Realisation of Sustainable Development Goals Through Panchayati Raj Institutions

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Abstract

Gram panchayats (GPs), being constitutionally mandated and closest to the people, can anchor the responsibility of localising the implementation of the UN Sustainable Development Goals (SDGs) and achieving them by the year 2030. In this article, published reports have been used for analysing state-wise status of SDGs achievements and their correlations with attainments in areas of poverty-reduction and other developmental indicators. Also, progress made by GPs on various metrics related to SDGs has been corroborated with other relevant metrics. For effective functioning and service-delivery capacity of panchayats, it is necessary that they are sufficiently empowered with functions and responsibilities as per aspirations of the provisions of the 73rd Constitutional Amendment, 1993, strengthened with basic infrastructure and technical man-power to harness the full potential of digitisation and also incentivised for augmenting their own sources of revenue.

Introduction

Effectiveness of various developmental and social welfare programmes may increase manifold by synergistic convergence in planning, implementation and monitoring of such programmes at the panchayat level. Gram panchayats (GPs), being constitutionally and legislatively mandated and closest to the people, can ably anchor this responsibility through community participation. Localising implementation of the UN Sustainable Development Goals (SDGs), at the panchayat level, may substantially strengthen the prospect of achieving these goals by the year 2030.

Nearly 68% of the population of India lives in rural areas. Rural economy contributes about 46% of the national income (Research and Information Division, 2021). Provisions of basic physical and social infrastructural facilities in rural areas as prevalent in urban areas are essential. India being a signatory to the

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United Nations 2030 Agenda for Achieving Sustainable Development through seventeen identified goals,[1] achievement of these goals in villages by 2030 will substantially help in realising this aspiration.

Assessing the present status on achievement of these seventeen goals at the panchayat and state levels will facilitate in setting the goal-wise roadmap. Readily available data sources which may fulfil this requirement are: (a) SDG India Index Score (SDG, 2020) published by NITI Aayog[2] scoring states/UTs in achievement of SDGs through respective targets, (b) Multi-dimensional Poverty Index (MPI 2021) developed by NITI Aayog[3] capturing deprivation levels of states/UTs across three dimensions of health, education and standard of living and (c) Mission Antyodaya 2020 Survey[4] (MA, 2020) conducted by Department of Rural Development which provides the status of villages across 137 parameters covering twenty-nine subjects listed under the Eleventh Schedule of the Constitution.

Accordingly, these published reports have been used here for analysing SDG-wise prevailing status and their correlations with attainment in areas of poverty-reduction and other developmental indicators. Besides this, for localisation and achievement of SDGs at grassroots levels, Union Ministry of Panchayati Raj (MoPR) has amalgamated seventeen SDGs into nine local target-based themes, namely, (a) poverty-free and enhanced livelihoods village, (b) healthy village, (c) child-friendly village, (d) water-sufficient village, (e) clean and green village, (f) self-sufficient infrastructure in village, (g) socially-secured village, (h) village with good governance, and (i) women-friendly village.

In the following sections, a brief discussion is presented on the state's incremental performance on SDGs during the year 2020 in comparison to the year 2019. For convergent planning and implementation of a large number of activities with the involvement of communities at the panchayat level, it is critical that panchayats are empowered with adequate powers and responsibilities as well as resources as per constitutional provisions. In this context, the significance of panchayats in localising the implementation of SDGs at the grassroots levels has been discussed.

Subsequently, saturation level of states/UTs on various parameters of MA 2020 Survey and its improvement over the year 2019 has been discussed, which helps in projecting the likelihood of achieving saturation level by the year 2030. Further, using the mapping of Localisation of SDGs (LSDGs) themes and MA 2020 sectors, an estimation of average percentage of facilities available in a representative village under nine LSDG themes has also been made

Through a mapping of nine LSDG themes with relevant sectors under MA 2020 Survey, implication of better facilities in villages on lower incidences of poverty

and how devolution of powers to the panchayats can help in poverty reduction through resource mobilisation and delivering better services to the people has been examined. From the analysis, it emerges that the states which have done better on Devolution Index are generally having lower poverty levels. States have also been categorised through a matrix on MPI and Devolution Index depicting that the states which have done better on devolution are having lower poverty levels.

Finally, a way forward for realising SDGs in rural areas by 2030 has been suggested in the concluding section. Key suggestions made are for effective functioning and service-delivery capacity of panchayats, it is necessary that panchayats are sufficiently empowered with functions and responsibilities as per aspirations of the provisions of the 73rd Constitutional Amendment. It is also critically important that the panchayats are strengthened with basic infrastructure and technical manpower along with delivery-oriented capacity-building of its elected representatives so that the full potential of digitisation can be harnessed. So also, for augmenting resources of the panchayats, they need to be encouraged and incentivised appropriately to use their tax and non-tax revenue collection mandates.

Status of States on Achieving SDGs

The seventeen SDGs are measured by 232 specific indicators, connected to 169 numbers of targets. SDG India Index Dashboard of NITI Aayog measures India's performance on sixteen SDGs except for SDG 17 (partnership for the goals) as indicators for this has not been identified in the National Indicators Framework. As per this dashboard, the composite score of India on the identified indicators for each of the sixteen SDGs for the year 2020 is 66 with all states/UTs falling under the category of either frontrunner (score 65–99) or performer (score 50–64). Fourteen states/UTs are below the national average (66), both in composite score for Year 2020 and also percentage improvement in composite score over the Year 2019 (national average of improvement is 10%). This has been presented in Table 1.

Localisation of SDGs

The 73rd Constitutional Amendment Act, 1992, mandates states to endow panchayats with such powers and authority to enable them function as institutions of self-government to plan and implement the schemes for social justice and eco- nomic development on twenty-nine subjects listed in the Eleventh Schedule of the Constitution.

