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**A Note on New Statistical Domain in India (5):
An Enquiry into Gram Panchayat-Level Databases**

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Chapter 6. A Potential Database for Local-level Planning: With Special Reference to the Village Schedule on BSLLD

§1. Village Schedule on BSLLD and Local-level Planning

As mentioned in §2-5-1, a set of baseline data is required to create a vision, which is a basis of any planning exercise. This vision must have a strong empirical basis in “rigorous compilation and analysis of baseline data, which needs to be as institutionalized and strong as the planning system itself.”¹ The process of building a vision was referred to as an “envisioning” exercise.²

The planning exercise would be impossible in the functional domain where the panchayat cannot have its own vision or initiative. The planning exercise is a special function that is possible exclusively for the functional domain with a high degree of autonomy. Even if a panchayat acts as a mere delivery unit of administrative services provided by line departments and does not have any autonomous space in its functional domain, the panchayat can fulfill its function without the “envisioning” exercise. The panchayat may only define a process of implementing the plan provided by other agencies. Such a functional domain was mentioned in §5-1-1-2.

Several core statistical databases are usable as a basis of the GP-level planning exercise. Among other things, the Census of India including the population enumeration data, the houselisting and housing data, and the Non-Census village level amenities data (VD data) is indisputably one of the core statistical database for micro-level planning in rural India.³ The BPL Censuses (and the Socio Economic and Caste Census 2011) can also be a core database that provides panchayats even with unit-level data on households and persons. The Census of India and the BPL Censuses aim at essential aspects of local development and poverty alleviation programmes. Nevertheless, they do not cover all aspects of data requirement for micro-level planning in rural India. Even the wide-ranging dataset of the Census of India is not entirely in tune with the functional domain of the panchayats described in §5-1-1-2. Besides, these census results are not updated regularly to furnish panchayats with the most recent information to prepare annual or five-year plans.

As mentioned in §2-5-6, the latest effort to meet the data requirement for micro-level planning and its implementation in rural India (**Data Needs III**) is the work by the Expert Committee on BSLLD. The terms of reference of the Expert Committee on

¹ *Ibid.*, p. 13. This exercise is referred to as the “stock-taking report” in the *Manual*. [*Ibid.*, pp. 57-58]

² Planning Commission (2008), p. 65.

³ The Rangarajan Commission stated that “after the 73rd and 74th 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.” [National Statistical Commission (2001), para. 9.2.16].

BSLLD was to identify the data “for use in micro-level planning of various developmental programmes.”

The framework of the Village Schedule provided by the Expert Committee on BSLLD is based on a review of the efforts already made by various groups and committees in India. In addition, the Village Schedule and its Field Instruction have been repeatedly tested and modified through pilot studies including the large-scale pilot scheme launched by MoSPI since 2009. In the course of the pilot studies, feedback from different states was sought on the data sources, availability of data for different items of information, problems in compilation of data etc. In fact the Village Schedule has been upgraded on the basis of these reports.

The baseline data to create a vision can be freely defined by the panchayat. It is open to discussion. Therefore, it is difficult to define a minimum requirement of the baseline data for use in planning exercise. This chapter discusses it with a special reference to the baseline data in the Village Schedule on BSLLD.

6-1-1 Block-by-Block Assessments of the Village Schedule on BSLLD

As mentioned in §4-3-5-1, the Village Schedule on BSLLD is a framework to summarize village-level secondary data along with personal assessment of knowledgeable persons (or common knowledge of village people). A set of panchayat-level data sources is assumed to exist in parallel to most data items of the Village Schedule. We have discussed these sources in chapter 4. We can now examine the availability of data sources for each data item of the Village Schedule on BSLLD.

As we have already discussed Activity Mapping in both GPs in Maharashtra and West Bengal in §3-2-2-8 and §5-1-1-2, we can also evaluate the utility of the Village Schedule on BSLLD for the subject functions listed in Schedule XI of the Constitution. For an analytical study of the relationship between each data item and the subjects listed in Schedule XI, information on Activity Mapping in the concerned State is indispensable. A clear idea of the concrete activities or schemes related to each subject of the Schedule XI of the Constitution is required to assess the usefulness of each data item. Without such a clear idea of specific operational and activity-related responsibilities, it is difficult to discuss the utility of the data item in the panchayat. We can now examine a particular relationship between each data item in the Village Schedule and each function listed in Schedule XI of the Constitution, although the Expert Committee on BSLLD has not explicitly indicated that relationship. Data items in the Village Schedule should be consistent with minimum requirement for use in micro-level planning concerning the subject functions listed in Schedule XI of the Constitution.

Now that we have discussed the availability of its data sources of the Village Schedule on BSLLD and the relationship of its data items with each function listed in the Schedule XI, we can evaluate them on a block-by-block basis. We can now discuss (1) what kinds of data sources are available at the village in relation to each data items of the Schedule

and (2) why such data can be used to perform the functions listed in Schedule XI. Using information in feedback reports from some States and Union Territories⁴ in the pilot scheme conducted by MoSPI since 2009, we can also compare our findings in two survey villages with those feedback reports.⁵ Block-wise assessments are as follows.

Village schedule

Block-0: Descriptive identification of the village

Sl. No.	Item	Name	Code As per Census-2011			
0.1	State/UT					
0.2	District					
0.3	Tehsil/ Sub Division					
0.4	Block					
0.5	Panchayat					
0.6	Village					
0.7	Reference Year		2	0		

Block 1: Particulars of data recording

Sl. No.	Item	Panchayat Secretary/ Other designated Primary Worker			Block Statistical Officer			District Statistical Officer	
(1)	(2)	(3)			(4)			(5)	
1.1	Name (block letters)								
1.2	Sex (M/F)								
1.3	Date(s) of	DD	MM	YY	DD	MM	YY	DD	MM
	(i) Recording/Inspection								
	(ii) Receipt								
	(iii) Scrutiny								
	(iv) Despatch								
1.4	Signature								

⁴ The *Cross-sectional Synthesis Report* covers eight states and Union Territories, viz. Andaman & Nicobar, Andhra Pradesh, Assam, Haryana, Mizoram, Rajasthan, Sikkim, and Tamil Nadu. Feedback reports covered in the *CSO Report 2014* are 23 States and Union Territories, viz. Andaman & Nicobar, Andhra Pradesh, Arunachal Pradesh, Assam, Chhattisgarh, Goa, Gujarat, Haryana, Himachal Pradesh, Jharkhand, Kerala, Maharashtra, Manipur, Meghalaya, Mizoram, Odisha, Puducherry, Punjab, Rajasthan, Sikkim, Tamil Nadu, Uttar Pradesh, and Uttarakhand. Thus, Bihar, Chandigarh, Dadra & Nagar Haveli, Daman & Diu, NCT of Delhi, Jammu & Kashmir, Karnataka, Lakshadweep, Madhya Pradesh, Nagaland, Tripura, and West Bengal are not covered by neither of the two reports. Apart from the above two reports, Jammu & Kashmir, Karnataka, Lakshadweep, and Nagaland have provided their State or Union Territory reports. <http://mospi.nic.in/Mospi_New/Site/Details.aspx?pid=1&id=94&pages=on¶mid=1&tab=147> Retrieved on 30 November 2014.

⁵ The pilot scheme of the MoSPI was conducted in Maharashtra and West Bengal—in its Phase I in both Maharashtra (Akola District) and West Bengal (Bardhaman District), and in its Phase II in Maharashtra (Akola District). However, the *CSO Report 2014* does not cover any feedback from West Bengal.

Block 2: Availability of some basic facilities

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

As mentioned in 3-3-2, most of data items in Block 2 are not documented in the village-level records but are common knowledge among villagers. Some data items such as sources of drinking water and self-help groups have documentary evidence but the rest do not. Officials of both GPs that we interviewed admitted that this information is common knowledge.

According to the *Cross-sectional Synthesis Report* on the large-scale pilot scheme of BSLLD in 2009,⁶ GPs were able to fill in most of the data items of Block 2. The report stated that as GP office is “a meeting place for the village people, if some data are collected without records, probability of getting correct information is very high.”

Most of the data items in Block 2 are relevant to subject 29: “Maintenance of community assets” in Schedule XI of the Constitution. Besides, some data items are relevant to the planning exercises for the functional domain with regard to subject 14: “Rural electrification” (data item 2.1), subject 15: “Non-conventional energy sources” (data item 2.2), subject 11: “Drinking water” (data item 2.4), subject 3: “Minor irrigation” (data items 2.5-2.6) and subject 13: “Roads, culverts, bridges, ferries, waterways and other means of communication” (data items 2.12-2.13 and 2-15) in the Schedule XI. Data items 2.7 and

⁶ 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.

2.10-2.11 are usable to co-ordinate credit linkage with regard to subject 1: “Agriculture,” subject 8: “Small scale industries” and subject 9: “Khadi, village and cottage industries” etc. Data item 2.7 can also be used to deal with the first subject of activities: “Making arrangement for co-operative management of lands and other resources in village, organisation of collective co-operative farming,” which is to be devolved to GPs in the Village List of the Bombay Village Panchayat Act 1958. Data item 2.8 is usable to implement the SGSY. Other data items are relevant to the planning for subject 19: “Adult and non-formal education” (data item 2.9) and subject 25: “Women and child development” (data item 2.14).

Block 3: Village Infrastructure

Sl. No	Facilities	Last Year		Source Code
(1)	(2)	(3)		(4)
3.1	No. of factories set up within vicinity (5 kms radius) of the village			
3.2	No. of new bridges constructed within vicinity (5 kms radius) of the village			
3.3	No. of business establishment with large turnover (more than one crore annually) set up within vicinity(5 kms radius) of the village			
3.4	Orchard with area 1.0 Hectare and more planted within vicinity (5 km radius) of the village (Yes- 1, No- 2)			
3.5	Forest area declared within vicinity (5 kms radius) of the village (Yes-1, No- 2)			
3.6	Percentage of households having access to safe drinking water			
3.7	Percentage of houses according to structure			
	(a) Katchcha			
	(b) Semi Pucca			
	(c) Pucca			
3.8	Percentage of houses with latrine	Sanitary	others	
	(a) Individual			
	(b) Shared			

Data items 3.1-3.5 in Block 3 are common knowledge among villagers or can be obtained from knowledgeable persons. Data in the Industrial Development Office (IDO) is not available with GP for data items 3.1 and 3.3. Sub-state level data of the Economic Census is also not available with PRIs. Validation check for data items 3.4 and 3.5 is possible, when land records and cadastral map are available.

Data items 3.6-3.8 require aggregation of a large number of data on households or houses. Therefore, subjective assessment of knowledgeable persons is not adequate for obtaining such aggregates or estimate. Their subjective assessment requires a validation check. In Warwat Khanderao, data item 3.6 has documentary evidence in *Item no. 9 Tax demand-collection and Balance register* and *Item no. 10 Tax Collection Receipt Book* in GP register. For example, as described in §5-4-2, Warwat Khanderao GP imposes water tax of Rs. 75 per household on 110 households given connection to a tubewell. Raina GP has a format for the *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-V of the Form 9 Assessment List) specified in the Amendments 2006 of West Bengal Panchayat (Gram Panchayat Administration) Rules 2004, but, as shown in Table xxx in §5-4-2, the GP did not receive any water tax.

Both GPs have documentary evidence for data item 3.7 in the property tax registers, i.e., in *Item no. 8 House tax* in Warwat Khanderao, and in *Form 6 Register for market value of land and building located within GP* specified in the West Bengal Panchayat (Gram Panchayat Administration) Rules, 2004, in Raina. The BPL census data is available with both GPs for data item 3.8, which contains data on households not having a toilet. Besides, in Raina, unit-level household data of the census-type household survey conducted in 2008 on instruction from the Zilla Parishad to evaluate the rural sanitation scheme (see § 4-3-2) is available. This database contains data on access to toilets and some socio-economic features of the households, such as social group (SC, ST, Others).

