Eleventh Schedule contains the following 29 functional items placed within the purview of the Panchayats:

- Agriculture, including agricultural extension
- Land improvement, implementation of land reforms, land consolidation and soil conservation.
- Minor irrigation, water management and Watershed development
- Animal husbandry, dairying and poultry
- Fisheries
- Social forestry and farm forestry
- Minor forest produce
- Small-scale industries, including food processing industries
- Khadi, village and cottage industries
- Rural housing
- Drinking water
- Fuel and fodder
- Roads, culverts, bridges, ferries, waterways and other means of communication,
- Rural electrification, including distribution of electricity
- Non-conventional energy sources
- Poverty alleviation programme
- Education, including primary and secondary schools
- Technical training and vocational education
- Adult and non-formal education
- Libraries
- Cultural activities
- Markets and fairs
- Health and sanitation, including hospitals, primary health centres and dispensaries
- Family welfare
- Women and child development
- Social welfare, including welfare of the handicapped and mentally retarded
- Welfare of the weaker sections, and in particular, of the Scheduled Castes and the Scheduled Tribes
- Public Distribution System
- Maintenance of community assets
APPENDIX: 2

The salient features of the 73rd Amendment Act, 1993 Act

a. Formation of gram sabha at village level;
b. Uniform three-tier system at village, block and district levels with exemption for intermediate level in states with a population of less than two million;
c. Direct election to all seats for all members at all levels;
d. Indirect elections of chairpersons at intermediate and apex levels; however, mode of election for the lowest level is left to the state;
e. Reservation on rotational basis for the SCs and STs in proportion to their population both for membership as well as chairpersonships of panchayats at all levels;
f. Reservation of not less than one-third of the seats and offices for women;
g. Five-year term;
h. Fresh elections within six months in case of suppressions or dissolution;
i. Devolution of powers and responsibilities by the state in preparation and implementation of plans for economic development and social justice including implementation of schemes relating to the subjects listed in the Eleventh Schedule of the Act;
j. Setting up state finance commission after every five years to review the financial position of these institutions and to make suitable recommendations to the state on the distribution of funds among panchayats;
k. Setting up state election commission for holding panchayat elections under its superintendence, direction and control;
l. Seventy-fourth Amendment to the Constitution providing for constitution of district planning committee to prepare a draft plan of the whole district comprising panchayats and municipalities.

1 See Mahipal (2004) for details
## Appendix: 3

### Panchayat Details:

<table>
<thead>
<tr>
<th>No.</th>
<th>State</th>
<th>District</th>
<th>Block/ Taluk</th>
<th>Panchayat</th>
<th>Village</th>
<th>Panchayat President</th>
<th>Sex</th>
<th>Caste</th>
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<tbody>
<tr>
<td>1</td>
<td>Bihar</td>
<td>Patna</td>
<td>Bihta</td>
<td>Sadisopur</td>
<td>Kanaubli</td>
<td>Sudha Devi</td>
<td>F</td>
<td>Pasi (SC)</td>
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<td>P Arun Kumar</td>
<td>M</td>
<td>Nair</td>
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</table>
APPENDIX: 4

Notice for Grama sabha meeting, Hankon Panchayat, Karwar block, Uttar Kannada District, Karnataka.