For achieving the seventeen SDGs at the national level, it is imperative to 'localise' the implementation of SDGs at the village or gram panchayat level by setting targets as per prescribed framework. In the year 2021, MoPR constituted

Table 1. States/UTs Lagging Behind in Progress of Achieving SDGs

Sl No.	State/UT	SDG India Index Composite Score (Year 2020)	Percentage Improvement—SDG India Index Composite Score (*States/UTs with Percentage Improvement Less Than India's Average Score—Year 2019 Versus Year 2020*)
	India	66	10.00
(A) States/UTs lagging behind both in composite score and also percentage improvement in composite score			
1	Bihar	52	4.00
2	Jharkhand	56	5.66
3	Assam	57	3.64
4	Arunachal Pradesh	60	7.46
5	Uttar Pradesh	60	9.09
6	Rajasthan	60	5.26
7	Chhattisgarh	61	8.93
8	Nagaland	61	7.02
9	Odisha	61	5.17
10	Madhya Pradesh	62	6.9
11	West Bengal	62	3.33
12	Daman and Diu	62	1.64
13	Dadra and Nagar Haveli	62	–1.59
14	Manipur	64	6.67

(B) States/UTs lagging behind only in percentage improvement in composite score			
1	Telangana	These 12 states/UTs have composite score > national average score	2.99
2	Puducherry		3.03
3	Kerala		7.14
4	Himachal Pradesh		7.25
5	Andhra Pradesh		7.46
6	Gujarat		7.81
7	Lakshadweep		7.94
8	Karnataka		9.09
9	Sikkim		9.23
10	Maharashtra		9.38
11	Punjab		9.68
12	Andaman and Nicobar Islands		9.84

Source: SDG Index India Dashboard—NITI Aayog (https://sdgindiaindex.niti.gov.in/#/ranking) (NITI Aayog, various years).

an Experts' Group which recommended a thematic approach for localising and achieving SDGs through panchayats by aggregating seventeen SDGs into nine LSDG themes and local targets aligning with National Targets. The twenty-nine subjects and SDGs, which are further mapped to LSDG themes, are quite compatible with each other.[5]

As of now, 389 local indicators have been worked out on LSDG themes. These indicators will facilitate mapping and convergence of the activities of various governmental flagship programmes. This approach would facilitate the states/UTs in achieving SDGs in a time-bound manner, mainly the states lagging behind the national average. The comprehensive reports on LSDGs outlining these details are available on ministry's portal https://panchayat.gov.in/hi/web/ministry-of- panchayati-raj-2/akam-iconic-week-11-17-april-2022 (Ministry of Panchayati Raj, 2021).

Through Gram Panchayat Development Plan (GPDP), MoPR has provided a framework for evidence-based planning process for around 2.62 lakh Panchayati Raj Institutions with around 27.82 lakh elected representatives, more than 14 lakh (46%) being women. This planning process runs parallel to MA Survey conducted by the Ministry of Rural Development in every village. These GPDPs are accessible on https://gpdp.nic.in/andeGramSwaraj portal at https://egramswaraj.gov.in/

A Brief Note on Process of Operationalisation of LSDG

Thematically at Panchayat Level

Out of the nine LSDG themes, a brief description has been given on one theme, namely, 'Healthy village'. This theme addresses two SDGs, that is SDG 3 (good health and wellbeing) and SDG 2 (Zero Hunger). A 'Healthy Village' or GP can be defined as one which 'ensures healthy lives and wellbeing for all ages'. For this, a GP is expected to:

1. Achieve 100% target of pregnant women's registration in first trimester, institutional delivery, growth monitoring of children below five years, weight tracking of all pregnant women, four Antenatal care ANC check-ups of pregnant women, full immunisation of children and coverage of all children (six months to six years of age group), pregnant and lactating women under ICDS.
2. Ensure no gender-biased abortions, no domestic violence or child marriage, nutritious mid-day meals in schools, clean and safe drinking water, telemedicine facility and so on.
3. Monitor sanitation and nutritional status of malnourished children.

4. Reduce maternal deaths, infant and child mortality, severe underweight in children and so on.
5. Promote early and exhaustive breastfeeding; home-based nutritious, low-cost and locally available food for children up to six months of age, kitchen-gardening, menstrual health management, use of toilets, family planning services, mental health awareness and so on.

For the remaining themes, the report on LSDGs as stated above may be referred to.

Stakeholders' Role

The key stakeholders in achieving LSDGs are ministries/departments of Central and state governments, panchayats, United Nations agencies, academic institutions, civil society organisations and so on. Their key roles are mentioned as follows:

- *Central and state governments* may focus on convergence in planning, implementation and monitoring of developmental programmes, training of panchayats' elected representatives and functionaries, awarding panchayats for good work, data-sharing, record-keeping, effective information, education and communication and documentation of best practices.
- *United Nations/Academic institutions* can act as a knowledge partner and provide technical support to ministries and panchayats.
- As institutions of self-government to plan and implement schemes, *gram panchayats* need to prepare quality GPDP, map resource envelope and local indicator framework with MA Survey data, liaison with line departments for implementation of activities and monitoring the progress of the schemes.

MA 2020 Survey and Status of GPs

Inputs on preparation of evidence-based GPDPs mostly flow through MA Survey carried out concurrently with People's Plan Campaign. The basic unit of MA Survey is village. Data on twenty-nine transferred subjects at GP level are collected through this survey and are used for generating GP-wise ranking and Gap Reports. The details of MA Survey can be accessed on portal https://missionan- tyodaya.nic.in/

There are around 137 scoring parameters under MA 2020 Survey against which GPs are assessed and ranked.[6] Out of these parameters, thirty-four parameters

have been analysed relating to availability of facilities. As per this analysis, 31% of the facilities are available in a representative village on an average. Among states and UTs, Kerala is the top performer with an average score of 49, followed by Gujarat and Tamil Nadu, with average scores of 43 and 39, respectively. State-wise performance is shown in Figure 1.

