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**Evaluation of Regional Development  
Boards of Karnataka**

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## **Evaluation of Regional Development Boards of Karnataka**

### **1. Introduction:**

Karnataka is in many ways, a typical median level Indian State. In natural regions, languages, faiths and culture, it exhibits almost as much variety as the sub-continent itself. In social and economic development attainments too, the state is at the median level. The state ranks 7<sup>th</sup> on the HDI front and is placed 6<sup>th</sup> as far as the GSDP is concerned.

Karnataka lies between latitudes 11.31 and 18.45 degrees north and longitudes 74.12 and 78.40 degrees east on the western part of the Deccan plateau. It has four natural regions extending over 700 kms, from the north to the south and 400 kms from the east to the west. The state is the eighth largest in the country in both area and population. Karnataka has an area of 191,791 sq. kms, having a population of about 52 million as per the 2001 census. It accounts for about 6 per cent of the country's population. About 51% of the population belongs to the male category. While the population density of the state at 235 persons per sq. km. is lower than the national level of 257, the state is more urbanized than India as a whole; 33% of its population is in urban areas against 26% in the entire country. The districts of Karnataka differ in terms of share of urban population. For example Bangalore has the highest urban population of about 88 per cent while Kodagu has the lowest urban population of 13 per cent. The following Table-1 gives the total

population and the rural and urban break up in the districts of the state. The same table shows the tribal population of the state as well.

**Table 1**

**District wise Geographical Area, Population, SC Population, ST Population, Sex Ratio and Density of Population in Karnataka, 2001.**

Sl. No.	District	Geo-graphical area (in sq km)	Population			SC Population		ST Population		Sex Ratio	Density of Population (Persons/Sq. Kms.)
			Persons	Males	Females	Population	%	Population	%		
1	Belgaum	13415.0	4,214,505	2,150,090	2,064,415	462,020	11.0	243,451	5.8	960	314
2	Bagalkot	6575.0	1,651,892	834,247	817,645	250,604	15.2	80,181	4.9	980	251
3	Bijapur	10494.0	1,806,918	926,424	880,494	334,254	18.5	30,051	1.7	950	172
4	Gulbarga	16224.0	3,130,922	1,592,789	1,538,133	717,595	22.9	154,195	4.9	966	193
5	Bidar	5448.0	1,502,373	771,022	731,351	298,812	19.9	182,219	12.1	949	276
6	Raichur	6827.0	1,669,762	841,840	827,922	317,276	19.0	303,042	18.1	983	245
7	Koppal	7189.0	1,196,089	603,312	592,777	185,209	15.5	138,588	11.6	983	166
8	Gadag	4656.0	971,835	493,533	478,302	137,414	14.1	54,410	5.6	969	209
9	Dharwad	4260.0	1,604,253	823,204	781,049	131,969	8.2	70,442	4.4	949	377
10	Uttara Kannada	10291.0	1,353,644	686,876	666,768	101,896	7.5	23,781	1.8	971	132
11	Haveri	4823.0	1,439,116	740,469	698,647	175,360	12.2	127,163	8.8	944	298
12	Bellary	8450.0	2,027,140	1,029,714	997,426	374,218	18.5	364,638	18.0	969	240
13	Chitradurga	8440.0	1,517,896	776,221	741,675	336,487	22.2	266,235	17.5	955	180
14	Davanagere	5924.0	1,790,952	917,705	873,247	333,227	18.6	209,701	11.7	952	302