<table>
<thead>
<tr>
<th>Notice for Grama sabha meeting, Hankon Panchayat, Karwar block, Uttar Kannada District, Karnataka.</th>
</tr>
</thead>
<tbody>
<tr>
<td>25-9-2008</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>1) 2007-08 ഡിജിൽ മ്യൂസിക് കഥാപാത്ര വാക്കികൾ സൃഷ്ടിച്ച് ചുമതല നൽകം.</td>
</tr>
<tr>
<td>2) 2008-09 ഡിജിൽ മ്യൂസിക് കഥാപാത്ര വാക്കികൾ സൃഷ്ടിച്ച് ചുമതല നൽകം.</td>
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<tr>
<td>3) 2008-09 ഡിജിൽ മ്യൂസിക് കഥാപാത്ര വാക്കികൾ സൃഷ്ടിച്ച് ചുമതല നൽകം.</td>
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<td>4) കൂട്ടായ്മകം മ്യൂസിക് കഥാപാത്ര വാക്കികൾ സൃഷ്ടിച്ച് ചുമതല നൽകം.</td>
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<tr>
<td>5) വൈദ്യശാസ്ത്ര സംബന്ധിയായ കഥാപാത്ര വാക്കികൾ സൃഷ്ടിച്ച് ചുമതല നൽകം.</td>
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<td>6) മ്യൂസിക് കഥാപാത്ര വാക്കികൾ സൃഷ്ടിച്ച് ചുമതല നൽകം.</td>
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<thead>
<tr>
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<td>25-9-2008</td>
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<tr>
<td>1) 2007-08 ഡിജിൽ മ്യൂസിക് കഥാപാത്ര വാക്കികൾ സൃഷ്ടിച്ച് ചുമതല നൽകം.</td>
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<td>2) 2008-09 ഡിജിൽ മ്യൂസിക് കഥാപാത്ര വാക്കികൾ സൃഷ്ടിച്ച് ചുമതല നൽകം.</td>
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<tr>
<td>3) 2008-09 ഡിജിൽ മ്യൂസിക് കഥാപാത്ര വാക്കികൾ സൃഷ്ടിച്ച് ചുമതല നൽകം.</td>
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<td>4) കൂട്ടായ്മകം മ്യൂസിക് കഥാപാത്ര വാക്കികൾ സൃഷ്ടിച്ച് ചുമതല നൽകം.</td>
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<tr>
<td>5) വൈദ്യശാസ്ത്ര സംബന്ധിയായ കഥാപാത്ര വാക്കികൾ സൃഷ്ടിച്ച് ചുമതല നൽകം.</td>
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<tr>
<td>6) മ്യൂസിക് കഥാപാത്ര വാക്കികൾ സൃഷ്ടിച്ച് ചുമതല നൽകം.</td>
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APPENDIX: 5

Notice for Jama Bandhi, Banvasi Panchayat, Sirsi block, Uttar Kannada District, Karnataka
Appendix 7
Panchayat booklet about the performance (Vythri Panchayat, Vythri Block, Waynad district, Kerala)
Appendix 8
Interview Schedule

Personal information

Name:
Age
male/female
Do you own land? Yes. No (if landless then go to 7)
Land size in acres
What kind of land is that?
Wasteland
Grassland
Agricultural land: Irrigated Rainfed

Income (annual)(self reported)
Religion
Caste
If SC/ST sub caste
Occupation
Cultivator
Agricultural Labourer
Household Industry Worker
Other Workers
government servants
municipal employees
teachers
factory workers
plantation workers
engaged in trade, commerce, business transport banking, mining
construction, political or social work, priests entertainment artists,

Traditional profession
Family Information:

Education
Educational qualifications:
Illiterate Literate
Primary (class 1-5)
Middle (class 6-10)
High (class 10+2)
Graduate
Post Graduate

Type of school:
Government school
Rajiv Gandhi Pathshala
Siksha Karmi School

271.
Government aided school
Private schools
Any other school

When did you leave school?
Age
Class
Why?
Withdrawn by parents for work
Inability to pay fees
No use of further studies
Any other reason

**Political & social awareness**

Who is the Prime Minister of our country?
Manmohan Singh
Any other name
Don't know

What is the major problem in your area?
Poverty
Unemployment
Caste discrimination
Lack of facilities:
No roads
No electricity
No school,
Inadequate teachers,
Inadequate school infrastructure (no school building, table-chairs, blackboard etc)
No hospital
Few or no doctors,
Inadequate medicines and infrastructure
Inadequate nursing staff etc.
Any other
Inability to access public facilities such as schools, hospital etc.
*(Reason)*
Caste discrimination
Poverty
Unawareness
Any other
Do the other caste people face similar problems?
How do they get their work done?
Do they control the services provided by the government?
Who do you approach to solve your problems?
Panchayat President
MLA / MP
Local NGO: (name)
Officer (local bureaucrat)
Any other Why? (name, caste,)
How does the above named person get the work done?
Social standing in the village
Belongs to the same caste
Has enough political clout
Is highly educated
Approachable and willing to work
Has control over resources
Other