Also, percentage of facilities on thirty-four MA 2020 Survey parameters on an average basis in a representative village has been shown in Table 2

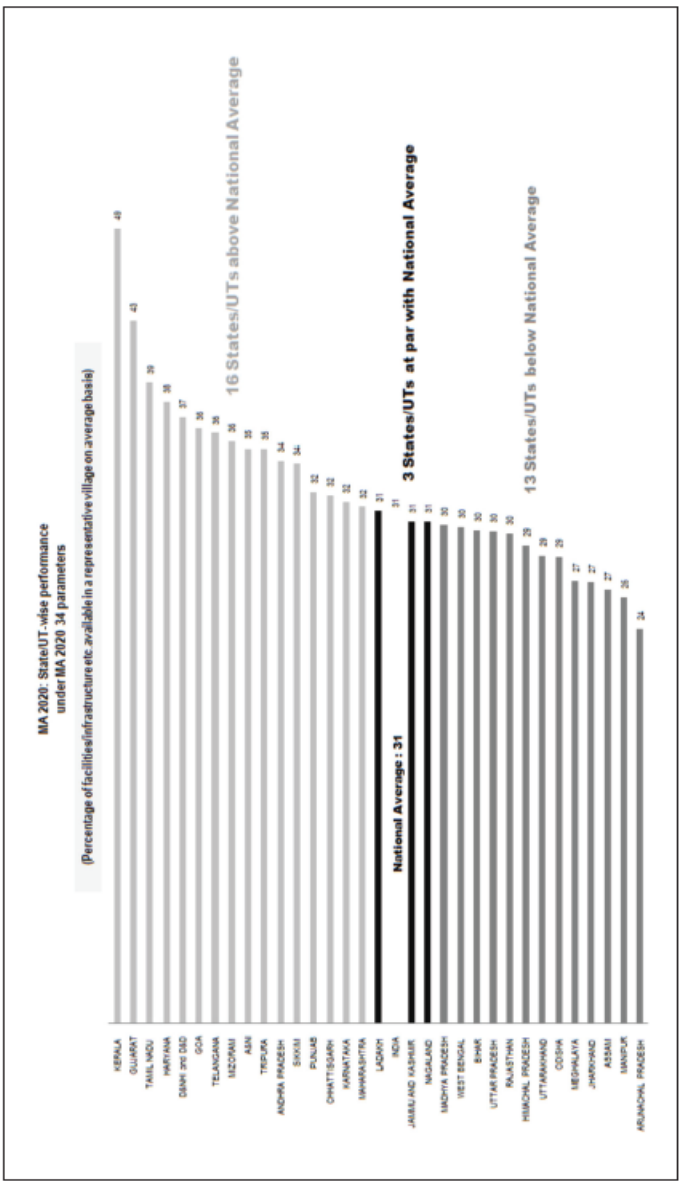

Figure 1. Performance of States/UTs in Thirty-four Parameters Under MA 2020 Survey.

The national average of 31% of the year 2020 of MA Survey shows an improvement of about 10% over the year 2019, which was 28%. Trending on similar lines, average percentage of the year 2022 may be around 40% (Ministry of Law and Justice, 2022). However, on many of the parameters indicated at sl. nos. 1–10 in Table 2, average saturation level is already more than 50%. Further, with the implementation of LSDGs, this trend may show accelerated improvement and saturation level beyond 80% on most of the parameters can be achieved by the year 2030.

Table 2. Performance Gradation of Thirty-four Parameters Under MA 2020 Survey

Sl No.	Parameters	% of Facilities Available/Parameters Applicable on an Average Basis in a Representative Village
National average: 31% States above the national average: Kerala, Gujarat, Tamil Nadu, Haryana, D&NH and D&D, Goa, Mizoram, Telangana, A&NI, Tripura, Andhra Pradesh, Sikkim, Chhattisgarh, Karnataka, Maharashtra and Punjab States below the national average: J&K, Ladakh, Nagaland, Bihar, MP, Rajasthan, UP WB, HP, Odisha, Uttarakhand, Assam, Jharkhand, Meghalaya, Manipur and Arunachal Pradesh		
(A) Well-performing parameters (8)		
1	Rural electricity—availability of electricity for Domestic Use	96
2	Aanganwadi centre	79
3	Primary school	77
4	Drainage facilities	69
5	Connected to all-weather road	68
6	Area irrigated (ha)	64
7	Total SHGs accessed bank loans	54
8	Total SHGs federated into village Organisations	50
(B) Average-performing parameters (5)		
9	Public distribution system	48
10	Panchayat Bhawan	41
11	Middle school	39
12	Community rain-water harvesting system	39
13	Mother and child health facilities	31
(C) Low-performing parameters (21)—below the national average		
14	Villages with >75% HHs using clean energy	29
15	Post office/Sub-post office	22
16	Piped tap water—100% habitations covered	21
17	Internal pucca roads—fully covered	19
18	High school	18

(Table 2 continued)

(Table 2 continued)

Sl No.	Parameters	% of Facilities Available/Parameters Applicable on an Average Basis in a Representative Village
19	Milk collection centre/milk routes/chilling centres	17
20	Telephone services (landline and mobile)	16
21	Recreational centre/sports playground—outdoor	15
22	Markets—weekly haat	15
23	Community forest	15
24	Common service centre—separately located	14
25	Banks	12
26	Minor forest production	12
27	Veterinary clinic or hospital	11
28	Primary processing facilities	10
29	Non-conventional energy—count of villages with solar/wind energy	10
30	Public library	9
31	Public health centre	8
32	Cottage and small-scale units	7
33	Vocational training centre / polytechnic/ITI/RSETI/DDU-GKY	4
34	Community health centre	4

Source: MA 2020 Survey: https://missionantyodaya.nic.in/

MA 2020 Survey Analysis (Saturation Level) with Respect to LSDG Themes

A mapping of LSDG themes and relevant sectors under MA 2020 Survey has been attempted and shown in Table 3 based on LIF for relevant LSDG themes which correspond with relevant activity of concerned MA sector. This will help in approximately estimating the present level of saturation of these nine themes in states/UTs.

Using the mapping of LSDG themes and MA 2020 sectors, as shown in Table 3, an estimation of average percentage of facilities available in a representative village (saturation level) under all 9 LSDG themes has been presented in Table 4.

Data represented in Table 4 indicate that at national level, on an average, 35% of the facilities/infrastructure are available in a representative village under all nine LSDG themes. As per MA 2020 Survey analysis made in the section, 31% of the

facilities are available in a representative village on an average. Thus, our thematic mapping with parameters of MA 2020 Survey seems to be quite reasonable.

Table 3. Mapping of LSDGs Themes and MA 2020 Survey Sectors.