15	Shimoga	8477.0	1,642,545	830,559	811,986	269,519	16.4	55,997	3.4	978	194
16	Udupi	3880.0	1,112,243	522,231	590,012	67,689	6.1	41,613	3.7	1130	287
17	Chikmagalur	7201.0	1,140,905	574,911	565,994	233,134	20.4	41,019	3.6	984	158
18	Tumkur	10597.0	2,584,711	1,313,801	1,270,910	474,044	18.3	193,819	7.5	967	244
19	Kolar	8223.0	2,536,069	1,286,193	1,249,876	671,692	26.5	205,711	8.1	972	308
20	Bangalore	2190.0	6,537,124	3,426,599	3,110,525	851,047	13.0	86,018	1.3	908	2985
21	Bangalore Rural	5815.0	1,881,514	962,183	919,331	377,679	20.1	61,555	3.3	955	324
22	Mandya	4961.0	1,763,705	888,034	875,671	247,213	14.0	17,193	1.0	986	356
23	Hassan	6814.0	1,721,669	859,086	862,583	311,726	18.1	26,451	1.5	1004	253
24	Dakshina Kannada	4560.0	1,897,730	938,434	959,296	131,160	6.9	62,936	3.3	1022	416
25	Kodagu	4102.0	548,561	274,831	273,730	67,422	12.3	46,115	8.4	996	134
26	Mysore	6854.0	2,641,027	1,344,670	1,296,357	467,640	17.7	271,351	10.3	964	385
27	Chamarajanagar	5101.0	965,462	489,940	475,522	237,624	24.6	106,111	11.0	971	189
<b>KARNATAKA</b>		<b>191791.0</b>	<b>52,850,562</b>	<b>26,898,918</b>	<b>25,951,644</b>	<b>8,563,930</b>	<b>16.2</b>	<b>3,463,986</b>	<b>6.6</b>	<b>965</b>	<b>276</b>

Source : Census of India 2001

The state can be divided into four main geographical regions. Each of the four natural regions of the state has its distinctive characteristics. The coastal area covering Dakshina Kannada and Uttara Kannada districts is a narrow strip between the Western Ghats and the Arabian Sea. The region is characterized by heavy rainfall - 2500 mms. to 3000 mms. - the main occupations being fishing and the cultivation of rice, coconut and areca nut. The coast on the east is covered by the Western

Ghats; the Ghat or Malnad region covers the districts of Chikmagalur, Hassan, Kodagu and Shimoga and the uplands of Uttara Kannada district. About 43% of the forests of the state fall within this area. Plantations of coffee, pepper, cardamom and rubber are interspersed with dense forests.

The maidan region or plains falls into two broad sections. The south maidan has rolling hills and is drained by the Kaveri and its tributaries - (Harangi and the Hemavathy) as well as by the Tungabhadra. Rice, ragi, coconut and mulberry are the principal crops. The northern maidan is less developed, receives low rainfall and supports crops like jowar, cotton, oilseeds and pulses. The Krishna and its tributaries - the (Malaprabha, Ghataprabha,) Tungabhadra and Bheema - are the principal rivers of the northern plateau.

If one looks at the socio economic profile of the population of the state vis-à-vis the national averages, it seems that the state is doing well in certain respects. Table-2 gives the levels of living, inequality and poverty in the state in comparison to the national scenario.

**Table 2**

**Levels of Living, Inequality & Poverty by Social Categories: Karnataka & All-India  
(1999/2000)**

Household type	Share in total population %	Average per capita consumption (Rs./month)	Proportion of poor population (Lorenz ratio %)	Relative inequality in consumption distribution	Share in total population %	Average per capita consumption (Rs./month)	Proportion of poor population	Relative inequality in consumption (Lorenz ratio %)
	<b>Rural Karnataka</b>				<b>Rural All-India</b>			
SC	19.65	419.39	26.87	21.63	27.17	418.51	35.82	23.76
ST	7.83	404.28	24.78	17.71	6.7	387.69	45.12	24.81
OBC	39.15	507.45	16.15	23.42	6.77	473.65	27.46	24.97
Others	33.31	560.08	12.11	25.53	59.04	577.22	15.82	26.89
<b>All</b>	<b>100.00</b>	<b>499.6</b>	<b>18.08</b>	<b>24.48</b>	<b>100.00</b>	<b>485.88</b>	<b>27.73</b>	<b>26.58</b>
	<b>Urban Karnataka</b>				<b>Urban All-India</b>			
SC	10.79	592.72	47.5	27.95	14.35	608.79	38.12	27.86
ST	4.5	634.2	50.93	33.49	3.4	690.52	35.29	32.61

OBC	30.65	829.05	29.09	30.92	30.38	734.82	29.69	32.46
Others	54.02	1044.02	16.81	31.56	51.7	1004.75	16.15	34.46
<b>All</b>	<b>100.00</b>	<b>910.78</b>	<b>25.83</b>	<b>32.75</b>	<b>100.00</b>	<b>854.7</b>	<b>24.58</b>	<b>34.68</b>

*Source: Government of Karnataka, Economic Survey, 2004-05*

The above table shows that in terms of poverty levels, the state as a whole is somewhat better especially in rural areas for different socio-economic groups. However the situation seems to be not so encouraging as far as urban areas are concerned. The average per capita consumption expenditure for socially backward groups seems to be on the lower side as compared to the groups belonging to the socially better off categories. Such a disparity is certainly reflected in the disparities with regard to the poverty levels as well. One can try to link the levels of living & poverty to the issue of economic and social infrastructure development. Better the infrastructural development better would be the performance on the economic and social front, thus leading to the creation of an enabling environment for better incomes and better health and educational inputs for the society at large.