According to the *CSO Report 2014*, out of 23 feedback reports, received from different states and Union Territories, “almost all the States/UTs are of the view that information for items in this block is neither available nor reliable and adequate. A few States viz. Haryana, Jharkhand, Maharashtra, Tamil Nadu and Uttarakhand have highlighted that information on i) Number of business establishment with large turnover (more than one crore annually) set up within vicinity (5 km radius) of the village, ii) Percentage of houses according to structure i.e. Katcha, Semi Pucca and Pucca, iii) Percentage of houses with latrine (Individual and Shared) is not readily available, and since this information is collected from knowledgeable person, and, therefore, may not be reliable.”⁷

A feedback report from Maharashtra in the *CSO Report 2014* noted that “The proper record books are available but not properly maintained. It is observed that Gramsevak is too busy with other works hence he doesn’t find time for updation of these records” and “Since the Gramsevak is a busy person, DSO took the help of other village level workers like Anganwadi sevika or ASHA worker to solve all above difficulties.”⁸

Data item 3.5 is relevant to planning exercises for the functional domain with regard to subject 6: “Social forestry and farm forestry” and subject 7: “Minor forest produce” in the Schedule XI. Data item 3.6, 3.7 and 3.8 are respectively relevant to subject 11: “Drinking water,” subject 10: “Rural housing” and subject 23: “Health and sanitation” in the Schedule XI of the Constitution.

⁷ Central Statistical Organisation, 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. 53.

⁸ *Ibid*, p. 53.

Block [4] : Distance from the nearest facility (distance in km to the nearest integer may be given. If the facility is available within the village, '00' may be given.

Distance more than 99 kms may also be given as 99).

Sl. No	item	Distance in KM (in two digit)	If distance is '00' then number	Source code
(1)	(2)	(3)	(4)	(5)
4.1	Panchayat HQS		X	
4.2	Tehsil HQS		X	
4.3	Bus stop			
4.4	Metalled road			
4.5	All weather road			
4.6*	Pre-primary school (without separate toilet for girls)			
4.7*	Primary school (without separate toilet for girls)			
4.8*	Middle School (without separate toilet for girls)			
4.9*	Secondary School (without separate toilet for girls)			
4.10*	Higher secondary school (without separate toilet for girls)			
4.11*	Pre-primary school (with separate toilet for girls)			
4.12*	Primary school (with separate toilet for girls)			
4.13*	Middle School (with separate toilet for girls)			
4.14*	Secondary School (with separate toilet for girls)			
4.15*	Higher secondary school (with separate toilet for girls)			
4.16	College with degree course			
4.17	College with master degree course/ university			
4.18	Industrial training Institute.(ITI)			
4.19	Non formal education centre (NFEC)			
4.20	Veterinary Sub-centre/dispensary			
4.21	Sub-Centre (Health)			
4.22	Public Health Centre (PHC)			
4.23	Community health centre			
4.24	Government hospital			
4.25	Allopathic Medicine shop			
4.26	Homeopathic Medicine shop			
4.27	Ayurvedic Medicine shop			
4.28	Other Medicine shop			
4.29	Post office			
4.30	Bank			
4.31	Fair price shop			
4.32	Weekly market			
4.33	Fertilizer/pesticide shop			
4.34	Internet (physical) facility			
4.35	PCO			
4.36	Special school for blind			
4.37	Special school for mentally retarded			
4.38	Vocational training school/centre			
4.39	Institution / organization for rehabilitation of disabled persons			
4.40	Railway station		X	

4.41	Airport		X	
4.42	District HQS		X	
4.43	State Capital		X	
4.44	Police station/Beat Office/Outpost		X	
4.45	Anganwari-noon meal centre			
4.46	Cooperative Society			
4.47	Community centre			
4.48	Recreational area (Club, Park, Garden)			
4.49	Public library			

* Only Government and semi government should be reported

As mentioned in §4-2, most of data items in Block 4 is not documented in the village-level records but is common knowledge among villagers. Officials of both GPs told us in our interview that this information is common knowledge. Therefore, no significant problem in compiling the information for this Block is reported in the *CSO Report 2014*.⁹

Data items in Block 4 are relevant to planning exercises for the functional domain with regard to subject 13: “Roads, culverts, bridges, ferries, waterways and other means of communication” (data items 4.3-4.5 and 4.34-4.35), subject 17: “Education” and subject 18: “Technical training and vocational education” (data items 4.6-4.19 and 4.36-4.39), subject 4: “Animal husbandry, dairying and poultry” (data item 4.20), subject 23: “Health and sanitation, including hospitals, primary health centres and dispensaries” (data items 4.21-4.28), subject 28: “Public distribution system” (data item 4.31), subject 22: “Markets and fairs” (data item 4.32), subject 26: “Social welfare, including welfare of the handicapped and mentally retarded” (data items 4.36-4.39), subject 25: “Women and child development” (data item 4.45), subject 21: “Cultural activities” etc. (data items 4.47-4.48) and subject 20: “Libraries” in the Schedule XI (data item 4.49). Data item 4.46 is also usable to deal with the first subject of activities: “Making arrangement for co-operative management of lands and other resources in village, organisation of collective co-operative farming” to be devolved to GPs in the Village List of the Bombay Village Panchayat Act 1958.

Block 5: Demographic information (All figures are in number) Item 5.1 to 5.5 as on 1st April of the reference year

Sl. No.	Data item	Population in different Age Groups							Source Code
		(3)	(4)	(5)	(6)	(7)	(8)	(9)	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
5.1 5.2	Population	0-4 years	5-14 years	15-17 years	18-49 years	50-59 years	60 years & above	Total	
	Female								
	Male								
	Households								
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)		

⁹ *Ibid*, p. 54.

5.3	Total number of households	SC	ST	OBC	General	Total	
5.4	Total No. of Households headed by women						
5.5	No. of households living below poverty line (BPL)						

Item 5.6 to 5.13 during the reference year.

Sl. No.	Births		Girls		Boys			Source Code
(1)	(2)		(3)		(4)			(5)
5.6	Live Birth							
5.7	Still Birth							
5.8	Deaths (below age 1 year)							
	Other Deaths (after completion of first birth day)	1-4 years	5-14 years	15-49 years	50-59 years	60 years & above	Total	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	
5.9	Female							
5.10	Male							
5.11	No. of Deaths of Women (Age groups :15-49 years) at the time of Child Birth							
5.12	No. of pregnant women							
5.13	Number of MTP cases							

Data items 5.1 and 5.2 in Block 5 can be obtained from the Population Census after a considerable time lag. As described in §5-3-1, both GPs can also obtain updated information for data items 5.1-5.4 from the ICDS (*Anganwadi*) workers. According to the *CSO Report 2014*, “In the pilot study, a large number of States/UTs have observed that information for items 5.1 to 5.5 is not readily available. These States have reported that wherever this information is available, it is not up to date.” In practice, however, “a major chunk of information has been collected from Anganwadi Worker or Health Worker.”¹⁰ As observed in Warwat Khanderao and Raina, ICDS (*Anganwadi*) workers maintain a record of each household (the Village Survey Register) within their jurisdiction. In fact, according to the feedback report from Assam, Haryana, Kerala and Maharashtra in the *CSO Report 2014*, they consulted the ICDS (*Anganwadi*) registers. However, they pointed out that “The age wise information is available with Anganwadisevika and ANM worker but tabulation of this information as per given age group is very difficult.”¹¹ At the same time, feedback reports in

¹⁰ *Ibid.*, p. 55.

¹¹ *Ibid.*, p. 56. “Therefore, special compilation is required for generating data as per BSLLD village schedules (A & B) like age group wise/social group wise etc.” [Directorate of Economic & Statistics of Karnataka, *Basic Statistics for Local Level Development: A Pilot Study of Dharmad District*, 2012.]

the *CSO Report 2014* from Rajasthan, Tamil Nadu and Uttarakhand suggested that they did not use the ICDS (*Anganwadi*) registers and used estimated data by asking knowledgeable persons.¹²

Data item 5.5 can be obtained from the BPL list available at both GPs, although it is not updated. However, a feedback report in the *CSO Report 2014* from Assam noted that “no specific data of HHs below poverty line is available. Issuance of BPL Card cannot justify the HH is below the poverty line.”¹³

Data items 5.6-5.11 can be obtained at Warwat Khanderao and Raina from the ICDS (*Anganwadi*) registers, the records at the PHCs (and their Sub-Centres), or the birth and death registers of the Civil Registration System (CRS). As mentioned in §5-3-2, however, births and deaths outside the village are often not recorded in the CRS because place of registration of the CRS is the place of occurrence. Data items 5.12-5.13 can be obtained from the records of PHC and its Sub-Centres, or the ICDS (*Anganwadi*) registers. The ICDS (*Anganwadi*) often works with health worker (ANM or ASHA) for these matters.

Demographic information in Block 5 can be used for multiple purposes, such as subject 23: “Health and sanitation, including hospitals, primary health centres and dispensaries,” subject 24: “Family welfare,” subject 25: “Women and child development,” subject 26: “Social welfare,” subject 27: “Welfare of the weaker sections, and in particular, of the Scheduled Castes and the Scheduled Tribes,” subject 16: “Poverty alleviation programme” and subject 28: “Public distribution system.”

Block 6: Morbidity, Disability and Family Planning

Sl. No.	Name three (3) common diseases in the village in descending order of prevalence							Source Code
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
6.1	Chronic							
6.2	Seasonal							
Number of disabled persons by type of disability								
		Female			Male			
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
Type of disability		0-59 Years	60 years and above	Total	0-59 Years	60 years and above	Total	Source Code
6.3	Visual							
6.4	Hearing							
6.5	Speech							
6.6	Locomotor							
6.7	Mental illness							
Number of Married persons								
		Less than 15 years	15-17 years	18- 20 years	21 years and above			Source Code

¹² *Ibid.*, pp. 56-57.

¹³ *Ibid.*, p. 55.

(1)	(2)	(3)	(4)	(5)	(6)	(7)
6.8	Female					
6.9	Male					
6.10	Percentage of couples using any type of family planning method					

Data items 6.1-6.2 are documented in the records of PHC and its sub-centres. Data on disability in the Population Census 2011 and the Socio Economic and Caste Census (SECC) 2011 can cater to data items 6.3-6.7, although it is not updated regularly. Otherwise, these data items have to rely on oral enquiry method with the help of health worker.¹⁴ Data items 6.8-6.9 can be obtained, to some extent, from the ICDS (*Anganwadi*) Village Survey Registers. Data item 6.10 can be obtained from the records of PHC and Sub-Centres. As ICDS (*Anganwadi*) workers work with ANM or ASHA, they partly share data with the PHC or its sub-centres.

Special compilation is required for generating age group wise data for data items 6.3-6.9. A feedback report in the *CSO Report 2014* from Maharashtra noted that “Age group and sex wise compilation of disabilities is very difficult because this information is not updated.”¹⁵

Data items 6.1-6.2 are relevant to subject 23: “Health and sanitation, including hospitals, primary health centres and dispensaries” in the Schedule XI of the Constitution. Data items 6.3-6.10 are relevant to the planning exercises for subject 26: “Social welfare, including welfare of the handicapped and mentally retarded” (data items 6.3-6.7) and subject 26: “Family welfare” (data items 6.8-6.10).

Block 7: Health manpower

		Number of health officials								
		Government facilities				Non-Government facilities				
	Type of systems	Female		Male		Female		Male		Source Code
		Doctor	Trained Nurse/Compounder etc	Doctor	Trained Nurse/Compounder etc	Doctor	Trained Nurse/Compounder etc	Doctor	Trained Nurse/Compounder etc	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
7.1	Allopathic									
7.2	Ayurvedic									
7.3	Unani									
7.4	Siddha									
7.5	Homeopathic									

¹⁴ *Ibid.*, p.59. A feedback report in the *CSO Report 2014* from Haryana pointed out that “Data are not available for all disabled persons. Data available at social welfare office are related to beneficiaries (Physically handicapped) only. However, the available data are not age wise.” [*Ibid.*, p. 58]

¹⁵ *Ibid.*, p. 58.

7.6	Other / Naturopathy									
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Data items in Block 7 can be obtained from the records of PHC and sub-centres. Feedback reports in the *CSO Report 2014* from Kerala, Maharashtra and Uttarakhand noted that information on non-government facilities is not always available in secondary sources so that data was collected from knowledgeable persons.¹⁶ Block 7 is obviously relevant to the planning exercises for subject 23: “Health and sanitation, including hospitals, primary health centres and dispensaries” in Schedule XI of the Constitution.

