

## Executive Summary

Malnad Area Development Board (MADB) Act of 1991 was made and then in 1993, it was established by the State Government. Under the Schedule of the Act of 1991 were included districts coming under Malnad Board. Presently, districts from Belagavi to Chamarajanagar covering 13 districts, 61 taluks and 65 Constituencies are covered under MADB development works.

The State Government felt the necessity of an evaluation of the need and functioning of MADB. Since inception over 15000 development works have been executed to the tune of Rs.450 crores. The existence of MADB has been 22 years and for the purpose of the Study five years period from 2009-10 to 2013-14 was selected. During the reference period, a total of 2071 new works for Rs.10,888.13 lakhs and 1931 Spillover works with an outlay of Rs.11511.15 lakhs in the MADB jurisdiction.

To throw light on the various aspects of the functioning of MADB Terms of Reference were laid and this report covers the aspects in detail. The Study Team has traveled to all 65 constituencies and 61 taluks to cover the sample works, meet all the stakeholders(beneficiaries, IA's, District Authorities, Elected representative and other concerned officials) Including Special projects all development works in three sectors were chosen and the team has visited 462 works across the jurisdiction. Structured questionnaires to elicit information from beneficiaries have been used. The Exhaustive data/ interactions with MADB officials, Non officials, Board Members, elected representatives, district authorities, officials of Implementing agencies and end users facilitated in the preparation of this report. The Study Team was well supported by the IA's during all field visits.

The study here shows the measures that MADB should take to become relevant, vibrant and effective. The Vision statement for MADB has been suggested as : ***PRESERVING MALNAD UNIQUENESS*** And the Mission statement as : ***CONNECTING MALNAD TO THE WORLD.***

With the Vision and Mission statements, the Evaluation shows that Malnad Area Development Board at Shivamogga should continue to function with measures suggested in the report which will enable the Board to be effective in reaching the development works through the elected representatives. The measures suggested will make MADB, strong, relevant and robust.

Pro-active working of MADB by preparation of long term plan with a concept "FIVE VILLAGES A YEAR" by each elected representative will bring comprehensive development in a minimum of 1625 villages. This will serve as a guide to the elected representative and felt needs of people will remain in focus and a few people influencing the decision of the works will be eliminated.

MADB has not been following any parameters for allocation of funds to each constituency. This evaluation has dealt with parameters for allocation of funds for each Constituency. The consideration given to backwardness, special needs of the regions in funds allocation has been presented which shows that 85% of the funds spent during the Study period have been for development works in rural areas. MADB has not taken backwardness of the area as a parameter / criteria in allocation of funds.

Aspects related to Constituencies which receive more share by virtue of another Constituency in the same taluk for example in Kollegal Taluk, funds of two constituencies viz., Kollegal and Hanur as against one Constituency to share the funds for development with 2-3 taluks have been dealt with. For example, Sringeri Taluk has to share funds with Koppa, N R Pura and parts of Chikkamagaluru.

The modus operandi of the administrative sanction and Technical sanctions presents the current scenario and the changes that can be incorporated to have uniformity, adherence to the Guidelines (Revised guidelines vide OM 9<sup>th</sup> June 2006 for Sectoral distribution of funds) and suggestions for effective working. In the aspect of delays in giving approvals for new works, putting a time frame for completion of spill over works and caution in execution of projects to with huge fund allocation, streamlining the release of funds to different implementing agencies have been detailed.

The advantages and disadvantages of the main implementing agencies (PRE Division of ZP / PWD / KRIDL / Nirmithi Kendra) have been presented so that the decision to work with the competent agencies will bring uniformity, accountability and transparency in the system. With present system of working, MADB has less opportunity to coordinate ZPs / ULBs and line departments.

Majority of new development works of MADB generally gets carried forward to the subsequent year owing to non-lapsable funds of the Board. The mechanism of Monitoring of the various development works at Head Quarters and at the district level have been focused where the various existing systems can be adopted. Use of District Rural Road Plans (DRRP), implementing Gandhi Sakshi Kayaka (GSK), GPS have been covered for monitoring all development works in the vast jurisdiction, as implemented by PRE Division of ZP / PWD.

Implementing agencies namely PRED / PWD receive funds after completion / stage-wise of works by KRIDL / Nirmithi Kendra receive 75% to 80% advance along with administrative sanction before sanction of work.

Taking in to consideration that out of 2071 works executed by MADB,70-80% fall under Sector-1 comprising of roads, drainage and bridges while Sector-2 of social buildings has 25-36% and the Sector-3 has only less than 5% funds which is a concern and the suggestion to abide by the revised guidelines 60% Sector-1, 20% for Sector-2 and 20% for Sector-3. Stand alone projects of MADB and works with convergence of funds (MP / MLA funds) have been seen. There is no uniformity in handing over asset to the local bodies / taluk / district authorities who are unaware of the works. Drinking water project (Shuddhaganga Project) in Kadur / Tarikere Constituency is remarkable.