Development of physical infrastructure is essential for all economic activities to enable production of goods and services for human welfare. Economic infrastructure includes among others,

- Roads
- Bridges
- Railways
- Multi purpose projects
- Telecommunication facilities

- Ports or Airports
- Electric Installations
- Market yards and storage facilities and the like.

Social infrastructure would include schools and other educational institutions, health care institutions, Drinking water facilities, Libraries and the like. The Karnataka Development Report 2007, (Karnataka Development Report, Planning Commission GoI) has elaborately discussed the disparities in infrastructure development across the states. For example a combined weighted index was estimated taking into the indicators from different sectors. A comparison of such an indicator for different states clearly shows that the state of Karnataka is lagging behind in terms of infrastructure development.

The interstate comparison would push one to have a look at the intra-state comparison as well. There are various attempts which have highlighted the inter district disparities as well as inter taluk disparities. The High Power Committee for Redressal of Regional Imbalances (Nanjundappa Committee) has exhaustively dealt with the issue of regional disparities. It also estimated the cost of bringing a balance in regional development.

The institutional mechanism that was visualized to implement the developmental activities for attaining regional balance in development included the Zilla Panchayats, Grama Panchayats, select departments of the state government and the Regional Development Boards (RDBs).

In this background, it is the opportune time to review the way RDBs have addressed the issue of attaining the balanced regional development for which they were established primarily.

## **2. Examining the Developmental Roles of Regional Development Boards (RDBs):**

With a view to address the issue of regional imbalances and specific needs of underdeveloped regions, the state of Karnataka has established Regional Development Boards (RDBs) from time to time. The mandate of these Boards is to cater to the special development needs of different geographic pockets spread across the state. These Boards were established under different Acts. The following are the development boards that have been established in Karnataka.

- Hyderabad Karnataka Development Board (HKDB) established in 1991, but functioning with effect from 1992. It covers five districts of Hyderabad Karnataka, consisting of 39 Assembly constituencies.
- Malnad Area Development Board (MADB) established in 1991, and functioning with effect from 1993. It covers thirteen districts of Malnad area consisting of 71 Assembly constituencies.
- Bayalu Seeme Development Board (BDB) established in 1994 and functioning with effect from 1995. It covers twelve districts consisting of 76 Assembly constituencies.

In order to understand the developmental roles played by these Boards there is a necessity to know the kind of activities that these Boards undertake and the modus operandi of their functioning. In this background Centre for Multidisciplinary Development Research (CMDR) took up the issue of evaluating these Boards as per the direction of State Planning Department, Government of Karnataka.

## **3. Methodology of Evaluation:**

The study was carried out with a team of researchers from CMDR some of whom have had the experience of evaluating these Boards way back in 2002. The primary and secondary data needed for the study was collected from the RDBs and other sources as noted below.

- Reports of the Boards
- Chairman and Members of the Boards
- Secretary and other officials of the Boards
- Political and administrative members of PRIs
- Other officials

Information was also gathered on relevant issues through a special checklist which was used to address key informants connected with these Boards. In so doing, the study tried to address the following objectives

1. As CMDR had tried to evaluate these Boards in 2001 an attempt at the outset would be made to update the data produced in previous report as indicated below.
  - a. Sector wise Allocation of Funds
  - b. Distribution of Constituencies According to Development Index
  - c. Funds Requested and Received By the Boards
  - d. District-wise Works Implemented and Amount Allotted and Spent by RDBs
  - e. Sector-wise Works, Amount allotted and Spent
  - f. Distribution of Works and Amount Allotted & Spent According to the Type of Constituency.
  - g. Works/Schemes Implemented for SC/ST Weaker Sections
  - h. Implementing Agency wise Works/Schemes