Block 8: Education:

	Literate Population (aged 7 years & above) in	SC	ST	OBC	GENERAL	Total	Source Code
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
8.1	Female						
8.2	Male						
	Literate Population (aged 15-24 years) in numbers	SC	ST	OBC	GENERAL	Total	
8.3	Female						
8.4	Male						
	A: Primary Classes (I-V)				Female	Male	Source Code
(1)	(2)				(3)	(4)	(5)
8.5	Number of students enrolled						
8.6	Number of students attending schools						
8.7	Number of new entrants/fresh entry						
8.8	Number of students discontinued the studies						
8.9	Reasons for discontinuation of studies						
	B. Middle classes (VI-VIII)						
8.10	Number of students enrolled						
8.11	Number of students attending schools						
8.12	Number of new entrants/fresh entry						
8.13	Number of students discontinued the studies						
8.14	Reasons for discontinuation of studies						
	C. High School (IX-X)						
8.15	Number of students attending schools						
8.16	Number of new entrants/fresh entry						
8.17	Number of students discontinued the studies						
8.18	Reasons for discontinuation of studies						
	D. Senior Secondary School (XI-XII)						
8.19	Number of students enrolled						
8.20	Number of students attending schools						
8.21	Number of new entrants/fresh entry						
8.22	Number of students discontinued the studies						
8.23	Reasons for discontinuation of studies						

¹⁶ *Ibid.*, pp. 59-60.

8.24	Number of children aged 6-14 years, never enrolled in school			
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Reasons for discontinuation of studies (i) – Economic – 1 (ii) – Non-economic - 2
(For items 8.5 to 8.21, the reference date may be taken as 30th September of the year)

Data items 8.1-8.4 can be obtained from the Population Census. As mentioned in §5-2-4, unit-level household data on literacy status of the most literate adult in each household and unit-level person data on each household member with respect to education status (including literacy status) were generated by the BPL Census 2002.¹⁷ The SECC 2011 also collected data on “Highest educational level completed” (including “Illiterate”) for each person in the household. In Raina another unit-level household data on number of literate members and educational attainment of the most educated member of the household with social group (SC, ST, Others) of the households was produced from the census-type survey independently conducted by PRIs in 2008 to evaluate the rural sanitation scheme (see § 4-3-2). However, these data are not updated regularly. The ICDS Village Survey Register is to contain data on educational attainment of each household member and is to be updated regularly. The feedback report in the *CSO Report 2014* from Maharashtra pointed out that *Anganwadi sevikas* were requested for compilation of this data.¹⁸

Data items 8.5-8.24 can be obtained from the village school register and the village-level register of all children on an annual house-to-house enquiry conducted by the school teachers (see §4-3-3-2). Village-wise data of the All India School Education Survey (AISES) is also usable to some extent.

Data items in Block 8 are obviously relevant to subject 17: “Education, including primary and secondary schools” in the Schedule XI of the Constitution.¹⁹ Data items 8.1 - 8.4 are useful for multiple purposes, including subject 19: “Adult and non-formal education.”

Block 9: Land Utilization

Sl. No.	Items	Area In Hectare (up to 2 decimal)		Source Code
(1)	(2)	(3)		(4)
9.1	Geographical Area of the revenue village			
9.2	Reporting Area for land utilization			
9.3	Area under forest			
9.4	Barren and unculturable land			
9.5	Area under non-agricultural uses			
9.6	Area not available for cultivation (9.4+9.5)			

¹⁷ However, majority of unit-level person data of the BPL Census was not available in Bidyanidhi.

¹⁸ *Ibid.*, p. 62.

¹⁹ “Among the other blocks, Block 8 appeared to be tough for the recordists.” [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-27.*]

9.7	Land under miscellaneous trees		
9.8	Permanent pasture and other grazing land		
9.9	Cultivable Waste Land		
9.10	Current Fallow		
9.11	Fallow lands other than current fallows		
9.12	Net Area sown		
9.13	Area sown more than once		
9.14	Total cropped area (gross area)		
9.15	Land under still water		
9.16	Social forestry		
9.17	Marshy land		
	Area Irrigated by source (in Hectare)		
9.18	Government canals		
9.19	Wells /Tubewells		
9.20	Tanks		
9.21	Micro irrigation		
9.22	Other source		
9.23	Total irrigated land (9.18 to 9.22)		
	Number of operational holdings by size and classes		
9.24	Marginal..... (below 1 hectare)		
9.25	Small (1-4 hectare)		
9.26	Medium.....(4-10 hectare)		
9.27	Large..... (10 hectare and above)		
	Natural Resources		
9.28	River Length (Km.)		
9.29	Area of water bodies (other than river) (Hect.)		
9.30	Mines (Number)		

Data items 9.1-9.23 can be estimated from land records and cadastral maps at the *patwari* office in Warwat Khanderao and at the BLLRO in Raina. The *patwari*'s land record is updated regularly unless there is negligence in carrying out the *girdawari*. The BLLRO's land record is not updated regularly. Data from the scheme for Establishment of an Agency for Reporting Agricultural Statistics (EARAS) might be usable in Raina, but it is not available yet.

Data items 9.24-9.27 have no documentary evidence in either Warwat Khanderao or Raina. As mentioned in §5-2-4, the BPL Census 2002 has once collected data on "type of operational holding of land" (owner; tenant; both owner and tenant; none). However, it was not the data by size of operational holdings. As mentioned in §4-3-3-4, the *patwari*'s land record in Maharashtra (Form no. 7) is primarily the ownership holding register and its information on landowner-tenant relationship is quite inaccurate. Since the Agricultural Census for the erstwhile temporarily settled state is conducted through retabulation of information available in the village land records, the Agricultural Census data in Maharashtra does not reflect operational holdings accordingly. Therefore, the operational holding data from the Agricultural Census in Maharashtra is presently useless even if its sub-state level data were disclosed. As for West Bengal, the operational holding data from the Agricultural

Census and the scheme for EARAS can be potentially usable, but it is not available yet.

“Maintenance of village records relating to land revenue” has been provided as the 58th subject of activities to be devolved to GPs in the Village List of the Bombay Village Panchayat Act 1958. Therefore, GPs in Maharashtra are able to intervene in maintenance of land records to correct or update data not only on season-wise land use but also on landowner-tenant relation.

Data items 9.28-9.30 in Block 9 have to rely on an assessment of knowledgeable person or the *patwari*.

In the *CSO Report 2014* Assam, Goa, Kerala, Meghalaya and Sikkim reported the non-availability of data for of this block.²⁰ Feedback reports from Kerala (the earstwhile permanently settled area) reported that ward-wise data for this block is not available but panchayat-wise data was collected from the District Statistical Offices.²¹ A feedback report from Haryana (the erstwhile temporarily settled area) noted that “[accurate] data related to items 9.24 to 9.27 are not available.”²²

Data items 9.1-9.27 in Block 9 are relevant to the planning exercises for subject 1: “Agriculture,” subject 2: “Land improvement, implementation of land reforms, land consolidation and soil conservation” and subject 6: “Social forestry and farm forestry” in the Schedule XI of the Constitution. Data items 9.18-9.23 and 9.28-9.29 are also relevant to subject 3: “Minor irrigation, water management and watershed development.”

Block 10: Live stock and poultry

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

Data items in Block 10 can be obtained from the Livestock Census. However, it is difficult to gain annual data as Livestock Census is conducted once every five years and is not updated regularly. A feedback report from Haryana noted that “Data as per latest livestock census are available otherwise no data related to livestock are compiled at any level.” Block 10

²⁰ Central Statistical Organisation, *Report on Basic Statistics for Local Level Development (BSLLD) Pilot Study in Rural Areas*, 2014, p. 62.

²¹ *Ibid.*, p.63.

²² *Ibid.*, p.63.

is relevant to subject 4: “Animal husbandry, dairying and poultry” in the Schedule XI of the Constitution.

Block 11: Number of storage and marketing outlets

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

As mentioned in §4-2, most data items in Block11 are not documented in the village-level records but are common knowledge among villagers. GP officials in both Warwat Khanderao and Raina revealed in our interview that this information is common knowledge. Raina GP collected some professional tax from shop owners. Block 11 is related to subject 22: “Markets and fairs” and subject 28: “Public distribution system” in Schedule XI of the Constitution.

Block 12: Employment status (employment - unemployment) of the villagers (only for six years and above) (In number)

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

As mentioned in §4-2, data items in Block 12 are not regularly documented in the village-level records, nor are they common knowledge among villagers. These data items have no documentary evidence except for the Population Census, which is not updated regularly. Although the ICDS (*Anganwadi*) Village Survey Register contains a brief note on occupation in the comment column for each member of the household, it is far from enough for data on employment status of the villagers.

According to feedback reports in the *CSO Report 2014*, “Category-wise village level data on employment/unemployment are not available” (Assam); “Perfect figures of employment and unemployment sector wise data are not available” (Gujarat); “No data are available for employment, only estimated data are available” (Haryana); “No register is

available in any office to supplement this block. Census figures 2001 are utilized”(Kerala); “There is no proper record available at village level for compilation of employment status data” (Maharashtra); “Data not available” (Rajasthan); “Collection of data available is insufficient” (Tamil Nadu); “Records are not maintained at Panchayat level” (Uttarakhand).²³

Data items in Block 12 are useful for multiple purposes. For example, GPs can use them to estimate the demand of works to be provided by the MGNREGS with regard to subject 16: “Poverty alleviation programme” in the Schedule XI of the Constitution. As far as Maharashtra is concerned, “Preparation of statistics of unemployment” has been provided as the 74th subject of activities to be devolved to GPs in the Village List of the Bombay Village Panchayat Act 1958. Data items in Block 12 are also relevant to subject 1: “Agriculture” (data items 12.1 and 12.3), subject 8: “Small scale industries” and subject 9: “Khadi, village and cottage industries” (data items 12.2 and 12.4).

Block 13: Migration (As per the last month of the reference period)

Out-migration					
		0-14 years	15 years & above	Total	Source Code
(1)	(2)	(3)	(4)	(5)	(6)
13.1	Female				
13.2	Male				
In-migration					
13.3	Female				
13.4	Male				

As there is no official system of recording migration, no accurate migration data is available at the village. Some data can be obtained from the comment column for each member of the household in the ICDS (*Anganwadi*) Village Survey Registers. Information on death, marriage or migration for to each member of the household is noted in this comment column. However, the exact date of the event is not always available. When a new survey is conducted, the households that have migrated temporarily are deleted from the register. Nevertheless, as mentioned in §4-3-3-1, in cases where a part of the household members have migrated, details of all members of the undivided household are recorded even when the migration is permanent. In addition, special compilation will be required for generating data for each age group.

The Population Census also collects migration data every 10 years, but it is not updated for 10 years.

Many feedback reports in the *CSO Report 2014* stated that “there is no system of recording migration data. So it is difficult to get exact figures.”²⁴ According to Kerala’s feedback report, “registers are not available in any office.” The difficulty was solved “by

²³ *Ibid.*, pp. 66-67.

²⁴ *Ibid.*, p. 68.

collecting data from oral report of knowledgeable person.”²⁵ Maharashtra’s feedback report in the *CSO Report 2014* pointed out that “information regarding in and out migration can only be available from records of Anganwadi register but age wise classification of this information is not available. No other official record is maintained at village level.”²⁶

Demographic information in Block 13 is a core statistics for rural development, which is useful for multiple purposes.

Block 14: Other social indicators: (As per the last month of the reference period)

Sl. No.	Other selected social indicators Item	Number		Source Code
		Female	Male	
(1)	(2)	(3)	(4)	(5)
14.1	Street children			
14.2	Beggars			
14.3	Juvenile Delinquent			
14.4	Drug addict			
14.5	Child worker (Aged 14 years and less)			
14.6	Incidence of violence against women (only cognizable reported cases)			

Data items in Block 14 have no documentary evidence, which require subjective assessment of knowledgeable persons.