Sl No.	LSDG Themes	Related Sectors Under MA Survey Questionnaire
1	Poverty-free and enhanced livelihoods village	1. Agriculture 2. Animal husbandry 3. Fisheries 4. Public distribution system 5. Vocational education 6. Markets and fairs 7. Poverty alleviation programme 8. Khadi, village and cottage industries 9. Minor forest produce 10. Small-scale industries 11. Agriculture and livelihoods 12. Rural housing
2	Healthy village	1. Health and sanitation 2. Family welfare 3. Adult and non-formal education 4. Health and nutrition
3	Child-friendly village	Education
4	Water sufficient village	1. Land Improvement and Minor Irrigation 2. Drinking Water 3. Water Management and Efficiency
5	Clean and green village	1. Non-conventional energy 2. Fuel and fodder 3. Social forestry
6	Self-sufficient infrastructure in village	1. Roads 2. Rural electrification 3. Maintenance of community assets
7	Socially-secured village	1. Financial and communication infrastructure 2. Social security
8	Village with good governance	1. Libraries 2. Cultural activities 3. Good governance 4. Markets and fairs
9	Women-friendly village	Women and child development

Source: https://missionantyodaya.nic.in/ (resources section).

Further, percentage of villages arranged in decile categories of average number of facilities available is depicted in Figure 2. This reveals that more than 60% of villages on an average are having more than 30% of facilities as in the year 2020.

Multidimensional Poverty

Several of the LSDGs are closely related to indicators of the National Multidimensional Poverty Index (MPI) Report 2021 published by NITI Aayog which seeks to measure poverty across three equally weighted dimensions, that is

Table 4. LSDG Theme-wise Saturation Level in States/UTs.

		% of Facilities/Infrastructure Available in a Representative GP/Village									
Sl No.	State/UT	Theme 1 Poverty-free and Enhanced Livelihoods Village (%)	Theme 2 Healthy Village (%)	Theme 3 Child-friendly Village (%)	Theme 4 Water Sufficient Village (%)	Theme 5 Clean and Green Village (%)	Theme 6 Self-sufficient Infrastructure in Village (%)	Theme 7 Socially Secured Village (%)	Theme 8 Village with Good Governance (%)	Theme 9 Women Friendly Village (%)	Composite Score (Average) (%)
India (average of 32 states/UTs)		44	40	37	24	20	46	40	23	44	35
1	Kerala	67	65	76	29	23	80	78	74	67	62
2	Gujarat	54	57	55	44	59	77	58	46	54	56
3	D&NH	56	60	51	32	17	76	58	38	56	49
4	Haryana	53	49	60	40	26	57	42	20	53	44
5	Tamil Nadu	49	50	49	29	32	61	40	36	49	44
6	Mizoram	57	52	58	19	36	34	35	29	57	42
7	Telangana	53	53	43	40	22	55	43	12	53	42
8	Goa	41	49	50	26	10	61	60	35	41	41
9	A&N Islands	54	50	30	23	15	64	55	26	54	41
10	Andhra Pradesh	53	54	46	31	13	57	48	9	53	40
11	Chhattisgarh	54	38	45	18	29	49	34	19	54	38
12	Maharashtra	51	42	39	26	17	53	39	21	51	38
13	Tripura	48	41	52	22	16	49	39	22	48	38
14	Karnataka	38	32	26	22	23	48	54	41	38	36
15	Ladakh	47	47	42	24	33	37	29	12	47	35
16	West Bengal	42	36	15	29	13	48	55	37	42	35
17	Sikkim	40	47	23	21	25	44	38	28	40	34

18	Punjab	43	41	50	29	7	46	28	17	43	34
19	Madhya Pradesh	45	32	33	22	19	47	37	17	45	33
20	J&K	43	37	49	20	22	34	29	19	43	33
21	Uttarakhand	43	40	31	15	25	38	35	9	43	31
22	Uttar Pradesh	41	34	42	26	12	40	33	10	41	31
23	Rajasthan	33	31	25	24	21	44	42	22	33	31
24	Himachal Pradesh	33	35	15	18	23	45	39	16	33	29
25	Odisha	39	27	16	15	20	38	38	21	39	28
26	Bihar	29	22	24	26	7	43	41	22	29	27
27	Nagaland	41	31	37	17	23	23	22	5	41	27
28	Assam	37	27	15	15	10	27	39	31	37	26
29	Jharkhand	33	24	16	16	13	33	35	19	33	25
30	Meghalaya	33	27	33	12	14	20	17	2	33	21
31	Manipur	35	23	25	12	14	18	16	4	35	20
32	Arunachal Pradesh	30	25	15	15	13	15	15	5	30	18

Source: Saturation level data: https://missionantyodaya.nic.in/

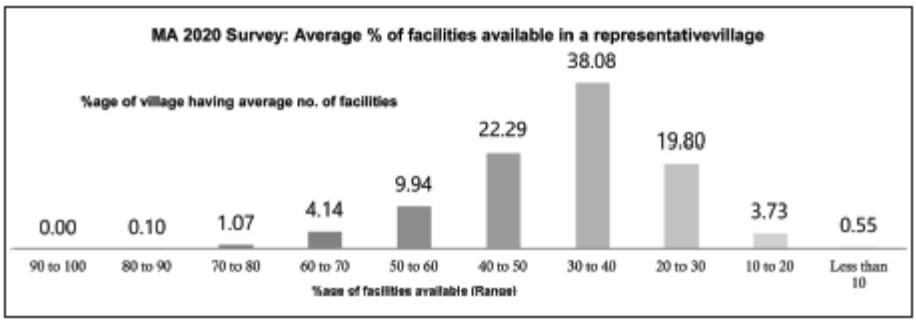

Figure 2. Percentage of Villages Arranged in Decile Categories of Average Number of Facilities Available as Per MA 2020 Survey.

Source: https://missionantyodaya.nic.in/

health, education, and standard of living represented by twelve indicators.[7] The 'health' dimension includes parameters of nutrition, child mortality and maternal health, 'education' dimension includes parameters pertaining of school attendance and years of schooling and 'standard of living' dimension includes parameters of access of household to basic services such as electricity, clean cooking fuel, improved and safe drinking water, improved sanitation, *pucca* housing (proper flooring, roof and walls), bank account and household assets.

Correlating Three Dimensions of Multidimensional Poverty Index (MPI 2021) Vis-à-vis MA 2020 Performance

Further, to establish a correlation between MPI and MA, a comparative analysis of the MPI 2021 percentage score of states vis-à-vis ten key parameters of MA 2020 Survey, which have considerable implications for various aspects of poverty, has been attempted and presented in Table 5.