- i. Works Undertaken to Reduce Intra-Regional Imbalance, by the Boards
  - j. Staff strength & Administrative, and Establishment Expenditure of the Boards
2. To examine the relevance of Nanjundappa Committee recommendations in the present day context with the regions / talukas of these boards
3. To examine the similarities or otherwise of the activities of SDP and the activities of RDBs
4. To suggest ways and means of possible handing over of SDP to the Boards
5. To highlight the extent of duplication of efforts among the activities of RDBs and other developmental programs implemented by various other agencies in the state,
6. To examine the issue in respect of roles played by MLA funds and their requirement or otherwise in the background of resources supplied for similar causes by the RDBs,
7. What criteria are followed by the RDBs in distributing works in different pockets of their jurisdiction?
8. How far the RDBs effectively maintain the assets created in different locations? An attempt would be made to throw light on this issue,
9. To examine the issue of co-terminality between PRIs and RDBs particularly in the context of 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendments, and finally
10. To examine the issue of functioning of these boards for the betterment of the jurisdiction specified.

#### 4. Modus Operandi of Boards:

At the outset an attempt is made to present here the qualitative information which was gathered in respect of functioning of these Boards in meeting the targets for which they have been established.

Major Issues	Summary of Responses from the Boards
<b>What are your special problems / issues for which your activities are planned?</b>	Lack of adequate infrastructure and poor civic amenities are the major problems faced by the regions under the jurisdiction of these Boards.
<b>Who identifies the needs of the region / constituency and assigns priority to them?</b>	Based on the proposals of MLAs the Boards would try to identify the needy areas of the region. But in practice however the need assessment seems to be occupying back seat as far as implementation of the schemes is concerned.
<b>What data are used in identifying the needs of the region?</b>	There seems to be no systematic efforts in using the data on the deficiencies of different taluks / constituencies. It is the discretion of the MLA to assign works across the region. Hence the really needy areas could be neglected while assigning the developmental works.
<b>Is there a system of considering the following while preparing the plans?</b> <ul style="list-style-type: none"> <li>a) Special needs of different locations</li> <li>b) Objectives of the Board</li> <li>c) Needs of SC/ST</li> <li>d) Needs of Women</li> </ul>	As the major focus of the Boards is on developing the infrastructure like Roads and Bridges, foot and hanging bridges, other buildings and check dams, the question of considering the needs of SC /ST and Women does not arise at all. Backwardness of the locations also does not figure in all the cases.

<p>e) Backwardness of different locations f) All the above</p>	
<p><b>Which of the activities are simultaneously addressed by ZP Setup and the Board?</b></p>	<p>There are a host of agencies and departments carrying out similar activities as being done by the Boards. Such duplication of efforts has been presented in a tabular form in the ensuing discussion.</p>
<p><b>Maintenance of the Assets Created by the Boards.</b></p>	<p>As far as the maintenance of the assets is concerned, the Boards do not play any role at all. The asset becomes the responsibility of the concerned department like PWD or the maintenance is done by the local bodies i.e. Panchayats.</p>
<p><b>Whether the following are considered in the allocation of funds?</b></p> <p>a) Sector weightage b) Priority list of the works to be undertaken c) Scheme for the benefit of SC/ST populations d) Schemes for the benefit of Women. Any other, please specify</p>	<p>The Board presumes that MLA would have done this and in the Board meeting the resources get distributed among MLAs. The need felt in this regard is that the Boards themselves should do this exercise in order to address the issue of skewed regional development.</p>
<p><b>Who implements the works of the Boards?</b></p>	<p>Various agencies like PWD, ZP, Land Army, Nirmithi Kendra implement the works of these Boards. Boards themselves do not implement the activities. Host of agencies which implement the works of the Boards is presented in the ensuing discussion.</p>
<p><b>Nexus between the ZP Set-up and the Boards in planning</b></p>	<p>As such there is no nexus between ZP set-up and the Board except for the fact that the district Panchayat presidents are also members of the Board and they also participate in the discussions. The other part of such nexus would be the works implemented by the ZP Engineering Division,</p>