The Maharashtra’s feedback report in the *CSO Report 2014* noted that “these data are collected from knowledgeable person[s] which are not reliable.”²⁷ A feedback report from Odisha noted that “some items of this Block are not available in the recorded form. Because of the social reasons people are reluctant to share information.”²⁸

Data items 14.1-14.2 and 14.5 are related to subject 16: “Poverty alleviation programme” etc. Data item 14.6 is relevant to subject 25: “Women and child development” in Schedule XI of the Constitution.

Block 15: Industries and business (number of small scale enterprises and workers therein) (As on 31st March of the reference year)

Sl. No.	Enterprises	Only Self Employed Enterprises (Own Account Enterprises)		Other Enterprises (with at least one paid worker)			Source Code
		No. of Units	No. of Self-Employed Workers	No. of Units	No. of Self-Employed Workers	No. of Paid Workers	

²⁵ *Ibid.*, p.68.

²⁶ *Ibid.*, p.68.

²⁷ *Ibid.*, p.70.

²⁸ *Ibid.*, p.70.

			Female	Male		Female	Male	Female	Male	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
15.1	Black smith shop									
15.2	Shops selling agricultural equipments									
15.3	Agricultural seed shop									
15.4	Manufacturing of fishing nets									
15.5	Processing of fish									
15.6	Mining and Quarrying									
15.7	Well/tube-well making									
15.8	Flour mills									
15.9	Saw mills									
15.10	Sugar cane crushing									
15.11	Weaving mills									
15.12	Grocery shop									
15.13	Tailoring									
15.14	Car/Scooter /Cycle repair shop									
15.15	Tea stall									
15.16	Sweet shop									
15.17	Pan/bidi/cigarette shop									
15.18	Meat Shop									
15.19	Slaughter House									
15.20	Tyre Repair Shop									
15.21	Gold Smith/jewellery shop									
15.22	Shoe repair shop									
15.23	Brick/kiln making									
15.24	Food processing (other than fishing)									
	Dispensary and medicine shop									
15.25	(a) Allopathic									
15.26	(b) Homeopathic									
15.27	(c) Ayurvedic									
15.28	Carpentry									
15.29	Restaurants (other than tea stall)									
15.30	Masonry/Helpers									
15.31	Rickshaw-pullers									
15.32	Auto/Taxi drivers									
15.33	Tutorial Home/centre									

15.34	STD booth									
15.35	Fish Shop									
15.36	Poultry farming and selling									
15.37	Fruits and /or Vegetables Shops/ vendors									
15.38	Stationary Shops									
15.39	Beauty Parlour									
15.40	Massage Parlour									
15.41	Milk Processing									
15.42	Electronic & Electric Equipment Shop									
15.43	Hardware shop									
15.44	Cell phone shop									
15.45	Internet Café									
15.46	Any other enterprise not listed above									

Data items Block 15 are not documented in the village-level records. Neither data from the Industrial Development Office (IDO) nor village-level data of the Economic Census is available with GPs. Some enterprises and workers therein may be commonly known among villagers. However, some small informal sector enterprises should not always be common knowledge. Raina GP collected professional tax from shop owners. Otherwise, data on number of enterprises has no documentary evidence at the village level.

Data on number of workers by type of enterprise have no documentary evidence except for the Population Census data, which is not updated for 10 years.

According to Kerala's feedback report in the *CSO Report 2014*, "Number of enterprises, available from panchayat register is partial. Updation is only done as and when new enterprises are registered." "Data are collected from knowledgeable persons."²⁹ According to Haryana's feedback report, "In small villages where establishments are less, accurate data can be collected but in big villages it is based only on the knowledge of informants."³⁰ According to Maharashtra's feedback report noted that "Up-to-date record is not maintained, specially commercial units which are outside village but inside of village boundary are found unrecorded."³¹ A feedback report from Andhra Pradesh suggested that "6th Economics Census data can be used for this block."³²

Block 15 is obviously relevant to subject 8: "Small scale industries, including food processing industries" and subject 9: "Khadi, village and cottage industries" in Schedule XI of the Constitution. Data items 15.25-15.27 are related to subject 23: "Health and sanitation,"

²⁹ *Ibid.*, p.74.

³⁰ *Ibid.*, p.73.

³¹ *Ibid.*, p.74.

³² *Ibid.*, p.71.

which includes matters on dispensaries.

Block 16: Information on Fatality due to Disasters

Number of deaths									
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
Sl. No.	Name of the disaster	Female			Male			Total	Source Code
		0-14 years	15 years & above	Sub-Total -1	0-14 years	15 years & above	Sub-Total -2		
1									
2									
3									
4									
5									

Source Codes:

1. Panchayat - 01
2. Anganwari worker - 02
3. Health worker (ANM/ FHW/ MHW/ etc.) -03
4. Patwari (Land Records) - 04
5. Village Headman - 05
6. Local School - 06
7. Local Doctor - 07
8. PHC/ Sub-Centre/ Hospital - 08
9. Knowledgeable Person / Others (Female - 09, Male - 10)

There is no GP register for data items in Block 16.³³ However, according to feedback from states and Union Territories in the *CSO Report 2014*, “as such no significant problem was faced by them for compilation/collection of information for this block.”³⁴ In Maharashtra the *patwari* reports to *Tehsildar* and District Collector about information on deaths caused by disasters.

§6-1-2 Documentary evidence of the Village Schedule Data on BSLLD

The Village Schedule on BSLLD is a framework for the compilation not only of secondary data (existing records and registers) but also information from knowledgeable persons. However, as described in §4-3-5-1, most of the data items in the Schedule is assumed to have documentary evidence. A set of village-level data sources that has already been documented by local-level functionaries should exist in parallel to most of data items in the Village Schedule.

³³ This Block has been inserted in the Village Schedule on BSLLD since the Phase III of the MoSPT's pilot study commissioned in 2012-13. Before that, no such Block was contained in the Schedule. Therefore, we have not conduct an interview on this Block on the spot.

³⁴ *Ibid.*, p.75.

For villages in Raina GP that were actually covered by the pilot scheme of the MoSPI on BSLLD in its Phase I since 2009, we ascertain that all the data items in the Village Schedule were filled up. However, as observed above, some data items in the Village Schedule are not obtained from the village-level records or registers. Some data items in Block 2, Block 3, Block 4, Block 11 etc. are not documented but are obviously common knowledge among villagers. For example, as GP is a meeting place for the villagers, the probability of getting correct information on data items in Block 4: “Distance from the nearest facility” is very high. However, some data items are not documented in any village-level records, nor are they common knowledge among villagers. Some data items require aggregation of a large number of information so that subjective assessment of knowledgeable persons is not adequate. These include data items in the following blocks:

- Block 9: Land utilization (even in the erstwhile temporarily settled area);
- Block 12: Employment status;
- Block 13: Migration; and
- Block 15: Industries and business

As mentioned in §4-3-3-4, there is no land record on operational holdings even in the erstwhile temporarily settled area like Warwat Khanderao. There is no updated land use record in the erstwhile permanently settled area like Raina. Although the ICDS (*Anganwadi*) Village Survey Register contains a brief note on occupation and migration in the comment column for each member of the household, the note is neither necessarily accurate nor exhaustive. Although village-level data of the Economic Census should include data on small-scale enterprises and workers therein, it is not disclosed at present.

Therefore, data items in these blocks need substantial refinement³⁵ and may be rationalized to improve their quality. However, these data items are not unimportant for the rural development. Thus, a fundamental reform may also be introduced in these data sources. The recording systems kept by village-level functionaries may be fundamentally re-organised.

Kerala’s feedback report in the *CSO Report 2014* suggested, for example, that by paying a yearly honorarium to ICDS (*Anganwadi*) workers, their services can be utilised for maintaining and updating registers in accordance with the Village Schedule with the permission of the state government.³⁶ The Expert Committee on BSLLD has also recommended that staff, particularly the Panchayat Secretary in coordination with ICDS (*Anganwadi*) workers, ANMs and Revenue Officials, to work on obtaining financial support for the compilation of village level statistics at the GP level.

³⁵ Central Statistical Organisation, *Report of High Level Expert Committee on Basic Statistics for Local Level Development*, 2006, p. 17. “The ‘Village Schedule’ in its present form needs substantial refinement and clarity on the basis of the experience gained through pilot studies regarding data availability.”

³⁶ Central Statistical Organisation, *Report on Basic Statistics for Local Level Development (BSLLD) Pilot Study in Rural Areas*, 2014, p. 56 and p. 58.

As mentioned in §5-1-1-3, an important recommendation made by the Expert Committee on BSLLD is to establish formal data sharing mechanisms between the panchayat and different agencies working in the panchayat area. In §5-3-1 we discussed a possible data-sharing mechanism to keep a village-level population list (People's List). In addition, data on occupation or migration may be included in the list if it is urgently required. Such a reform in village-level recording system may cater to the data requirement in Block 12 and Block 13. As mentioned in §4-3-3-4, Maharashtra GPs have the potential to establish a data-sharing mechanism with *patwari* agencies to intervene in maintenance of land records to correct and update data regarding season-wise land use or data regarding landowner-tenant relation. It is statutorily possible for *Gram Sabhas* in Maharashtra to have disciplinary control over *patwari* system under the Bombay Village Panchayat Act 1958 as amended in 2003. Such intervention will develop the land records to meet the data requirement in Block 9.³⁷ As for GPs in West Bengal, those data of Agricultural census or data of the scheme for the EARAS would be useful, which are to be taken through a complete listing by house-to-house enquiry about operational holders. Otherwise, land use information might be added to the land records maintained by the Block Land and Land Reform Office (BLLRO) and village-level Revenue Inspector (R.I.). Sub-State level data of the Economic Census might be disclosed to examine its discrepancies and use it for data items in Block 11 and Block 15.

6-1-3 Planning exercise at the GP level and the possible use of the Village Schedule on BSLLD

As mentioned in §5 of chapter 2, the planning exercise is feasible just for the functional domain with a high degree of autonomy. In any case, a panchayat cannot make any plan concerning functions outside its functional domain. The planning exercise of a panchayat is possible only within its functional domain. The planning of a panchayat is no other than the planning of its particular functional domain. Therefore, we should evaluate the utility of the Village Schedule on BSLLD in relation to the functional domain of the particular panchayat.

The utility of the Village Schedule on BSLLD depends on the tier of PRI— GP, Panchayat Samiti and Zilla Parishad— because the Activity Mapping should differ from tier to tier. The Village Schedule on BSLLD assumes the utilisation at the GP and district levels. In fact one copy of the Village Schedules is to be retained at the GP as a “permanent document for every village,”³⁸ and another copy is to be sent to the District Statistical Office (DSO).³⁹ Its utility at the GP level will be different from the utility at the district level.

³⁷ The State government may disclose to the panchayats the village-level spatial data on geographical information system (GIS), as has already been made public in the Google Maps. It will help the panchayats to check the reliability of cadastral map and land use information maintained by *patwari*.

³⁸ Central Statistical Organisation, 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. 148.

³⁹ Central Statistical Organisation, Ministry of Statistics and Programme Implementation, Government of India, *Basic Statistics for Local Level Development: Instructions for Data Recordist*, Volume I, p. 4. “Three copies of both the village schedules are to be filled-in. One copy is to be retained at the village, second copy at the Panchayat, and the third copy is to be sent to the

6-1-3-1 Utility of the Village Schedule on BSLLD in Warwat Khanderao GP

As described in §3-2-2-12, “Preparation of plans for the development of the village” is a function listed in Schedule I (Village List) of the Bombay Village Panchayats Act, 1958. The GP is to place, before the first meeting of the *Gram Sabha* in every financial year, “the development and other programme of work proposed for the current financial year” (Section 8).

Nevertheless, as observed in §3-2-2-12, all of the Village Schedule data on BSLLD would not be required so keenly in Warwat Khanderao GP for the purpose of “preparation of plans for the development of the village.” The authority of Warwat Khanderao GP to carry out the planning exercises is substantially limited on the ground. Information in the Village Schedule on BSLLD will be “excessive” for the Warwat Khanderao GP, considering the narrow space of autonomy of its functional domain. At present the GP may fill in most data items not to use for its own planning exercises but to send to the district office.