The emphasis is on working with Co-ordination/Consultation with Zilla Panchayat and other line departments for getting convergence and completion of works which has been seen in works executed by PRE Division of Zilla Panchayat and PWD. The role of MADB in the process of implementation of development works has been highlighted and it should exercise the powers given to it by the Act of 1991.

Maintenance of Asset registers at Head Quarters with copy of the same given to the respective local bodies in each Constituency (at district/taluk/grama panchayat level).

No funds for maintenance ; Taluk and District level authorities unaware of MADB works; local community not trained for minimum repair / maintenance has been observed (for example: Solar Lighting of community in Sagar Constituency, Turbo Project in Sringeri, Street Solar Lighting in Yallapur). Maintenance of assets by MADB can be addressed by creation of Corpus Funds (which will include rent proceeds, difference in L1, interest accumulated by deposits in banks and difference in the release amount).

Preparation of an illustrative list of works in the three sectors with six months needs of local people for annual plan, co-ordinating with Grama Sabhas and compiling the needs of rural people and prioritizing the needs in the preparation of Five year PERSPECTIVE PLAN should be done by MADB. Making the head of the Regional Development Boards as member of DPC will facilitate pooling of funds, identification of needs and convergence

With the 73rd and 74th Amendment, the funds available with the two bodies Zilla Panchayat and ULBs are high and this should not hamper the functioning of MADB which has been created to meet the specific needs of the Malnad areas. The advantage of the huge funds availability with the two bodies, gives MADB ample scope to work in co-ordination with them and fulfill the needs of the people under its jurisdiction.

An attempt to re-define the jurisdiction has been done. It has to be accepted that with passage of time, changes creep in and have to be taken in to consideration. The data related to forest areas, rainfall for a decade in the districts under the jurisdiction, slope, population density have been studied and taluks which can be kept out of MADB jurisdiction have been presented in a map. Though this study has kept taluk as the base for re-defining, it would be precise if Hobli as base is taken for re-defining the jurisdiction. The re-defined jurisdiction also throws light on why and when the urban areas and the Coastal taluks can be kept out of MADB jurisdiction.

The Evaluation team has held discussions with all the stake holders and visited 462 works executed by MADB through different implementing agencies. Based on the field observations and discussions held with the officials of MADB head Quarters, works which have well executed and appreciated by people, works which have been incomplete, works which do not serve the

purpose, works which needs intervention for completion, works which have been closed for lack of maintenance have all been visited.

During the field visit, the study team has visited special projects including hanging bridges, foot and minor bridges drinking water, which have been beneficial to local people In this report, works which have been appreciated in three sectors are covered and all works visited will be compiled and submitted as Case Studies of MADB in the category as mentioned above.

It can be seen, MADB development funds have created community /tangible assets. Funds under SCP/TSP have well utilized for the benefit of targeted beneficiaries.

Implementing Agencies PRED / PWD were maintaining separate MADB accounts (during the previous system where advance was given by MADB).

Presently KRIDL / Nirmithi Kendra receive 75 to 80% advance amount estimate of development work. The said IA's deposit MADB funds in their main account. The interest accumulated by the advance amount is not ploughed to development works.

The IA's KRIDL and NK have utilized Rs. 524 lakhs towards establishment expenses. This amount is equivalent to four years establishment cost of MADB or 65 works of Rs.8.00 lakhs each. Statutory obligations are hampered with implementing agencies KRIDL / Nirmithi Kendra drawing advance amount and not closing the accounts financially.

The role of MADB in following the Guidelines for Implementation of works and the deviations observed have also been presented for Eg: Sectoral distribution of funds to three sectors have not been complied. An exercise to bring amendments to the Act of 1991 has been done. The Act under Section-8 states that the Members of the Board meet once in every three months with a quorum of 20 as against only one meeting per year during our study period with an exception of two meetings in one of the year with attendance of 25 to 50.

The Amendment modification is to have a minimum quorum of 65 for one representative per Constituency. Section-10 of the Act says, the formation of Implementation Committee with senior most officials from the line departments and meeting to be held once a month. Since ,inception, this Committee has not been formed and hence the importance of having the Implementation Committee with a Technical wing with second line of officers of State who

could represent all the districts under MADB jurisdiction has been suggested and meeting to be held once in two months.

A separate chapter dealing with conclusions and suggestions for short term practicable measures and long term practicable measures have been detailed.

The Evaluation report shows the various measures MADB has to take for effective implementation of development works, corrections required in the present method of working, choosing the right implementing agencies and adopting uniformity and transparency. With the closure of Western Ghat Development Project, MADB remains the only source for preserving the rich biodiversity of Malnad regions. The works implemented by MADB has brought smiles on people from several interior villages where there was no connectivity and it is worth mentioning that some of the special projects have brought some innovativeness and novelty.