	but this is not the kind of nexus that is expected in the activities of the Boards. Ideally, the Boards should interact with PRI Bodies in the planning and need assessment process which is unfortunately not in practice.
<b>Hurdles in Implementation</b>	The Boards feel that as the agencies which are implementing works are overburdened by other works as well the pace of implementation seems to be slow in nature.
<b>The Issue of MLA Funds</b>	Nowhere the MLA funds would figure out in the deliberations of the Boards. MLA funds and Board funds remain as parallel lines which is not a healthy thing as far as need assessment and resource allocation to the needy regions are concerned.
<b>The new born SDP</b>	Most of the officials and Board members were unaware of the new initiative of the state government in the form of SDP which aims at reducing regional gaps in development. When explained in detail they felt that the Boards can take implementation of such an initiative if backed up by proper resource funding.
<b>Constitutional Status of Boards</b>	In the aftermath of 73 <sup>rd</sup> Constitutional amendment, new layer of federal institution has emerged in the Indian union. The provisions of such amendment do not in any way figure out the case for Regional Boards. In this background one may term these Boards as <b>“Extra Constitutional”</b>
On the whole it appears that, there are no systematic efforts by the Boards, to assess the needs of the backward regions. They have very little leverage as far as the implementation	

of the works is concerned and they do not participate in the maintenance of the assets created. If one looks at the way the Boards are functioning it is evident that they do not have enough skilled manpower to implement the works assigned to them. They would just receive funds from the state government and divert them based on the pressures and pulls of the MLAs. The implementing agencies are external agencies and the Boards just observe the progress of works. And once the asset gets created it gets transferred to the concerned department or a PRI body. Neither of them have a say in the selection of the backward areas nor any control over the implementation of the works assigned to them.

## 5. Pattern of Expenditure by RDBs

In the following discussion an attempt is made to analyze the expenditure made by these Boards and how far such expenditure patterns tried to address the issue of regional imbalance in developmental activities. Before so doing, it would be useful to take note of the level of development in each of the Board so that the understanding of the kind of expenditure would be more useful. Table and Chart below show different categories of taluks as per their level of development. Such classification of taluks is obtained from **“High Power Committee for Redressal of Regional Imbalances” (Nanjundappa Committee) 2002, GoK. The report classifies the taluks as Developed, Less Developed, More Less Developed and Most Less Developed.**

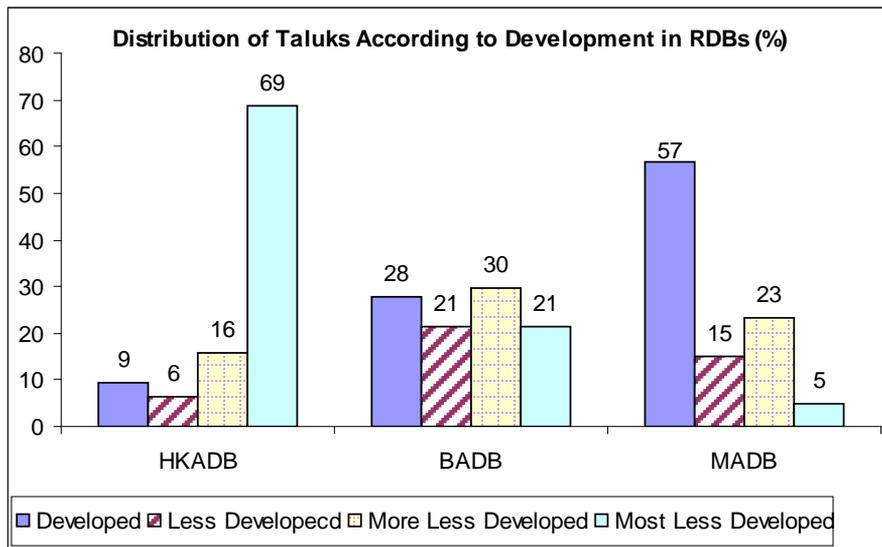
**Table 3**  
**Distribution of Talukas According to Level of Development**

Boards	Developed	Less Developed	More Less Developed	Most Less Developed	Total
HKADB	3	2	5	22	32

	<b>9.38</b>	<b>6.25</b>	<b>15.63</b>	<b>68.75</b>	<b>100.00</b>
<b>BADB</b>	13	10	14	10	47
	<b>27.66</b>	<b>21.28</b>	<b>29.79</b>	<b>21.28</b>	<b>100.00</b>
<b>MADB</b>	34	9	14	3	60
	<b>56.67</b>	<b>15.00</b>	<b>23.33</b>	<b>5.00</b>	<b>100.00</b>
<b>Total</b>	78	57	86	61	339
	<b>22.91</b>	<b>16.90</b>	<b>25.40</b>	<b>18.08</b>	<b>100.00</b>