As mentioned in §3-2-2-8, most schemes in Warwat Khanderao, except for schemes for drinking water, roads, sanitation, ICDS, MGNREGS, public distribution are implemented by agencies such as line departments, *Tehsildar*, *Panchayat Samiti* and *Zilla Parishad*. As described in detail in §5-1-1-2, most of subject functions regarding the primary sector, such as subject 1: “Agriculture, including agricultural extension,” subject 2: “Land improvement, soil conservation and land reform,” subject 3: “Minor irrigation” and subject 4: “Animal husbandry, dairying and poultry” in the Schedule XI of the Constitution are in practice assigned to Panchayat Samiti or *Tehsildar*. Under the Right to Education Act, 2009, almost no function is assigned to Warwat Khanderao GP with regard to subject 17: “Education, including primary and secondary schools.” The *sarpanch* insisted that functions assigned to Warwat Khanderao GP with regard to social welfare and poverty alleviation programme is only the basic formalities such as completing paperwork, and the rest is implemented by *Panchayat Samiti* or *Tehsildar*. The GP has a limited responsibility to suggest a wish list of beneficiaries for some schemes such as the IAY and the *Sanjay Gandhi Niradhar Yojna*. Unlike Raina GP, Warwat Khanderao GP does not receive funds directly from government agencies for the IAY and IGNOAPS. Although Warwat Khanderao GP is considered as a direct implementing agency for the MGNREGS, it is not functional partly because the wage rate under MGNREGS is lower than that of agricultural work in this area. The SHGs are organised by the NGO in Warwat Khanderao and the *Panchayat Samiti* implements the SGSY for Warwat Khanderao. Warwat Khanderao GP has no particular commitment to the SHGs’ activities. Warwat Khanderao GP has no specific role regarding subject 8: “Small scale industries” and subject 9: “Khadi, village and cottage industries.”

Besides, as mentioned in §3-2-2-5, there is no strong coordinating mechanism

between the Warwat Khanderao GP and village-level functionaries working in the PRI, independently of the Panchayati Raj setup. The only village-level functionaries with which the GP has a coordination mechanism are ICDS (*Anganwadi*) workers. However, as mentioned in §4-3-3-1, both *Mahila Baal Samiti* and *Bal Vikas Samiti* are not functional in Warwat Khanderao.

Thus, in most functional domains provided in Schedule XI of the Constitution, Warwat Khanderao GP cannot act even as an implementing agency of the State or Central government. The institutional mechanisms of the Central and State schemes bypass and ignore the GP or at best, seek only a “cursory and token linkage.”⁴⁰ However, even if the GP has no specific role in implementing the scheme except for completing paperwork for other agencies, the GP cannot be uninformed about the matters. The GP is made responsible for such formalities. Broadly speaking, such a responsibility is also a matter of self-governance. The GP cannot have its own vision and initiative for planning exercise in such a functional domain. As mentioned in §3-2-2-8, any decision-making for its resource allocation and project execution rests with outside agencies.

The only area of functions, for which Warwat Khanderao GP can carry out “envisioning” a feasible plan, is functional domain related to schemes for drinking water, roads and sanitation, ICDS, and public distribution etc. Water supply scheme is the important development activity in Warwat Khanderao GP. In fact, as shown in Table xxx in §5-4-2, water tax is a major source of income for Warwat Khanderao GP. As mentioned in §4-3-3-1, the ICDS (*Anganwadi*) Centre is becoming fully functional in Warwat Khanderao. The ICDS (*Anganwadi*) workers sometimes jointly work with ANM and ASHA. Accordingly, requisite data items in the Village Schedule on BSLLD to carry out micro level planning in Warwat Khanderao GP has to be focused on this limited functional domain. As described in §3-2-2-8, the GP has little responsibility for the rest of the functional area. For example, the Warwat Khanderao GP does not require data items in Block 8: “Education,” Block 12: “Employment status,” and Block 15: “Industries and business” for use in the village-level planning, even if these data items actually reflect the subjects of great interest for the villagers.

However, the Village Schedule data on BSLLD is relevant to a broader range of functions of the concerned *Panchayat Samiti*. In Maharashtra the scope of autonomous space in the functional domain is broader in *Panchayat Samiti* than in the GPs under the *Panchayat Samiti*. As mentioned in detail in §5-1-1-2, responsibility of some schemes implemented in Warwat Khanderao is assigned not to the GP but to the *Panchayat Samiti*. For example, identification of beneficiaries of schemes such as distribution of subsidised agricultural inputs is assigned to *Panchayat Samiti* with regard to subject 1: “Agriculture” in Schedule XI of

⁴⁰ Planning Commission, *Manual for Integrated District Planning*, 2008, p. 6. “the institutional mechanisms envisaged continue to bypass Panchayats or at best, seek only a cursory and token linkage. Most such schemes envisage a line department sponsored hierarchy of missions and parallel bodies for actual planning and implementation.”

the Constitution. The SGSY is implemented by the *Panchayat Samiti* for Warwat Khanderao. As witnessed by the *sarpanch*, although the GP only fills the forms for poverty alleviation programme, the rest of the work is done by the *Panchayat Samiti*. It is in a sharp contrast to Raina GP where these functions are partly assigned to its sub-GP bodies, *Gram Sansads*.

However, the power of the BDO to carry out planning exercises is somewhat limited. As mentioned in §3-2-2-12, although “sector planning officers” in the BDO—a sector refers to a geographical area comprising of 10-15 villages—are responsible for all planning activities for each scheme/programme (of the Ministry of Rural Development) with the help of the *Gram Sevak*, the power of the BDO is limited compared to the *Tehsildar*.⁴¹ While the BDO is the executive officer for all matters related to the panchayat, the *Tehsildar* is the Programme Officer for all programmes under the Ministry of Rural Development.

6-1-3-2 Utility of the Village Schedule on BSLLD in Raina GP

The Village Schedule data on BSLLD is usable in Raina to compile minimum number of statistics for planning exercises. Information in the Village Schedule will not be excessive for Raina GP, considering its autonomous space in the functional domain.

As described in §3-2-2-12, the West Bengal Panchayati Raj Act, 1973 authorises all tiers of PRIs to prepare annual and five-year plans. Furthermore, the West Bengal State government pursued a bottom-up type planning exercise with a special focus on GPs and their *Gram Sansads*. The emphasis of development activities was placed on the GP and *Gram Sansad*-levels in West Bengal. At the *Gram Sansad*-level, the *Gram Unnayan Samitis* (village development committee) have been entrusted the task of preparing village-level plans (“Action Plan”), which shall be the basis of the GP plan.

Indeed, Raina GP (and its *Gram Sansads*) has a certain autonomous space in its functional domain to carry out planning exercises. Certainly, Raina GP and its *Gram Sansads* also act as implementing agencies of the state or the centre schemes as in Maharashtra. The authority of a GP and its *Gram Sansads* to carry out planning exercises is limited in West Bengal like those in Maharashtra. The projects that can be taken up under the different types of schemes and funds are specified by the funding authority of the State or the Central government. Nevertheless, the authority of GPs in West Bengal to carry out planning exercises was not as limited as in Maharashtra. First, devolution of finance and functionaries to GPs was more advanced in West Bengal than in Maharashtra. In numerous schemes, GPs

⁴¹ In addition to the revenue administrative duties, the Tahsildar is responsible “to the Collector and the Sub-Divisional Officer whom he has to keep constantly informed of all political happenings, out break of epidemics and other matters in the area within his jurisdiction. He generally helps or guides the officers of other departments in the execution of their respective duties in so far as his tahsil is concerned. He is responsible for holding the cattle census. The Tahsildar is also expected to propagate co-operative principles in his tahsil. The Tahsildar's position in relation to the tahsil officers of other departments, e. g., the station officers of the Police Department, the Sub-Registrar, the Range Forest Officer, Medical Officer. Postmaster, etc., is not definable. Though they are not subordinate to him they are grouped round him and are expected to help and co-operate with him in their spheres.Though the Tahsildar is not expected to work directly for local bodies he is usually the principal source of the Collector's information about them.” <http://akola.nic.in/gazetteers/maharashtra/gen_admin_tahsildar.html> Retrieved on 30 November 2014.

receive funds directly from government agencies. Second, GPs in West Bengal and its *Gram Sansads* have some policy handles to mobilise their communities using government schemes such as MGNREGS and SGSY. Although such schemes are tied to pre-determined objectives provided by the Central Government, they leave considerable scope for the own priorities of each GP.

As mentioned in §5-1-1-2, the *Gram Unnayan Samities* (GUSs) of each *Gram Sansad* was able to select beneficiaries for distribution of subsidised inputs for primary sector on the basis of the number of GP-wise or *Gram Sansad*-wise beneficiaries specified by line departments such as the Agriculture Department and the Animal Resources Development Department. The GUSs were able to identify projects in the Action Plans for land improvement. Based on these Action Plans the GP prepares estimates and sends project proposals to the BDO that approves the budget and sends the funds to GP. The GP was able to identify locations for Minor Irrigation projects and their beneficiaries. Vaccination of animals against epidemic was also a function assigned to the GP. In order to execute social forestry projects in wastelands and on roadsides, the GP was able to select sites for planting and execution of the work through SHGs or GUSs.

In this functional domain pertaining to *primary sector*, the scope of autonomous space for the GP to carry out planning exercises is limited, tied to pre-determined objectives provided by the line departments. However, the GP or the *Gram Sansads* can select beneficiaries or locations of the schemes for their own priorities. All data items in Block 9: “Land Utilization” and Block 10: “Live stock and poultry” are relevant to the planning exercises for this functional domain. Data items 2.5-2.6 (on irrigation) in Block 2, data items 3.4-3.5 (on orchards and forest areas) in Block 3 and data item 4.20 (on veterinary sub-centre/dispensary) in Block 4 are also relevant to this functional domain.

As mentioned in §5-1-1-2, the GP was able to identify school-less mouzas or hamlets for opening alternative school education scheme— *Sishu Siksha Karmasuchi* (SSK) and *Madhyamik Siksha Karmasuchi* (MSK) and send proposal to *Panchayat Samiti*. The PRI in West Bengal took the initiative in this alternative school education scheme. Adult and non-formal education through the Adult High Schools and the Continuing Education Centre, and establishment of libraries are assigned to GP. For the purpose of planning exercises in this functional domain pertaining to *education*, all data items in Block 8: “Education,” data item 2.9 (on adult education course) in Block 2, data items 4.6-4.19, 4-36-4.38 and 4.49 (on distance from the nearest education facilities) in Block 4 are usable.

As mentioned in §5-1-1-2, the GP was assigned a wide variety of functions with regard to subject 23: “Health and sanitation, including hospitals, primary health centres and dispensaries” and subject 25: “Women and child development” in the Schedule XI of the Constitution. The GP maintained and supervised sub-centres of the PHC. The GP was able to organise SHGs for women and involve SHGs in monitoring community health. Disease surveillance to pre-empt outbreak and preventive measures against spread of communicable

diseases were also functions assigned to the GP. The GP worked with the Health Department to implement programmes under the National Rural Health Mission. Coordination of ICDS (*Anganwadi*) activities and construction of ICDS (*Anganwadi*) centres were additional functions assigned to the GP. The GP can assist couples in family planning with regard to subject 24: “Family welfare” in the Schedule XI. As mentioned in §3-2-2-5, the GP in West Bengal took initiative for convergence of public health activities through the monthly Fourth Saturday Meeting at the GP office with the ICDS supervisor, the ANM and health supervisor, representatives of SHGs, and Panchayat officials. The meeting reviewed the performance of different departments in delivery of public health services like immunization, ante- and post- natal services, registration of births and deaths, nutritional status of children, water supply and sanitation. The meeting “encourages the PRIs to chalk out their action plan for improvement with local interventions.”⁴²

Therefore, all data items in Block 5: “Demographic information,” Block 6: “Morbidity, Disability and Family Planning,” and Block 7: “Health manpower” are relevant to the planning exercises for this functional domain pertaining to *health and child development*. Data item 2.14 in Block 2, data item 3.8 in Block 3, data items 4.21-4.28 (on distance from the nearest medical facilities) and 4.45 in Block 4, data item 14.6 in Block 14, and data items 15.25-15.27 in Block 15 are also relevant to this functional domain.