If you have to get your work done, what are the factors that matter the most:
Caste
Political affiliation
Bribe
Information about rules and regulations
Other

Participation
(Information and Decision making)

When were the last panchayat elections held?
How did you find about panchayat elections?
Evening get togethers
News paper
Radio
T.V
Panchayat meetings
Other
Did you vote in the panchayat election?
Do you remember how many candidates contested?
Whom did you vote for?
On what grounds do you vote for the candidates
Caste factor
Majority support
Backing from the upper caste
Approachable and willing to work
Any other
Are there times when you vote because you are asked to do so?
Yes
No
If yes, who asks you to do so?
Panchayat President
MLA /MP
Caste panchayat
Local leader (in the village)
Officer (local bureaucrat)
Local NGO
Any other
Is there a pressure on you to do what the named person/authority says?
If yes then
What kind of pressure?
Same caste
Fear of being reprimanded
Strong men of the village
Everyone does so
Any other reason

Who won the election?
Why was she/he elected?
Was backed by the upper caste
Had political support
Genuine (would work for people)
Has connection in the state offices
Other contestants were hopeless
Any other reason
Were political parties involved in the elections? Yes  No
Which parties were involved in the elections?
How many gram sabha meetings have been held in the last one year?
How are you informed about the gram sabha meetings?
Announcement in the village
Door to door information by the ward members/president
Are not informed
Any other
Have you attended any gram sabha meetings?
What was the agenda?
  Information about the schemes
  Selection of beneficiaries
  Social audit
  Conflict resolution
  Don't know
  Any other
What kinds of issues are discussed in the gram sabha meetings?
Developmental activities (construction of roads/wells/houses/etc)
Settling disputes
Selection of beneficiaries in various schemes
Any other
Do women come to the meetings?
What is the seating arrangement in the gram sabha meetings?
Random
Men and women sit separately
People of same caste sit together
Lower caste sits at the back
Lower castes have to stand at the periphery
Any other
Are you aware of any of the government programmes/schemes going on in the village?
Drinking water
Sanitation
Approach roads
Employment
Electricity
Irrigation

How did you come to know about various government schemes?
Evening get togethers
Newspaper
Radio
T.V
Panchayat meetings
Do you have a say in selection of beneficiaries for the schemes?
Yes
No
If there’s dispute between upper and lower castes how is it resolved?
Complaining it in nearby police station
Complaining it in panchayat
Complaining it in caste panchayat
Complaining it to the influential people of the village
Both the parties sit and resolve the matter
Lower castes have to withdraw
Any other
Do you tell your problems in the meetings?
Do women tell their problems?
Have the problems been solved? Yes/ No
If no then, why?

Do you have any other kind of panchayat (traditional caste panchayat) that takes decision for the villagers?
Is the elected panchayat different from the traditional caste panchayat?
Which of the two is more powerful in implementing the decisions?
Elected panchayat
Traditional caste panchayat
(Caste Discrimination)

Which is the majority caste in your village?
Generally this caste only dominates the panchayat meetings, no?
Who decides about who will contest in the panchayat elections?
Anyone can file their name
Political parties
Local village leaders
Caste panchayat
Any other
If any SC candidate contests against the upper caste candidate in the panchayat elections will he win?
Definitely
May be
No chance
Can’t say
What is the most favourable factor for a candidate to win in the panchayat elections?
(campaign)
Belongs to majority caste
Political support
Backing of local village leaders
Education
Chosen by the caste panchayat
Any other
If a SC candidate contests in the panchayat elections would you vote for him?

Would you always vote for a SC candidate irrespective of which political party he is affiliated to?