Source : Hyderabad Karnataka Development Board (HKADB), Gulbarga, Bayaluseeme Area Development Board (BADB), Chitradurga, Malenadu Area Development Board (MADB), Shimogga, High Power Committee for Redressal of Regional Imbalances, GOK, 2002

**Chart 1**



As is evident from the above table and graph, the HKADB has the largest number of most less developed districts (69 percent of the total) followed by BADB (21

percent) and MADB (5 percent). This only shows that HKDB region seems to be the worst affected region in the state and special attention needs to be provided in this regard. The percentage distribution of taluks according to the level of development ideally should act as a guiding tool for distribution of resources by these Boards among the respective taluks for various development activities.

When one speaks about the development activities of the Boards per se, it would be useful to see if any other agencies or departments of the state government are engaged in similar activities. If so, it only means that the RDBs are more or less duplicating the mainstream activities of various departments of state government. This point seems to have come out explicitly in the following table.

**Table 4**

**Similar Works Undertaken by RDBs & Different Agencies**

Sl No	Departments / Agencies	Roads and Bridges	Education	Health	Minor Irrigation	Drinking Water Supply	Community Hall
1	RDBs	YES	YES	YES	YES	YES	YES
2	Agriculture	YES			YES		
3	DANIDA					YES	
4	Department of Public Instruction		YES				
5	Department of Agricultural Marketing	YES					
6	Department of Health		YES	YES			
7	Directorate of Collegiate Education		YES				
8	Directorate of Mass Education		YES				

9	Directorate of Pre-University Education		YES				
10	Directorate of Vocational Education		YES				
11	Drugs Control Dept			YES			
12	DSERT		YES				
13	ESIS			YES			
14	Forest Dept	YES					
15	HUDCO						YES
16	Irrigation Dept	YES			YES		
17	Karnataka Backward Classes Development Corporation		YES		YES		
18	Karnataka SC & ST Development Corporation		YES		YES		
19	KUWSDB					YES	
20	Minorities Development Corporation		YES		YES		
21	Municipal Corporations	YES	YES	YES		YES	YES
22	NGOs			YES			
23	Police Dept			YES			
24	PWD	YES	YES	YES	YES	YES	YES
25	Rural Development					YES	
26	Social Welfare Dept		YES				
27	Watershed Dept				YES		
28	Women and Child Development		YES				
29	WORLD BANK			YES		YES	
30	Zilla Panchayat	YES	YES	YES	YES	YES	YES

Source : Compiled by CMDR as part of current evaluation of RDBs

From the table above, it can be observed that as many as 29 Agencies / Departments are engaged in activities which are similar to the activities of the RDBs. This only indicates that RDBs are duplicating the efforts in undertaking various developmental activities to redress regional disparities.

It would be also interesting to know the magnitude of the activities of the RDBs in the overall development efforts of the state government. For example if one looks at the percentage share of total resources of RDBs in the total ZP sector allocations, it can be observed that the role of RDBs seems to be very insignificant. Table 5 and chart below would reflect the tiny scale of operations of RDBs.

**Table 5**

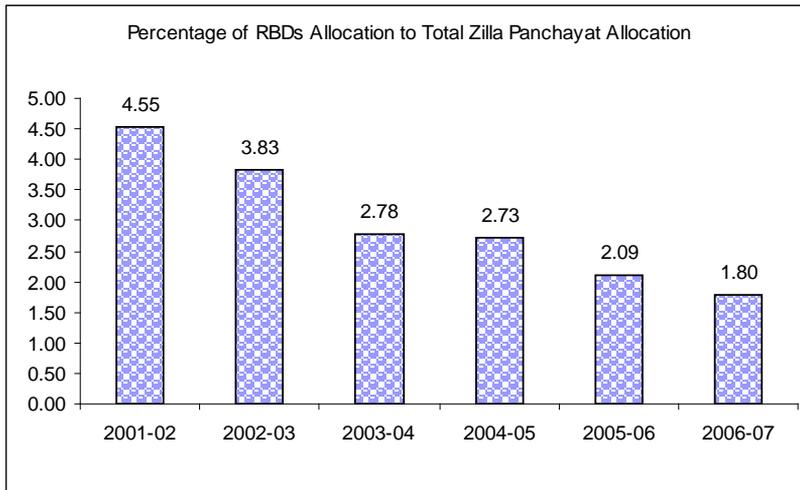
**Percentage of RDBs Allocation to Total Zilla Panchayat Allocation**