As mentioned in §5-1-1-2, GPs in West Bengal is a direct implementing agency for some government schemes, such as Sampoorna Grameen Rozgar Yojana (SGRY), Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Indira Awaas Yojana (IAY), Indira Gandhi National Old Age Pension Scheme (IGNOAPS), Provident Fund for Landless Agricultural Labourers (PROFLAL), National Family Benefit Scheme (NFBS), *Kishori Shakti Yojana* and *Balika Sambriddhi Yojana*. In each of these schemes the GPs received funds directly from the government agencies. The GP can identify the projects in the GP area to be taken up under the MGNREGS and can prepare a development plan, considering the recommendations of the *Gram Sabha* and the *Gram Sansad* meetings. In this respect the MGNREGA leaves a certain scope for the priorities of each GP. In addition the GP and its *Gram Sansads* in West Bengal was able to mobilise the people utilising SHGs under the SGSY. Convergence of SGSY with MGNREGS was also pursued in West Bengal, getting assistance of the SHGs for MGNREGS.⁴³ Identification and selection of beneficiaries for IAY, IGNOAPS and NFBS were carried out through *Gram Sansads*. The GP also selected beneficiaries for Antyoday and Annapurna schemes with regard to subject 28: “Public distribution system” in Schedule XI of the Constitution. Thus, although the GP and its *Gram Sansads* in West Bengal were implementing agencies of the State or the Centre government as in Maharashtra and the authority of GP and its *Gram Sansads* to carry out planning exercise is limited as in Maharashtra, some schemes such as MGNREGS and SGSY leave considerable

⁴² Panchayats and Rural Development, Government of West Bengal, *Annual Administrative Report 2006-07*, p. 49.

⁴³ Panchayats and Rural Development, Government of West Bengal, *Annual Administrative Report 2008-09*, pp. 95-97

scope for the own priorities of each GP.

Thus, all data items in Block 5: “Demographic information”— especially data items 5.3-5.5—Block 12: “Employment status,” Block 14: “Other social indicators”— especially data items 14.1-14.2 and 14.5—are relevant to the planning exercises for this functional domain pertaining to *poverty alleviation and social welfare*. Data item 3.7 (on houses according to structure) in Block 3 and data item 2.8 (on self help group) in Block 2 are also relevant to this functional domain. Data items 4.36-4.39 and data items 6.3-6.7 may also be related to social welfare. Data items 4.31 and 11.1 are relevant to the public distribution system. Block 13: “Migration” is usable for multiple purposes.

As in the case of Warwat Khanderao GP, Riana GP constructs wells, tanks, tube wells (ordinary hand pump) with regard to subject 11: “Drinking water” in Schedule XI of the Constitution. The GP also issues a certificate on the electrification of mouzas with regard to subject 14: “Rural electrification” in the Schedule XI. Maintenance of community assets such as public tanks, ghats, public channels, reservoirs, wells, streets, drains, culverts, lamp posts etc. is also assigned to the GP with regard to subject 29: “Maintenance of community assets.” Creation of durable assets and strengthening the livelihood resource base of the rural poor are an important objective of the MGNREGS. The principle of community ownership and maintenance is applied for such assets. As mentioned in §5-1-1-2, the MGNREGS is focused on water conservation, drought proofing, irrigation, renovation of traditional water bodies, land development, flood control and protection works, rural connectivity to provide all-weather access and any other work which may be notified by the Central Government in consultation with the State Government⁴⁴ Therefore, the GP is expected to identify such projects in the GP area and prepare a development plan. Thus, the GP has an autonomous space in creation of community assets with regard to the MGNREGS.

Data items 2.1-2.2, 2.4-2.6, 2.12-2.13 and 2.15 in Block 2: “Availability of some basic facilities”, data item 3.6 in Block 3: “Village Infrastructure” and data items 4.3-4.5 in Block 4 are relevant to the planning exercises for this functional domain pertaining to *infrastructure*.

With regard to subject 8: “Small scale industries” in Schedule XI of the Constitution, the GP can facilitate group formation for khadi, village and cottage industries and identify needs for skill development training. However, we could not find any specific role of Raina GP in respect to this functional domain. The GP can also manage hat/bazar transferred to GP. The GP can construct and regulate markets, and it can hold and regulate fairs, melas and hats.

Block 15: “Industries and business,” Block 11: “Number of storage and marketing outlets” and data item 12.2 (on self employed in non-agriculture sector) in Block 12 can be usable for the planning exercises for this functional domain pertaining to *industry and commerce*.

⁴⁴ Schedule I of the National Rural Employment Guarantee Act, 2005.

6-1-3-3 *What is the best minimum database content for use in planning exercise?*

Thus, autonomous space in its functional domain is limited for Warwat Khanderao GP so that the GP cannot make full use of the data items in the Village Schedule for the purpose of planning exercise. Assessment of the functional devolution to GPs in Maharashtra is beyond our discussion in this study. Nonetheless, we can say that the devolution of functions provided in the Schedule I (Village List) of the Bombay Village Panchayats Act, 1958 is much greater than actual status of devolution to Warwat Khanderao GP.

However, almost all the Village Schedule data was relevant to the GP-level planning exercise in Raina. It was partly usable even for *Gram Sansads* as well. Raina GP had an autonomous space in its functional domain so as to make full use of most data items in the Village Schedule for the planning exercise. As mentioned in §3-2-2-7, however, the scope of Activity Mapping of West Bengal was still limited. The West Bengal State Government provided a roadmap that went beyond the limited functional domain defined by the Activity Mapping.⁴⁵ In order to go beyond the functional domain delineated by the Activity Mapping, GPs in West Bengal may require more data items than items in the Village Schedule.

The framework of the Village Schedule is only a minimum list of variables on which data are to be collected at the village level. That should reflect the highest-priority needs for planning exercises in all three tiers of the PRI. In fact we have found a certain relationship between each data item in the Village Schedule and the GP-level functional domain provided in the actual Activity Mapping, particularly in the case of Raina GP. However, further discussion will be required about whether or not each data item is actually the best minimum data content for use in the planning exercise of the PRI. It is a very difficult question. Even though each data item in the Village Schedule seems to be related to one or more subject functions in the actual Activity Mapping of the panchayat, it does not mean that the data item has actually the most adequate data content and is versatile enough to cater to any data requirements in all tiers of PRI in every state. This study tentatively respects the achievement of effort made so far to identify the framework of the Village Schedule. The framework was provided on the basis of review of the efforts made in the past by various groups and committees in India, and the framework has been repeatedly tested and modified through extensive pilot studies.

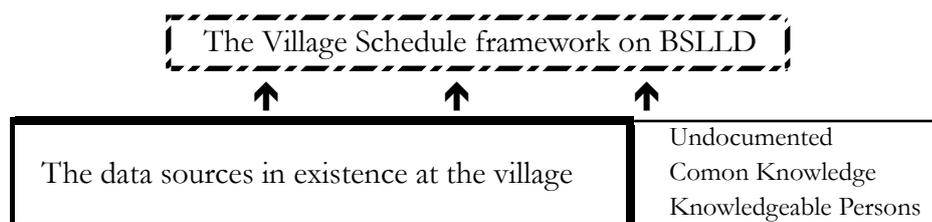
§2. Village-level Data Sources to Supplement the Village Schedule on BSLLD for Planning Exercises

⁴⁵ Panchayat and Rural Development Department, Government of West Bengal, *Roadmap for the Panchayats in West Bengal: A Vision Document*, 2009.

Both the Warwat Khanderao and Raina GPs and *Gram Sansads* in Raina have to return to the village data sources to carry out their planning exercises. They have to consult the village-level data sources behind the Village Schedule on BSLLD. For the planning exercises, the GPs (and *Gram Sansads*) can supplement the Village Schedule data with the databases maintained by the GP and other village-level satellite agencies. The main data sources at the village have been described in Chapter 4.

As mentioned in §4-3-5-1, the Village Schedule on BSLLD is a mere framework to summarize the village-level secondary data along with personal assessment of knowledgeable persons (and common knowledge among villagers). As shown in Figure 1, there is a set of data sources in the village in parallel to most data items of the Village Schedule. Therefore, the data recordist is requested to compile as much data as possible from the village-level records.⁴⁶ However, the village dataset is used as more than documentary evidence for the Village Schedule. The GPs (and *Gram Sansads*) have to return to the village-level data sources that are not reflected in the Village Schedule.

Figure 1



6-2-1 Supplementary data on current and past performance of the particular panchayat and its satellite agencies

A GP (and *Gram Sansads*) requires those data on its current and past performance in its functional domain, which are more than the Village Schedule data. For the planning exercises, the GPs (and *Gram Sansads*) need to supplement the Village Schedule data with data on current status and history of performance of the particular GP and its satellite agencies.

Without data on current and past performance of the GP and its satellite agencies working in the GP’s functional domain, the GP (and *Gram Sansads*) cannot assess progress and shortfalls, and gaps in output in implementing the previous plans. Without such performance data, the GP (and *Gram Sansads*) would not only be unable to prepare plans for future, but also unable to monitor the execution (“output”) of the previous plan.

In §5-1-1-2, we have discussed data on the current status of performance of the particular GP and its satellite agencies working in the GP’s functional domain. Actually, many records and registers are documented as a part of functions performed by village-level

⁴⁶ Central Statistical Office (2014), p. 125 and p. 131.

functionaries and the records and registers describe their functional domain. These data sources have been described in §4-1 of chapter 4 as “registers and records collected and maintained by the GP” and “registers and records collected and maintained by other village-level agencies.”

Work done by the GP and its satellite agencies and assets created through the work are documented in these records and registers. For example, Raina GP has a “Works Register” to keep track of public works done by GP under various schemes. Panchayat Acts in both States (Section 8 of the Bombay Village Panchayats Act, 1958 and Section 18 of the West Bengal Panchayati Raj Act, 1973) require the GP to prepare for the *Gram Sabha* a report showing any work and activities done under different projects, programmes or schemes.

In addition to the registers on their work and assets, many lists of beneficiaries—such as IAY beneficiaries list, *Annapurna Anna Yojana* beneficiary list, beneficiaries list of the *paani parota yojana*, MGNREGS register and records at the PHC (and its Sub-Centres) —are generated in the functional domain of the GPs and their satellite agencies. Village-wide aggregate data (statistics) can be produced from these lists of beneficiaries to work out key indicators for the planning exercise.⁴⁷

A retrospective review of their functional domain will be also required for a GP (and *Gram Sansads*) to have a long-term vision for their planning exercises. For the retrospective review, an archive of data on their functional domain will be necessary. The Activity Mapping of West Bengal provided the following functions to be assigned to GP with regard to subject 20: “Libraries” in Schedule XI of the Constitution:

Sending copies of guidelines and booklets for all development programs, Annual Report, Budget, Annual Plan of GP, and information on social issues to Rural Library or Community Library cum Information Centre (CLIC) for general information of public.

Needless to say, the copy of the Village Schedules retained at the GP may also be stored as a “permanent document for every village”⁴⁸ every year to highlight some significant features of development or thereof in chronological order.

6-2-2 Supplementary data to re-examine the unrecorded object domain of functionings of the panchayat and its satellite agencies

As mentioned in §2-2-2, we often find unrecorded object domain of functionings of the panchayat and its satellite agencies outside the coverage of their administrative registers and records. In §2-2-2 we discussed, for examples, unrecorded eligible BPL households excluded

⁴⁷ *Manual for Integrated District Planning* mentions about “Summary of processes followed for getting the village/ward-level wish-lists prepared”. [Planning Commission (2008), p. 129.]

⁴⁸ Central Statistical Organisation (2014), p. 148.

in the BPL list, and unregistered children outside the coverage of the Civil Registration System (CRS).

The data recordist of the Village Schedule on BSLLD is requested to compile as much data from these records and registers as possible, there may also be unrecorded domain outside the coverage of the Village Schedule data. The accuracy of the documentary evidence of the Village Schedule is limited in this regard. However, the GPs (and *Gram Sansads*) may need data or information on the unrecorded object domain of functionalities of the panchayat and its satellite agencies so as to ascertain unknown administrative needs for the planning exercises.