Trend lines of these two indicators have been shown in Figure 3. Clearly, the MPI 2021 and MA 2020 indicators are negatively correlated with a correlation coefficient of −0.68. The implication is that better facilities in the villages reflect lower incidences of poverty and vice versa.

MPI 2021 Dimensions (Health, Education, and Standard of Living) Versus MA 2020 Parameters

Further to the broad analysis of ten key parameters of MA 2020 Survey having considerable implications on various aspects of poverty with MPI 2021 made in the section, MPI 2021 dimension-wise correlation with these MA 2020 parameters has been attempted and presented in Table 6. This analysis

corroborates the negative correlation between these two metrics as discussed in the earlier section.

Table 5. Comparative Analysis of MPI 2021 Vis-à-vis MA 2020 Survey: Ten Key Parameters with Considerable Implications on Various Aspects of Poverty.

			MA 2020 (Average Score Out of 100)										
Sl No.	State/UT	Percentage of Multi-dimensionally Poor Population (MPI 2021)	Primary School	Piped Tap Water—100% Habitations Covered	Rural Electricity-Availability of Electricity for Domestic Use	Community Health Centres	Primary Health Centres	Villages with >75% HHs Using Clean Energy	Aanganwadi Centre	Mother and Child Health Facilities	Banks	Drainage Facilities	Average Score
India (Average of 30 States)		19.46	77	21	96	4	8	29	79	31	12	69	40.49
1	A&NI	4.30	80	21	98	4	13	58	97	71	21	94	55.7
2	Andhra Pradesh	12.31	85	37	97	2	13	58	89	48	15	73	51.7
3	Arunachal Pradesh	24.27	38	7	77	2	5	21	59	6	3	46	26.4
4	Assam	32.67	74	3	90	2	8	27	77	31	7	33	35.2
5	Bihar	51.91	70	15	95	5	10	19	77	18	17	65	39.1
6	Chhattisgarh	29.91	91	12	94	5	9	19	94	41	7	54	42.6
7	Goa	3.76	83	39	97	0	10	70	83	41	47	90	56
8	Gujarat	18.60	97	72	100	6	16	25	97	78	29	89	60.9
9	Haryana	12.28	90	54	99	9	12	62	95	55	24	92	59.2
10	Himachal Pradesh	7.62	45	64	94	3	9	63	63	31	7	70	44.9
11	J&K	12.58	73	9	98	3	16	47	92	32	13	83	46.6
12	Jharkhand	42.16	64	4	94	5	4	10	67	20	8	42	31.8
13	Karnataka	13.16	79	25	95	2	15	39	83	32	12	85	46.7
14	Kerala	0.71	95	3	100	16	47	89	99	96	89	97	73.1

(Table 5 continued)

(Table 5 continued)

			MA 2020 (Average Score Out of 100)										
Sl No.	State/UT	Percentage of Multi-dimensionally Poor Population (MPI 2021)	Primary School	Piped Tap Water—100% Habitations Covered	Rural Electricity-Availability of Electricity for Domestic Use	Community Health Centres	Primary Health Centres	Villages with >75% HHs Using Clean Energy	Aanganwadi Centre	Mother and Child Health Facilities	Banks	Drainage Facilities	Average Score
15	Madhya Pradesh	36.65	90	14	98	3	4	19	87	29	8	71	42.3
16	Maharashtra	14.85	86	31	95	3	12	26	89	35	12	72	46.1
17	Manipur	17.89	53	2	84	2	6	15	71	13	3	55	30.4
18	Meghalaya	32.67	84	2	87	2	6	4	57	23	4	37	30.6
19	Mizoram	9.80	97	13	93	2	8	46	95	56	11	68	48.9
20	Nagaland	25.23	89	3	93	2	13	6	90	27	3	75	40.1
21	Odisha	29.35	71	8	93	5	7	14	77	27	8	48	35.8
22	Punjab	5.59	79	30	98	5	9	57	85	33	18	84	49.8
23	Rajasthan	29.46	75	13	98	5	10	28	78	30	9	71	41.7
24	Sikkim	3.82	66	16	92	2	23	60	91	78	17	78	52.3
25	Tamil Nadu	4.89	85	52	97	8	16	43	90	32	25	61	50.9
26	Telangana	13.74	89	81	97	1	10	67	93	56	14	90	59.8
27	Tripura	16.65	86	2	97	3	14	21	94	81	17	82	49.7
28	Uttar Pradesh	37.79	75	13	97	5	4	26	64	21	9	86	40
29	Uttarakhand	17.72	58	24	97	3	3	57	63	22	5	75	40.7
30	West Bengal	21.43	78	7	98	1	5	23	86	45	14	70	42.7

Source: National Multidimensional Poverty Index Baseline Report (2021), MA 2020 Survey.
Note: MPI data for J&K and Ladakh combined (NFHS-4 period 2015–2016).

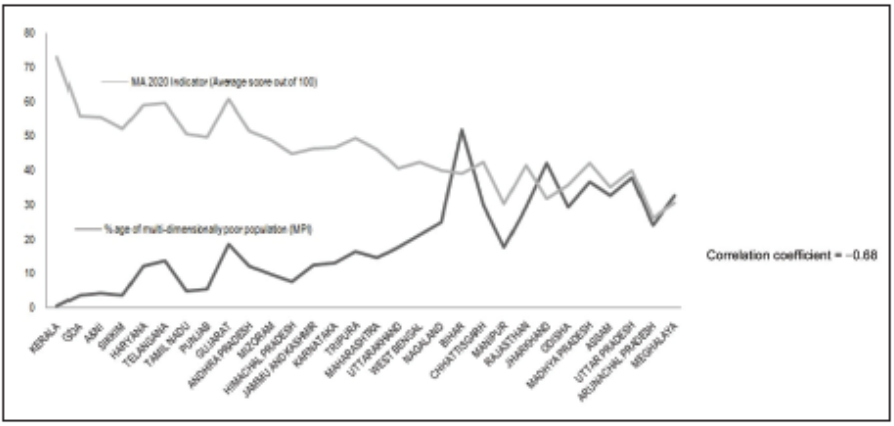

Figure 3. Correlation Between MA 2020 Survey Parameters Having Considerable Implications on Various Aspects of Poverty and MPI 2021 Performance of States/UTs.

Source: National Multidimensional Poverty Index Baseline Report (2021), MA 2020 Survey.