Which caste does the president of your panchayat belong to?
Does she/he go out of the way to favour people of his own caste?
Yes
No
If yes then, give some examples

Having a SC panchayat president would benefit scheduled castes of the village?
Yes
No
If no then, why?
Do you think that the panchayat members are taking interest in village developmental activities (construction of roads/wells/settling disputes etc)?
How many times the president of Grama Panchayat has come to the village after elections?
Do panchayat representatives take up your problems to the BDO or other officials?
How far are the SCs, STs and women panchayat members (especially from these communities) included in the decision making of the panchayats?

(Access to public services)

NREGS:
Are you aware about NREGS: Yes No (answer is yes if aware of at least first three options)
The Employment Guarantee Act: Aware Not Aware
The need to apply for work in order to be employed: Aware Not Aware
Entitlement to minimum wage and level of minimum wage: Aware Not Aware
Unemployment allowance: Aware Not Aware
The work application procedure: Aware Not Aware
Minimum worksite facilities: Aware Not Aware
Mandatory availability of muster rolls at the worksite: Aware Not Aware

How are the beneficiaries selected?
By Gram panchayat
By government officials (programme officer PO)
Political leaders
By influential people of the village
On priority basis
Through approach
others
How is the work allocated by
Grama Panchayat
Programme Officer
Procedure for getting the job:
Have applied for a job card:
Have received a job card:
Have applied for work since getting the job card:
Got a receipt when they applied for work:
Got employment on NREGS (with or without applying):
Have received their wages:
Were paid within one month of doing the work:
Earned the minimum wage:
Did you fill up any form to get the benefit under this scheme?
Yes
No

Did you face any difficulty while filling up the form?
If yes, what were they?
Whose help did you seek to get them solved?
Relative
Panchayat president
M.P / M.L.A
Program officer
Influential people of the village(why, if possible)
Others
How many days did you work under this scheme in 2007-08?
1. Less than 50 days
2. 50-75 days
3. 75-100 days
4. 100 days
How far was the work place?
Within 5 km
More than 5 km
Which authority or agency is good for solving your problems/ complains related to NREGS?
Influential people of the village (why, if possible)
Grama panchayat
Government officials
Voluntary organization
None
Main Complaints
Complaints relating to job cards
Complaints relating to work applications
Complaints relating to work done under NREGA
Relating to worksite facilities
Relating to wage payments
Relating to transparency/corruption
Other complaints (if any)
Has anyone made a formal complaint regarding any of the above?
If yes, has any action been taken? Give details (action taken if any, reasons if not):
Any positive stories, observations or remarks about the implementation of NREGA.
Are the benefits reaching the needy directly?
Is there anyone who you think should have been selected under this scheme according to priority but have not been selected?
If yes, what would have been the reasons?
It is generally believed that programmes made for the poor benefit only few?
What do you think?

Mid Day Meal
Does the village have primary school?
How far is it?
   Within 2 km
   2-5 kms
   more than 5 km
How many children from your family are presently going to school?
Is there any child who was withdrawn from the school? Yes No
What was the reason of their withdrawal?
Are children provided meal in the school?
   Yes
   No
If no then, Why?
Not aware of any such scheme
Caste discrimination
Corrupt school authorities
Food is not good
Any other
How many days in a week are they provided food?
   Everyday (except on holidays)
   4-6 days
   2-3 days
   Only occasionally
Has the attendance of students increased after the MDM has started?
   Yes
   No
Do you feel that the MDM disrupts classroom processes in any way?
   Yes
   No
If yes, how?
Do you think there has been an increase in student enrollment since the MDM programme started?
   Yes
   No
Has the level of student absenteeism come down since the MDM programme started?
   Yes
   No
What is the menu?
   Same every day
   Different things provided
   Don’t know

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Who decides the menu?
   District education department
   Village panchayat
   Headmaster
   Other (specify)
   Don’t know

Who cooks the food?
1. Cook
2. Teachers
3. Students
4. Other (specify)
5. Don’t know

Is the cook
   Male
   Female
   SC/ST
   Non-SC/ST

(If the cook is a non SC) Has there ever been a SC cook?
   Yes
   No

If yes then why did he/she leave?
Who provides plates for meal?
   School
   Other arrangement (e.g. leaves) made by the school
   Plates or leaves brought from home
   Children just improvise (e.g. eat on paper torn from their note books)
   Others.