As mentioned in §2 of chapter 5, in order to reveal unrecorded area for the function of a panchayat and its satellite agencies, a cross-check is sometimes possible between data in the Village Schedule and other data or information. For example, both Warwat Khanderao and Raina GP made a cross-check on their BPL lists by conducting a house-to-house independent re-survey. In order to explore the possible object domain outside the coverage of birth registration in the CRS, the panchayat can cross-check the CRS data with other administrative records such as the ICDS (*Anganwadi*) child registers and records at the Primary Health Centre (PHC). In §5-2-4 we have discussed some possible cross-checks of data for major functions of the panchayat.

As mentioned in §2 of chapter 5, a data-share between the panchayat and different agencies will be required for the purpose of cross-checking village-level records or registers. The recommendation made by the Expert Committee on BSLLD (see §5-1-1-3) to establish formal data sharing mechanisms between the panchayat and different agencies working at the panchayat area is not only for the purpose of saving the cost of additional data collection but also for the purpose of cross-checking the quality of those different data sources. The data sharing in West Bengal at the Fourth Saturday Meeting among the GP, ICDS (*Anganwadi*) centre, and Block Health Centre is a good example. As mentioned in §4-3-3-1, data on institutional births collected from Health Department officials and the number of children born at home collected from the ICDS (*Anganwadi*) worker were combined and compiled at the GP office to prepare the monthly chart. This data-sharing mechanism may make it possible to cross-check the quality of data from different sources.⁴⁹

Some types of information on village community are common knowledge to most villagers.⁵⁰ Therefore, as mentioned in §2 of chapter 5, certain common knowledge among villagers in the GP or sub-GP body, and ultimately, under the direct democracy of the villagers, common knowledge among *Gram Sabha* members can be reference information of such cross-checks. In both Warwat Khanderao and Raina GP, initial doubts about the BPL list were raised by the common knowledge among villagers. Thus, common knowledge

⁴⁹ Bakshi, A. and Okabe, J. (2011), p. 26.

⁵⁰ *Ibid.*, pp. 24-25 and p. 27.

among villagers is significant information, even though the assessment through the common knowledge is not necessarily conclusive.

6-2-3 Supplementary data on public finance of the concerned GP

As mentioned in chapter 2, the Village Schedule on BLLSD focuses on the **Data Needs III** (data required for micro-level planning and its implementation). However, the planning exercise is constrained by the budget. Therefore, it is debatable whether or not data items on financial status of the concerned GP are to be included in the Village Schedule on BSLLD. At present the Village Schedule does not include data items on panchayat finance so that it has to be supplemented with financial data of the concerned GP, as discussed in §3 of chapter 5 in the context of **Data Needs II**.

For the planning exercise of a GP, financial data on all schemes and programmes including those carried out by outside agencies within the GP's functional domain will be also required.⁵¹ As mentioned in §5-4-5, various documents such as state budget documents and central government documents are required for detailed information. According to the *Manual for Integrated District Planning*, this resource-mapping exercise below the block level often becomes a process of reconstruction of the financial picture from available bits and pieces of data.⁵²

6-2-4 Unit-level information for the planning exercise of the GP (and Gram Sansads)

The GP (and *Gram Sansads*) often requires unit-level information for its planning exercise. The GPs (and *Gram Sansads*) are the administrative institutions closest to the local situation on the ground, and the nearest available administrative institutions for people living in the villages. The closer the administrative institution is to the grass-root situation, the more often unit-level information is required. While aggregate data with a macroscopic view is more often required for administrative units at the district than at the village level, unit-level data is more often required for the village level than for the district level. The Village Schedule on BSLLD is to compile aggregate data, and cannot include full details of unit-level information or lists of households, persons, events, facilities or establishments, or of plots or areas.

A list of every unit to be concerned is the direct base of aggregate data (statistics). But the list is more than that. The list of every unit is more flexible for multiple uses in planning exercises than the already aggregated data (statistics) produced from the list. The GP can at its disposal retrieve a particular group of units from the list for a planning exercise. Disaggregated number on the group can be also produced from that. Among other things, a priority list can also be made from the list.

⁵¹ Planning Commission (2008), p. 78. Therefore, the Planning Commission suggests that the overall responsibility of mapping budgets and conveying them to every panchayat should be the responsibility of the State and the District Planning Committee. [*Ibid.*, p. 77]

⁵² Planning Commission (2008), p. 78. "below the block level, the resource-mapping exercise often becomes a process of reconstruction of the financial picture from available bits and pieces of data."

Preparation of priority list of beneficiaries, priority list of facilities to be concerned, priority list of schemes to be implemented is, in practice, an integral part of a micro-level planning exercise. For example, as mentioned in §5-1-1-2, whenever the Agricultural Department distributes mini-kits, fertilizers, seeds, and other benefits in Raina, it specifies to the Raina GP the number of beneficiaries to select from each panchayat or *Gram Sansad*. The beneficiaries are selected by the GUS. In this process, unit-level information is indispensable for the GP and the GUSs to select the beneficiaries, while the Agricultural Department requires only approximate figures to estimate the number of beneficiaries and the quantity of subsidised inputs for them. Without an exhaustive check list of eligible persons or households, the selection of beneficiaries could not be done objectively and the subsidised inputs would not properly reach each beneficiary.

In Warwat Khanderao, however, announcement of such schemes was made by a drum-beater.

The possibility to establish the People's List has been discussed in §5-3-1. The People's List is a list of every unit (resident) that can also be used in people-oriented micro-level planning exercises.

Furthermore, the GP often requires unit-level information on the location, quality and maintenance of village facilities. The GP will not be content with information on the existence (or non-existence) or total number of village facilities as recorded in data items in the Village Schedule on BSLLD (Block 2: Availability of some basic facilities, Block 3: Village Infrastructure and Block 4: Distance from the nearest facility). Obviously, the information on the existence (or non-existence) of the facilities is for use in the upper-level administrative units such as in the block, the district or the State. This data is certainly very useful, for instance, to figure out district-wide indicators such as percentage of "villages served by each facility" in their jurisdiction as illustrated in Table 35. These indicators show the performance across different types of amenities provided by such upper-level administrative units. These indicators assess progress, shortfalls, and gaps in the performance of the upper-level administrative units. However, the utility of the information on the existence (or non-existence) of these facilities is obviously not very useful in the GP. Required information on its facilities should be more detailed. For example, information on "Major source of drinking water for the village (tap-1, tube well/hand pump-2, well-3, reserved tank for drinking water-4, any other source-9)" in data item 2.4 in Block 2 may not be very useful for Warwat

Table 35 Village Served by Various Amenities

(Per cent of Total Inhabited Villages)

Amenity Provided	1981	1991
Education	90.44	93.27
Medical	17.4	31.01
Drinking Water	100	100
Post and Telegraph	28.57	29.63
Market/ <i>Hat</i>	10.92	10.55
Communication	47.32	64.44
Pucca Road	37.44	42.23
Power Supply	67.08	95.76

Source: Planning Commission of the Government of India, Maharashtra State Development Report, Academic Foundation, 2007, p. 239.

Note: These figures are compiled from Census 1981 and 1991.

Khanderao GP that has the GP register: *Item no. 10 Tax Collection Receipt Book* with a precise description of two 18,000-litre water tanks, a tubewell and a 5000-litre tank filled with this tubewell.

The development plan and the shelf of possible works to be taken up under the MGNREGA scheme require information on existing village infrastructures, such as water tanks, watershed protection, irrigation facilities, water bodies, status of land, drainage, and rural roads. However, the required type of information will be unit-level data on location, quality and maintenance of each infrastructure.

Table 36 Population size of administrative units

District level	
Buldana	2,586,258
Barddhaman	7,717,563
Block level	
Sangrampur	137,092
Raina - I	180,952
GP level	
Warwat Khanderao	1479
Raina	15569
sub-GP level	
Bidyanidhi	719

Source: Census of India 2011

number of units such as population, households, houses, etc. is often beyond common knowledge among villagers even in the small areas of Warwat Khanderao GP and the Bidyanidhi *Gram Sansad* with a population of 1479 and 719 respectively (Census of India 2011).

Even though unit-level information is required for the GP-level (and *Gram Sansad*-level) planning exercise, it does not mean that aggregate data are useless. Among other things, the Village Schedule data is useful for the comparison with other villages.

6-2-5 Planning exercise at the district level and the possible use of the Village Schedule on BSLLD

In Maharashtra, autonomous space of function for the upper level of the PRI is not as limited as in the GP level of the PRI. The Maharashtra State Government has traditionally focused on the district as a basic unit of planning and development. In fact many functions are assigned to *Zilla Parishad* (ZP) in the Schedules I of the Maharashtra Zilla Parishad and Panchayat Samitis Act, 1961 (Section 101). In West Bengal, although the main focus of development activities was placed on the GP level, not a few functions were assigned to the Zilla Parishad in the Activity Mapping (see Table 7-1). Accordingly, the Village Schedule on BSLLD may have broad utility at the district level in both States.

⁵³ <www.trendswestbengal.org/pmsgy> Retrieved on 30 November 2014.

However, in order to carry out the planning exercises, the District Planning Committees (DPCs) and the ZPs can also return to the village-level data sources to supplement the Village Schedule data on BSLLD.

(1) The DPC and the ZP can supplement the Village Schedule data with data on the past and current status of performance of GPs and the GPs' satellite agencies in the jurisdiction of the ZP.⁵⁴

For the purpose of preparing plans, the DPC and the ZP can create key indicators out of registers and records maintained by GPs and the GPs' satellite agencies. Actually, the *Manual for Integrated District Planning* stated that "key indicators should be identified for nodal reporting institutions (anganwadis, public health centres [PHCs] and primary schools) from their data registers, for highlighting and upward transmission."⁵⁵

There are two alternative channels for the DPC and the ZP to gain access to the data sources in all the villages in their jurisdiction:

- a. A direct access to the village-level data sources
- b. An indirect access to them through district- or block-level agencies

The DPC and the ZP can inquire of district-level agencies that have lines of reporting mechanisms from the village-level, instead of the direct access to the village-level data sources. Many district-level agencies such as the District Collector, the District Programme Officer (in charge of ICDS), the District Health Officer, the District Project Office (with the District Information System for Education), the District Registrar etc. have lines of reporting mechanisms.⁵⁶ However, delay in upward data transmission can be an issue in the official reporting systems in rural India.⁵⁷ Thus, which channel is better for the DPC and the ZP to gain access to the village-level data sources, will depend on the situation.⁵⁸

(2) In order to reveal unrecorded area of functions of the GPs and their satellite agencies, the DPC and the ZP sometimes can cross-check the Village Schedule data with other data or

⁵⁴ As mentioned in §2 of chapter 1, this enquiry is methodologically limited to village-level data sources. Some data used for medium- and large-scale projects of the PRI are beyond the scope of this study, because such data can be collected or recorded directly by an upper tier of the PRI, independently of the villages. Therefore, data on overall performance of district or ZP are beyond the scope of this book.

⁵⁵ Planning Commission (2008), p. 128.

⁵⁶ In a sense, the Village Schedule on BSLLD is an effort to establish another information channel to transmit village-level data directly to the District Statistical Office.

⁵⁷ National Statistical Commission (2001), para. 9.3.30. "Even in States that have achieved high levels of registration, there is a considerable delay in reporting of statistics from the local registrars, eventually delaying the compilation of vital statistics at the State and National levels. A lot of paper work required and pending at the level of Registrar is one of the major reasons for the delay in submission of returns."

⁵⁸ "In many places the secondary data collected from the field offices did not tally with the published statistics of the block and district levels." [Isaac, Thomas T. M. and Richard W. Franke, (2000), p. 110]

information. The DPC and the ZP can aggregate all the Village Schedule data in their jurisdiction and compare it with other aggregates or estimate obtained from different agencies working in the functional domain of the PRI. The DPC and the ZP can also use a sampling method to conduct a cross-check of the Village Schedule data. For such a cross-check, the DPC and the ZP need data-sharing with other agencies.

(3) The DPC and the ZP can supplement the Village Schedule data with data on public finance of all GPs in the jurisdiction of the ZP. They can again consult those sources of GP's public finance data, as discussed in §3 of chapter 5. For the purpose of planning exercises, the DPC and the ZP can work out the district-level aggregate data of every GP's finance.