Note: DNH, DD and Ladakh are omitted from comparison due to unavailability of complete data after their mergers/bifurcations.

Saturation Level of GPs, That Is Average Percentage of Facilities Available (LSDG Theme-wise) Versus MPI 2021 score

Going forward, as it is proposed for LSDG-focussed planning at panchayat level, it is important to see how each of the nine LSDG themes has a correlation with the deprivation levels of MPI 2021. Accordingly, using the mapping of LSDG themes and MA 2020 sectors as shown in Table 3, a comparative analysis of the MPI 2021 with LSDG theme-wise saturation level has been attempted and the same has been presented in Table 7. All the themes show negative correlation coefficient (not produced here) and the average correlation coefficient of all themes is −0.56. Thus, the states having less percentage of multi-dimensionally poor people have achieved higher levels of saturation on all nine themes and vice versa.

Devolution of Powers to Panchayati Raj Institutions

As discussed earlier, the 73rd Constitutional Amendment mandates panchayats to be enabled to function as units of local self-governance. 'Panchayat', being a state subject, is incumbent on the states to devolve the commensurate powers related to funds, functions and functionaries of the twenty-nine subjects. Studies have shown that in some states, the extent of devolution is robust and in others, it is still a work in progress. Devolution Study conducted by the Tata Institute of Social Sciences in 2015–2016 (Ministry of Panchayati Raj, 2015–2016)[8] prepared an

Table 6. Correlating MPI 2021 Dimensions (Health, Education, and Standard of Living) and MA 2020 Survey's Ten Parameters Having Considerable Implications on Various Aspects of Poverty.

Sl No.	State/UT	MA 2020 Average Score % (for Ten Parameters)	Average Percentage of Deprived Population		
			Health	Education	Standard of Living
India (Average for 29 States)		45.69	17.85	8.24	26.97
1	A&NI	55.7	9.33	2.90	14.30
2	Andhra Pradesh	51.7	12.62	9.62	21.55
3	Arunachal Pradesh	26.4	17.12	12.96	34.06
4	Assam	35.2	22.67	11.37	39.87
5	Bihar	39.1	34.03	19.40	46.11
6	Chhattisgarh	42.6	23.68	9.43	35.62
7	Goa	56	10.77	2.83	9.11
8	Gujarat	60.9	19.45	8.26	21.35
9	Haryana	59.2	19.46	5.46	17.33
10	Himachal Pradesh	44.9	15.43	2.34	20.51
11	Jharkhand	31.8	28.13	13.26	42.79
12	Karnataka	46.7	15.75	6.12	23.01
13	Kerala	73.1	5.74	1.16	10.06
14	Madhya Pradesh	42.3	26.16	12.24	38.59
15	Maharashtra	46.1	17.81	5.37	22.88
16	Manipur	30.4	14.34	3.86	41.68
17	Meghalaya	30.6	23.95	12.93	36.80
18	Mizoram	48.9	13.26	5.84	15.07
19	Nagaland	40.1	19.88	9.22	35.80
20	Odisha	35.8	19.66	10.81	38.81
21	Punjab	49.8	12.07	4.95	11.54
22	Rajasthan	41.7	23.97	12.79	31.35
23	Sikkim	52.3	6.58	4.81	14.32
24	Tamil Nadu	50.9	10.88	3.82	16.45
25	Telangana	59.8	14.45	8.97	22.25
26	Tripura	49.7	14.27	6.49	31.82
27	Uttar Pradesh	40	28.30	14.72	35.74
28	Uttarakhand	40.7	21.33	7.08	21.96
29	West Bengal	42.7	16.50	9.85	31.50
Correlation coefficient			–0.59	–0.59	–0.79

Source: National Multidimensional Poverty Index Baseline Report (2021), MA 2020 Survey.

index of devolution which analyses actual devolution happening in the field. The indicators reflect the status of devolution on matters related to functions, functionaries and financial autonomy to the panchayats. The weightage of these parameters is shown in Table 8.

The ranking of states in Devolution Index is shown in Figure 4.

Table 7. MPI 2021 Versus LSDG Theme-wise Saturation Level of GPs.

Sl No.	State/UT	Percentage of Multi-dimensionally Poor Population (MPI 2021)	LSDGs Theme-wise Saturation Level of GPs (% of GPs with 90–100% Saturation for Each LSDG Theme)									
			Theme 1	Theme 2	Theme 3	Theme 4	Theme 5	Theme 6	Theme 7	Theme 8	Theme 9	
			Poverty-free and Enhanced Livelihoods Village	Healthy Village	Child-friendly Village	Water-Sufficient Village	Clean and Green Village	Self-sufficient Infrastructure in Village	Socially Secured Village	Village with Good Governance	Women-friendly Village	Composite Score (Average)
India (Average of 30 States/UTs)		19.46	43.73	39.03	36.43	23.37	20.07	44.93	39.47	22.47	43.73	34.83
1	A&N Islands	4.30	54	50	30	23	15	64	55	26	54	41
2	Andhra Pradesh	12.31	53	54	46	31	13	57	48	9	53	40
3	Arunachal Pradesh	24.27	30	25	15	15	13	15	15	5	30	18
4	Assam	32.67	37	27	15	15	10	27	39	31	37	26
5	Bihar	51.91	29	22	24	26	7	43	41	22	29	27
6	Chhattisgarh	29.91	54	38	45	18	29	49	34	19	54	38
7	Goa	3.76	41	49	50	26	10	61	60	35	41	41
8	Gujarat	18.60	54	57	55	44	59	77	58	46	54	56
9	Haryana	12.28	53	49	60	40	26	57	42	20	53	44
10	Himachal Pradesh	7.62	33	35	15	18	23	45	39	16	33	29
11	Jammu & Kashmir	12.58	43	37	49	20	22	34	29	19	43	33
12	Jharkhand	42.16	33	24	16	16	13	33	35	19	33	25
13	Karnataka	13.16	38	32	26	22	23	48	54	41	38	36
14	Kerala	0.71	67	65	76	29	23	80	78	74	67	62
15	Madhya Pradesh	36.65	45	32	33	22	19	47	37	17	45	33
16	Maharashtra	14.85	51	42	39	26	17	53	39	21	51	38

(Table 7 continued)

(Table 7 continued)