Do all the children sit together and have their food? If no then; if yes then
What is the sitting arrangement during meal time?
   Boys and girls separately
   Children of different grades separately
   Children of different castes separately
   All children together

Do you have any objections to children of different castes sharing a common meal at school?
   Yes
   No

Has there been any objection from the upper-caste parents ever on their children
sharing a meal with children of other castes?
   Yes
   No

If yes then, how was the problem resolved?
   Separate sitting/eating arrangements for children of different castes.
   Lower caste children not being served MDM
   Upper caste children don’t take part in the MDM.
   Separate cooking for different castes.
   Any other

If it cannot be resolved then, why?
Has there been an issue in the Panchayat regarding community eating?
   Yes
   No
If yes then what was the resolution in the Panchayat?
Do all the children get same quantity of food?
   Yes
   Higher caste children get more
   No reply
Have the children ever fallen sick after having the food?
   Never
   Occasionally
   Often
   No reply
If the children complain about the quality of food or discrimination in the school, who does one complain to?
   Teacher
   Headmaster
   Influential people of the village
   Grama panchayat
   Monitoring committee
   Do not complain
Who monitors the MDM at school level?
   Grama panchayat
   parent-teacher association
   parents’ representatives
   Teachers
   Other (specify)
   No Reply
Is there a specific officer in charge of the MDMS?
   Name
   Designation
Is there a monitoring committee (vidyalaya siksha samiti) in the school?
   Yes
   No
   If yes then when was it constituted?
   How many members are there in the samiti?
   How many SC/ST members are there in the samiti?
   Do you know who are the gram panchayat representatives in the committee that monitors the meals provided?

Integrated Child Development Scheme ICDS
How many Aaganwaadi centres are there in the village?
How many of these are functioning?
Where are these centres located:
   Main village
   SC/ST hamlet (tola in bihar)
   SC/ST colony in main village
   Hamlet away from the main village
Any Other
When did Anganwanwaadi start functioning here?
Does it open daily? Yes  No
What are the opening days of the anganwaadi centre?
Does the centre/ do the centres have
  Teacher (sevika)
  Helper (sahaika)
Which caste do they belong to:
  Teacher
  Helper
Are they of the same caste as the mukhia?
What are the criteria on which children are admitted to the aaganwaadi centre
  Age
  Parent income
  Caste
  Nutrition status of the child
  Any other
Do you have any idea how many children can be admitted to the aaganwaadi centre?
How many children attend the aaganwaadi centre?
  Lower than the maximum number
  Higher than the maximum number

If the number of children is lower than the maximum number then what is the reason:
  Caste differences
  Lack of interest of the parents
  Insufficient number of eligible children
  Insufficient funds
  Lack of manpower
  Lack of space
  Absence of cooking facilities/ ingredients
  Any other

Are the children provided food in the anganwaadi centre?
  Yes (how often)
  No
If no then, has anyone complained about it to the panchayat?
When was the anganwaadi centre inspected by the government officials recently?
Does the anganwaadi centre have a mother’s committee?
  Yes
  No
If yes then, how many members are there in the committee?
What all activities does the anganwadi worker perform?

- House visits of pregnant women
- Immunization of pregnant women and children
- Maintaining books
- Promoting small family norms
- Promoting hygiene and sanitation
- Formation of SHGs
- Attending SHG meetings
- Interaction of the school children dropouts
- Interaction with the families of the physically disabled children

Any other

Does the anganwadi worker go to all households of all castes in the village?

Has the gram panchayat any role to play in the working of the anganwadi?

How do you rank the following in terms of performance and why:

Gram Panchayat: Good Satisfactory Disappointing
Primary school: Good Satisfactory Disappointing
Anganwadi centre: Good Satisfactory Disappointing