Which channel is better for the DPC and the ZP— that is, a direct access to the village-level sources of financial data, or an indirect access to them through the upward data transmission in a reporting mechanism— will again depend on the situation. As mentioned in §2-4-1, the 13th Central Finance Commission argues that “accurate data on the financial performance of local bodies are best obtained from accounts of the local bodies themselves, apart from the budget documents of the State Governments.”⁵⁹

For the planning exercise of a DPC or a ZP, financial data on all schemes and programmes including those carried out by outside agencies at the villages within the PRI's functional domain will be also required.⁶⁰ As mentioned in §5-4-5, various documents such as state budget documents and central government documents are again required for detailed information.

(4) Unit-level information is sometimes important for the planning exercise even at the district level. However, the DPC and the Zilla Parishad are not the closest institutions to the situation on the ground, and not the nearest institution to the residents. They cover quite a large area and large populations relative to the GP (and *Gram Sansads*). Unlike the GP (and *Gram Sansads*), aggregate data (statistics) with a macroscopic view is important for the envisioning exercise of the DPC and the Zilla Parishad.

Conclusion: A New Statistical Domain Emerging in Rural India

This enquiry describes a new statistical domain in rural India as a consequence of the decentralisation initiated by the 73rd Amendment to the Indian Constitution.

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

⁵⁹ Thirteenth Finance Commission (2009), p. 168.

⁶⁰ Planning Commission, *Manual for Integrated District Planning*, 2008, p. 78. Therefore, the Planning Commission suggests that the overall responsibility of mapping budgets and conveying them to every panchayat should be the responsibility of the State and the District Planning Committee. [*Ibid.*, p. 77]

agencies. However, there has been no intensive discussion of quality and usefulness of these data sources available in the village.

This enquiry has examined these data sources at the GP in relation to the needs that will be generated if the 73rd Amendment is comprehensively implemented. We have therefore identified three categories of data needs:

- I. Data required for self-governance, of which data required for managing the transition to full-scope constitutional devolution are a special component
- II. Data required for matters of public finance
- III. Data required for micro-level planning for economic development and social justice, and its implementation.

Out of these three categories of data, I and II are core basic data requirements of the panchayats. The emerging statistical domain is, among other things, related to this core basic data requirement. The new statistical domain is emerging just for the functional domain devolved to the panchayat. Democratic self-governance of that functional domain is the pivotal data requirement of the panchayat in the post-73rd Amendment regime. Micro-level planning of the panchayat— a front line of the advanced democratic decentralisation— is only possible on the basis of the robust democratic self-governance over its functional domain. The Expert Committee on BSLLD identified data needs III on the basis of its terms of reference, “for use in micro-level planning of various developmental programmes.”

In most States and Union Territories the progress in the Activity Mapping exercises (delineation of functions of the different tiers of local governments in a given subject matter) has been very slow.⁶¹ At present it is a major bottleneck in the decentralisation of rural India.⁶² Without a clearly delineated functional domain of the panchayat, one cannot discuss the statistical domain of the panchayat. Therefore, this book has had to devote many pages to this difficult issue.

The Expert Committee on BSLLD recommended that the Village Schedule compile village-level data, precisely because it found that in almost all States and Union Territories, various kinds of data are regularly collected by village-level functionaries, and maintained in their records or registers. In fact many village-level functionaries such as GP officials, revenue officials (*Patwari* and Revenue Inspector etc.), ICDS (*Anganwari*) workers, ANMs, ASHAs, health supervisors, technical assistants of the MGNREGS and school teachers are working in the functional domain of the GP. However, the dataset used in the village is more than documentary evidence for the Village Schedule. The majority of panchayat-level data sources found in parallel to data items of the Village Schedule is nothing

⁶¹ Second Administrative Reforms Commission (2007), p. 45.

⁶² M. A. Oommen ed. (2008), p. 7.

other than administrative records and registers documented by these village-level functionaries for operational use as a part of functions performed in the functional domain.

As a result of our study of this new statistical domain, we found a possibility to build a panchayat-level database from the bottom up. We found that GP has the potential to develop high-quality databases to meet the core basic data requirement for the democratic self-governance over their functional domain. This study has reached, through a different approach, the same conclusion as the Expert Committee on BSLLD that the GP can “consolidate, maintain and own village level data” in this era of democratic decentralisation.

The GP can own a record-based system of statistical databases,⁶³ combined with official Census data. Administrative records and registers generated by the village-level functionaries shall be the basic dataset for the system, because this dataset is documented for direct use in the GP’s functional domain (as described in chapter 5). What is more, when these datasets are to be updated regularly, it is impossible to maintain them without direct involvement of these village-level functionaries. Therefore, the core system of the statistical databases shall be an extension of the village-level administrative records system.

The Village Schedule on BSLLD is a mere framework to summarise such village-level secondary data along with personal assessment of knowledgeable persons (common knowledge among villagers). We should distinguish summary data in the Village Schedule from the above-mentioned record-based system of statistical databases. The latter is more than documentary evidence for the former. The record-based system of statistical databases is to be utilised for democratic self-governance over the GP’s functional domain, regardless of whether it is summarised in the Village Schedule for planning exercises at the GP and district levels. The first priority is to strengthen the village-level administrative records system. Therefore, this enquiry is focused on the village-level administrative records and registers.

In order to keep such a record-based system of statistical databases, however, a data-sharing mechanism between the GP and other village-level agencies working in the panchayat’s functional domain is indispensable. The GP has the potential to coordinate such a data-sharing mechanism. We reaffirm the recommendation made by the Expert Committee on BSLLD that “Efforts should be made to ensure coordination of activities among all these potential sources of regular information at Panchayat level ensuring that quality of data so gathered is maintained.”⁶⁴ Based on such coordination, a GP can own a database available at the GP office or can have access to databases with its satellite agencies. The data sharing in

⁶³ V. Sridhar, “The data challenge at the gram panchayat level,” *The Hindu*, November 8, 2013. <<http://www.thehindu.com/business/Economy/the-data-challenge-at-the-gram-panchayat-level/article5329852.ece>> Retrieved on 30 November 2014. See also United Nations Economic Commission for Europe, *Register-based statistics in the Nordic countries*, United Nations, Geneva, 2007.

⁶⁴ Central Statistical Organisation (2006), p.17.

West Bengal at the Fourth Saturday Meeting among the GP, ICDS (*Anganwadi*) centre, and Block Health Centre is a good example. Indeed, Raina GP had the authority to coordinate such satellite agencies to keep the data-sharing mechanism so that the Raina GP was able to distribute a booklet -- *Protibedon* -- to the *Gram Sabha* members, which included various GP-level datasets. However, as in Maharashtra, most GPs have to overcome the duality between the panchayat and line departments to create such a data-sharing mechanism.

In §5-3-1 we demonstrated a possible data-sharing mechanism to construct a village-level population list (People's List). It suggested a way of generating a village-level population list from the bottom up. Although a top-down approach by the Central Government to provide population lists through the National Population Register (NPR) or the Socio-Economic and Caste Census, 2011 is in progress at present, this book suggests an alternative approach from the bottom up to construct the population list.

The BPL Census was conducted for direct use in the GP's functional domain such as BPL-household identification. Therefore, the GP's core system of the statistical databases needs to be combined with the BPL Census. The Census of India, including population enumeration data, houselisting and housing data, and the Non-Census village level amenities data (VD data), is indisputably a fundamental benchmark for the GP-level statistical data. Data sharing of the GP with the Central or State Governments for using some other official Censuses such as the Agricultural Census and the Economic Census remains unrealised at present. This will be an issue of debate.

The data-sharing mechanism between the GP and other agencies working in the panchayat's functional domain is not only for the purpose of saving the cost of additional data collection but also for the purpose of cross-checking the reliability of different data sources. The data-sharing mechanism makes it possible to cross-check the quality of data from different sources. The cross-checking of different data sources also enables the GP to deepen its self-governance by examining unrecorded areas of the administration by village-level functionaries.

Some types of information on village community are common knowledge to most villagers. Therefore, this common knowledge among villagers in the GP or sub-GP body, and ultimately, common knowledge of *Gram Sabha* under the direct democracy, can be a reference point for the quality of village-level data. In fact villagers in both Warwat Khanderao and Raina GPs initially questioned their BPL lists generated from the BPL Census 2002 (the Rural Household Survey [RHS] in West Bengal). Then micro-level knowledge among villagers in both GPs raised suspicions that some poor households had been excluded from the lists.

It was actually epoch-making in the decentralisation after the 73rd Amendment that GPs had independently conducted a house-to-house re-survey to revise the BPL lists. This incident revealed that these panchayats can identify discrepancies in data from surveys conducted by other organisations. The arguments between the GP and other organisations about the accuracy of village-level BPL list suggested that the quality of village-level data was

a matter of concern to villagers in the GP. This incident is indicative of the GP's ability to construct its own quality databases.

The quality of village-level data sources pertaining to the panchayat's functional domain depends on how much use the GP and its satellite agencies make of these data sources. The disputes over the accuracy of village-level BPL list arose because the list is actually used in the village administration and is a matter of concern among villagers. At the same time, as in Warwat Khanderao, the quality of birth registers in the Civil Registration System (CRS) can be suspect because birth certificates are not required, for example, for school admissions. The more is it functional and used, the more concerned the agency accountable for its data quality is. That is why this enquiry is focused on use of these data sources.

Since GPs (and sub-GP bodies) are the administrative institutions closest to the situation on the ground, and the nearest available administrative institutions for people living in the villages, unit-level information on village society is important. Unit-level records and registers are ready for aggregation, but are primarily used for the identification and selection of targets of public policies and for the delivery of services. The deepening of the GP's self-governance will enhance the utility of unit-level records and registers. As in the disputes over the accuracy of village-level BPL list, villagers' micro-level knowledge was highly significant. In this way, the GP (and sub-GP bodies)—at one end of the system of government, and the first stage of data collection and recording— is the institution best suited to correct micro-level discrepancies in the administrative records and registers at the grass-roots level. That is an advantage of the bottom-up approach to these databases over top-down approaches by the upper-level governments. Policy decisions will have to be taken, however, with regard to the persons and functionaries to whom access is granted to unit-level data that is to be used for administrative purposes.

We found, however, some missing data in the new statistical domain. Under the post-73rd Amendment regime, as discussed in §5-3-2, the requirement for data-recording principles at the village-level has shifted to a new type of documentation that is focused on the place of usual residence of the people concerned. The new type of records has to be organised entirely in relation to residents of the GP, and suit the democratic self-governance.

We also found some serious shortcomings in the financial data of the GP, data on community assets in the GP area, data on land utilization and agrarian relations, data on migration, data on employment, data on industry and commerce, etc. A comprehensive systemic reform may be considered to compensate for these shortcomings in the administrative recording systems.

The Rangarajan Commission insightfully drew attention to “the foundation on which the entire edifice of Administrative Statistical System was built,” and denounced the move to “divert attention from the solution of the real systemic problem of the decentralised

Indian Statistical System.”⁶⁵ Indeed, securing the panchayat-level database from the bottom up is a systemic problem.

As this enquiry is methodologically limited to village-level data sources, some data used for medium- and large-scale projects of the district-and block-level PRI are beyond the scope of this study. Although emphasis has traditionally been placed on the district for the local development in Maharashtra, we could not sufficiently discuss its district-level databases.

As this study primarily covers the period from April in 2005 to March in 2011, we could not discuss the details of issues regarding the National Population Register and the Socio Economic and Caste Census (SECC).

This study did not discuss the GP-level database in relation to the geographical information system (GIS) that has been making remarkable progress.

However, this book makes a contribution to our understanding of the kinds of GP-level statistical databases that address an emerging statistical domain.

⁶⁵ National Statistical Commission (2001), para. 14.3.10 and para. 14.3.17. This insight was provided by the Rangarajan Commission in the context of a critical review of the Modernisation Project proposed by the then Department of Statistics. The Commission stated “the project will have to shift its focus from expansion of sample surveys to improvement of the systemic issues of the Administrative Statistical System.” [*Ibid.*, para. 14.3.20]