Sl No.	State/UT	Percentage of Multi-dimensionally Poor Population (MPI 2021)	LSDGs Theme-wise Saturation Level of GPs (% of GPs with 90–100% Saturation for Each LSDG Theme)									
			Theme 1 Poverty-free and Enhanced Livelihoods Village	Theme 2 Healthy Village	Theme 3 Child-friendly Village	Theme 4 Water-Sufficient Village	Theme 5 Clean and Green Village	Theme 6 Self-sufficient Infrastructure in Village	Theme 7 Socially Secured Village	Theme 8 Village with Good Governance	Theme 9 Women-friendly Village	Composite Score (Average)
17	Manipur	17.89	35	23	25	12	14	18	16	4	35	20
18	Meghalaya	32.67	33	27	33	12	14	20	17	2	33	21
19	Mizoram	9.80	57	52	58	19	36	34	35	29	57	42
20	Nagaland	25.23	41	31	37	17	23	23	22	5	41	27
21	Odisha	29.35	39	27	16	15	20	38	38	21	39	28
22	Punjab	5.59	43	41	50	29	7	46	28	17	43	34
23	Rajasthan	29.46	33	31	25	24	21	44	42	22	33	31
24	Sikkim	3.82	40	47	23	21	25	44	38	28	40	34
25	Tamil Nadu	4.89	49	50	49	29	32	61	40	36	49	44
26	Telangana	13.74	53	53	43	40	22	55	43	12	53	42
27	Tripura	16.65	48	41	52	22	16	49	39	22	48	38
28	Uttar Pradesh	37.79	41	34	42	26	12	40	33	10	41	31
29	Uttarakhand	17.72	43	40	31	15	25	38	35	9	43	31
30	West Bengal	21.43	42	36	15	29	13	48	55	37	42	35
Co-relation coefficient of MPI 2021 versus themes 1–9 composite score (average) = −0.56												

Source:

- NITI Aayog (2021), 'National Multidimensional Poverty Index Baseline Report'.
- MA 2020 Survey, https://missionantyodaya.nic.in/
- Ministry of Panchayati Raj (2021).

Table 8. Weightage of Parameters.

Indicators	Sub-indicators	Weightage
Operational core of decentralisation (90)	Transfer of functions	10
	Transfer of functionaries	15
	Transfer of finances	50
	Autonomy of PRIs	15
Support systems for devolution (10)	Capacity building	2
	Operationalising constitutional mechanisms	5
	Systems for accountability and transparency	3

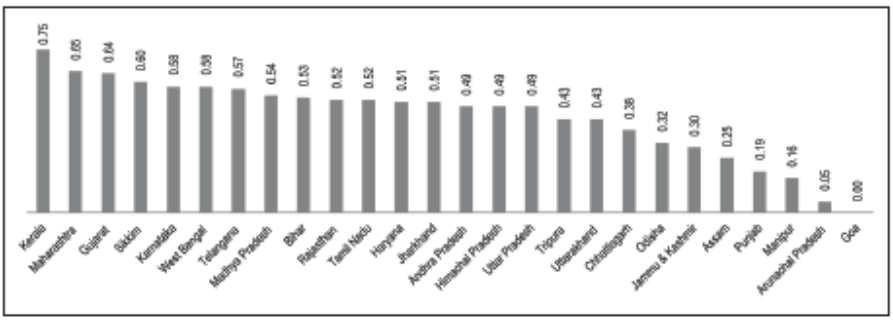

Figure 4. Ranking of the States on Devolution Index.
Source: Devolution Report 2015–2016, MoPR.

Devolution Index Versus MPI 2021 Versus MA 2020 Survey: Correlation

It will be useful to analyse whether devolution affects the performance of panchayats and influences the living standard of people in Panchayats. A correlative analysis of the Devolution Index (DI 2015–2016), MPI 2021 and MA 2020 has been attempted and presented in Table 9. The correlation coefficients of DI 2015–2016 versus MPI 2021 and DI 2015–2016 versus MA 2020 Survey is −0.17 and 0.64, respectively. Thus, the states having higher level of devolution are having less percentage of multi-dimensionally poor people and also having higher MA 2020 score.

The correlation coefficients computed above clearly indicate that greater devolution of powers to panchayats with functional responsibilities as mandated by the Constitution in all likelihood help in poverty reduction and promote holistic development as measured by parameters of MA 2020 survey.

Devolution Index and per Capita Own Source of Revenue (OSR) of Gram Panchayat

A higher amount of own source of revenue (OSR) can help panchayats deliver better services to the people and advance the causes of good governance.

Also, for effective functioning of panchayats, it is essential that they have enough decision-making autonomy and also resource-mobilisation capacity. A study conducted in the year 2021 by the National Council of Applied Economic Research on various issues related to the challenges faced by panchayats on augmenting their own sources of revenue (OSR 2021), among several observations, highlights that the local bodies can function effectively if they have enough decision-making and planning autonomy.

From the above-mentioned study, the data on state-wise per-capita OSR mobilised has been shown in Table 10 and so also, the respective normal index of devolution as discussed in the earlier section. The correlation coefficients of these two metrics (DI 2015–2016 and OSR 2021) come out to be 0.42, demonstrating that enhanced devolution and OSR mobilisation influence each other positively.

Table 9. Correlation of Devolution Index (2015–2016), MPI 2021 and MA 2020 Survey.

Sl No.	State/UT	Percentage of Multi-dimensionally Poor Population (MPI) (A)	MA Average Score on 34 Parameters (%) (C)	Devolution Index (%) (D)
India (Average 24 States)		11.67	35.92	56.75
1	Kerala	0.71	49	75
2	Sikkim	3.82	34	60
3	Gujarat	18.6	43	64
4	Tamil Nadu	4.89	39	52
5	Maharashtra	14.85	32	65
6	Telangana	13.74	36	57
7	Karnataka	13.16	32	58
8	Haryana	12.28	38	51
9	Andhra Pradesh	12.31	34	49
10	Himachal Pradesh	7.62	29	49
11	West Bengal	21.43	30	58
12	Tripura	16.65	35	43
13	Uttarakhand	17.72	29	43
14	Rajasthan	29.46	30	52
15	Madhya Pradesh	36.65	30	54
16	Punjab	5.59	32	19
17	Uttar Pradesh	37.79	30	49
18	Chhattisgarh	29.91	32	38
19	Jharkhand	42.16	27	51
20	Odisha	29.35	29	32
21	Bihar	51.91	30	53
22	Manipur	17.89	26	16
23	Assam	32.67	27	25
24	Arunachal Pradesh	24.27	24	5

Source:
- Devolution Report 2015–2016, MoPR.
- NITI Aayog (2021), 'National Multidimensional Poverty Index Baseline Report'.
- MA 2020 Survey, https://missionantyodaya.nic.in

Categorisation of States Based on Their Performance on MPI 2021 and DI 2015–2016

As explained earlier, lower MPI 2021 scores and higher DI 2015–2016 scores of states are associated with higher developmental performance and better standards of living. Further, for better understanding, the states have been categorised under four categories as per their performance under the above two metrics and represented in Table 11. This categorisation will enable focussed attention on low-performing states.

