat, the introductory part (*Gram Panchayat at a Glance*) of the Self Evaluation Schedule contains general basic data of the GP, which are compiled from panchayat registers, other village-level functionaries’ registers, census-type surveys and common knowledge.

#### 5-1-1-2 Raina GP’s booklet: *Protibedon* distributed to the *Gram Sabha* members

*Protibedon* is a booklet published annually by the Raina GP. It is not mandatory for panchayats

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<sup>77</sup> Central Statistical Organisation (2006), p. 19.

<sup>78</sup> Interview at the BDO, Sangrampur on April 25, 2014.

<sup>79</sup> Interview at the BDO, Raina I Block, Shyamsundar on February 22, 2011.

<sup>80</sup> Interview at the Raina GP office, Rayna on September, 2008.

in West Bengal to produce such booklets/reports, but most GPs published such information periodically.<sup>81</sup> These booklets were made available free of cost to the public as a measure of transparency and accountability of the GP.

We obtained the 2007-08 issue of *Protibedon* from Raina for our analysis. It was a 48 page document. The contents of this document was as follows:

*Description of the Gram Panchayat:* The first page of the report contains general information on the Panchayat, its population, land area and land use, number of schools, ICDS centres, health centres, banks, post offices, cooperatives, road length and number of beneficiaries in important schemes (pensions, number of BPL and AAY card holders, constructions under drinking water scheme *sajal dhara*). This page also listed the names of every member of the GP and the panchayat's administrative staff.

*Financial statement of accounts* (Form 27): The report disclosed the financial accounts (receipts and expenditures) as specified in Form 27 of WB Gram Panchayat Accounts, Audit, Budget Rules 2007, for the year 2007-08. In addition to the summary information in the specified format, the booklet also provided details of expenses made from the receipts of central finance commission funds, untied funds, MLA local area development fund (*bidhayak elaka unnayan prakalpa*), and Sampoorna Grameen Rozgar Yojana (GP and PS).

*MGNREGS:* Detailed information on expenditures, and person days of employment for each project (with project code) undertaken under MGNREGS is published.

*Beneficiaries of other schemes:* The report disclosed detailed information (number, names, amount received) on the beneficiaries of different schemes and programmes implemented by the GP, such as *bhavisyanidhi yojana*, *Indira Awas Yojana*, pension schemes, schemes involving SHGs, *mabila samriddhi yojana*, Sampoorna Grameen Rozgar Yojana. Detailed expenditures under SGRY, and Central Finance Commission are reported. Since panchayats are responsible for handholding of SHGs, the booklet also contained information on each SHG in the GP and their bank account numbers.

*Revised budget:* The document contained the revised budget estimates for the year

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<sup>81</sup> In a research work on MGNREGS by one of the co-authors of this book was able to obtain a similar report from Bonkati GP in Kanksa block in Bardhaman district. The document was titled *Annual Report of Bonkati Gram Panchayat*, and it provided information on finances and all activities undertaken by the Panchayat [see Bakshi, A., "Weakening Panchayats in West Bengal," *Review of Agrarian Studies*, Vol. 1, No. 2, July-December, 2011].

In most cases, panchayats tried to publish such booklets every year, but sometimes the frequency is less. For example, Raina GP could not publish a new booklet in 2009. There is no uniform or stipulated format for such publications.

2007-08. The revised budget estimate presented the actual receipts for the previous years and the estimated receipts of 2007-08. It also contained the budgeted detailed expenditure of funds under the five *Upa-Samitis* of the panchayat.

*Other information:* The document provides information on the different schemes (NREGS, SHGs) in order to spread the awareness on different government schemes and programme.

#### 4-3-5-5 Others

The Panchayat and Rural Development Department of West Bengal provided block-level booklets on village-level development profile (*Gram Unnayan Byabosthar Chitra*) for 3354 gram Panchayats in 341 Blocks in the State. The booklet mapped the position of each GP in the blocks with respect to 17 socio-economic indicators like health, education, food security, nutritional status, household sanitation, performance in rural development schemes, resource mobilisation and utilisation. The GP-level data on the 17 indicators are compiled from the administrative reports of the panchayats and from secondary data sources.

Warwat Khanderao GP submits an annual report to the concerned BDO. The majority of the annual reports are annual accounts, which are consolidated at the block level after the end of the financial year and audited annually by Local Fund Audit Department and by the C&AG of India once every three years. This annual report contains a little information from the Population Census, results of the panchayat election, information on administrative staff, date of *Gram Sabhas* and monthly meetings.