The states in the above matrix have been divided into following four performance categories:

1. **Category 1:** These are the states which have achieved devolution higher than the national average of 47 and also have MPI lower than the national average of 20.64 (as per analysis for twenty-four states). Hence, these states can be called as well-performing states on these metrics.
2. **Category 2:** These are the states which have MPI lower than the national average but need to do well in terms of devolution as the DI is lower than the national average.

Table 10. Correlation Between Devolution Index 2015–2016 and OSR 2021.

Sl No.	State/UT	Devolution Index (%) DI 2015–2016	Per Capita Revenue (OSR 2021) (₹in Actual)
India (Average 19 States)		50	78
1	Kerala	75	170
2	Maharashtra	65	312
3	Gujarat	64	51
4	Karnataka	58	146
5	West Bengal	58	21
6	Telangana	57	92
7	Madhya Pradesh	54	14
8	Bihar	53	1
9	Rajasthan	52	33
10	Tamil Nadu	52	181
11	Haryana	51	69
12	Jharkhand	51	2
13	Andhra Pradesh	49	233
14	Himachal Pradesh	49	12
15	Uttar Pradesh	49	0.32
16	Chhattisgarh	38	53
17	Odisha	32	38
18	Assam	25	1
19	Punjab	19	44

Source:
- Devolution Report 2015–2016, MoPR.
- National Council of Applied Economic Research (2022).

Table 11. Matrix of States' Performance (MPI 2021 Versus DI 2015–2016).

Devolution Index (2015–2016) (%)	Multi-dimensional Poverty Index (MPI 2021) (%)					
	Low (Means States with MPI Less Than the National Average of 20.64)			High (Means States with MPI More Than the National Average of 20.64)		
High (means states with DI more than the national average of 47)	(Category 1) States with High DI and Low MPI	MPI	DI	(Category 3) States with High DI and High MPI	MPI	DI
	1 Kerala	0.71	75	1 West Bengal	21.43	58
	2 Sikkim	3.82	60	2 Rajasthan	29.46	52
	3 Tamil Nadu	89	52	3 Madhya Pradesh	36.65	54
	4 Himachal Pradesh	7.62	49	4 Uttar Pradesh	37.79	49
	5 Haryana	12.28	51	5 Jharkhand	42.16	51
	6 Andhra Pradesh	12.31	49	6 Bihar	51.91	53
	7 Karnataka	13.16	58			
	8 Telangana	13.74	57			
	9 Maharashtra	14.85	65			
	10 Gujarat	18.6	64			
Low (means states with DI less than the national average of 47)	(Category 2) States with Low DI and Low MPI	MPI	DI	(Category 4) States with Low DI and High MPI	MPI	DI
	1 Punjab	5.59	19	1 Arunachal Pradesh	24.27	5
	2 Tripura	16.65	43	2 Odisha	29.35	32
	3 Uttarakhand	17.72	43	3 Chhattisgarh	29.91	38
	4 Manipur	17.89	16	4 Assam	32.67	25
				3		

Source:

- Devolution Report 2015–2016, MoPR.
  NITI Aayog (2021), 'National Multidimensional Poverty Index Baseline Report'.

Note: Analysis for twenty-four states with complete data available/outliers omitted.

3. **Category 3:** These are the states which have DI greater than national average but MPI is higher than the national average. Hence, these states may require effective implementation of developmental programmes.
4. **Category 4:** These are the states which have DI lower than national average and also their MPI is higher than the national average. Therefore, these states need to work more effectively on both devolution of powers to panchayats and implementation of developmental programmes.

Way Forward

The states with better DI (2015–2016) and MA 2020 score, as listed in category 1, may most likely achieve SDGs by the year 2030. This projection follows from the discussions made in the sections above. However, some of the states, particularly in categories 3 and 4, may need to work out a graduated structured plan detailing the short-term (two to three years), mid-term (four to six years) and long-term (six to nine years) milestones for achieving these goals in the given timeframe. Based on these analyses, a brief action plan of key interventions is mentioned as follows:

Strengthening the panchayats through effective devolution of funds, functions and functionaries in a time-bound manner as per the provisions of the 73rd Constitutional Amendment, particularly in the field of health, education, nutrition, drinking water and sanitation, livelihood and so on.

1. Panchayats need to be strengthened with basic infrastructure and technical manpower along with delivery-oriented capacity-building of its elected representatives to harness the full potential of digital technology for a transparent, convergent and participative planning, and accordingly, implementation of a large number of governmental programmes.
2. Panchayats need to be empowered, encouraged and incentivised to use their tax and non-tax revenue collection powers as mandated in the 73rd Constitutional Amendment for augmenting their resources.

These interventions may also enable large numbers of panchayats to function as hubs of economic activities.

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Notes

1. SDGs website: https://sdgs.un.org/
2. SDG Index India Dashboard—NITI Aayog. https://sdgindiaindex.niti.gov.in/#/ ranking
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5. Details on MoPR's website at https://cdnbbsr.s3waas.gov.in/s316026d60ff9b54410b-3435b403afd226/uploads/2023/02/2023021879-1.pdf
6. MA survey scoring methodology: Under MA 2020 survey, score is given out of
7. 100 marks for the parameters relating to 29 subjects listed under the Eleventh Schedule of the Constitution.
8. Details on MoPR's website at https://cdnbbsr.s3waas.gov.in/s316026d60ff9b54410b-3435b403afd226/uploads/2023/02/2023021879-1.pdf
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