Year	Total ZP Allocations (Rs. Lakhs)	Funds Allocated Through Boards (Rs. Lakhs)				%
		HKADB	BADB	MADB	Total	
2001-02	183436.50	8000	339.24	1725.00	8339.24	4.55
2002-03	124120.00	4550	201.44	1645.00	4751.44	3.83
2003-04	130227.00	3290	334.52	1250.00	3624.52	2.78
2004-05	159495.04	4000	357.32	707.00	4357.32	2.73
2005-06	288029.23	6000	31.78	1400.00	6031.78	2.09

2006-07	343199.25	6000	161.86	3355.00	6161.86	1.80
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Source : Hyderabad Karnataka Development Board (HKADB), Gulbarga , Bayaluseeme Area Development Board (BADB), Chitradurga, Malenadu Area Development Board (MADB), Shimogga Economic Survey, GOK, ZP Link documents,

**Chart 2**



It can be observed from the above graph that the share of RBDs in the total ZP sector allocations was about 4.5 per cent in the year 2001-02 and since then the respective share has been dwindling. Finally for the year 2006-07 the same accounted for just a meager proportion of 1.8 per cent. This only suggests that the RBDs are reduced to a state of non entity in the broader platform of developmental activities.

## 6. Development Expenditure by RBDs

Taking a clue from the above discussion, one can now move further to have a look at the expenditure pattern of the Boards.

## 6.1. Funds Requested and Received by the RDBs

At the outset one can observe the pattern of funding to the RDBs. For example there seems to be a lot of negative deviation with regard to the funds requested by the Boards and funds received by them .The table below shows such deviation for different Boards.

**Table 6**  
**Funds Requested and Received by the Boards (Rs. Lakhs)**

Boards	Years	Funds Requested	Funds Received	%
HKADB	2001-02	8000	5750	-28.13
	2002-03	4550	1300	-71.43
	2003-04	3290	2089	-36.5
	2004-05	4000	2800	-30
	2005-06	6000	4980	-17
	2006-07	6000	4140	-31
	<b>Total</b>		<b>31840</b>	<b>21059</b>
BADB	2001-02	3050	230	-92.46
	2002-03	3550	1200	-66.2
	2003-04	5500	193.75	-96.48
	2004-05	11088.1	352.5	-96.82

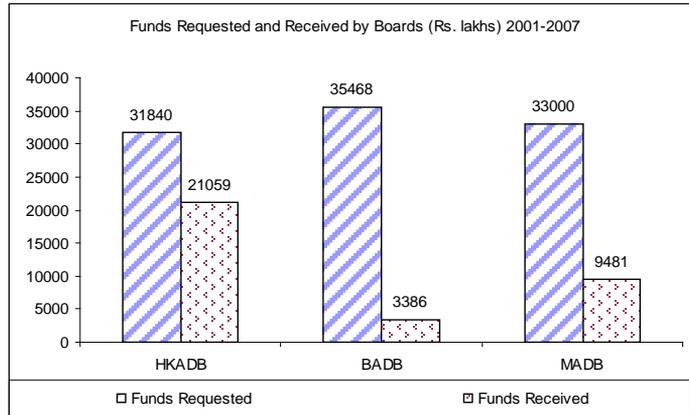
	2005-06	11000	630	-94.27
	2006-07	1280	780	-39.06
	<b>Total</b>	<b>35468.1</b>	<b>3386.25</b>	<b>-90.45</b>
MADB	2001-02	6000	1135	-81.08
	2002-03	6000	1533.75	-74.44
	2003-04	6500	1350	-79.23
	2004-05	4500	707	-84.29
	2005-06	4500	1400	-68.89
	2006-07	5500	3355	-39
	<b>Total</b>	<b>33000</b>	<b>9480.75</b>	<b>-71.27</b>
Total	2001-02	17050	7115	-58.27
	2002-03	14100	4033.75	-71.39
	2003-04	15290	3632.75	-76.24
	2004-05	19588.1	3859.5	-80.3
	2005-06	21500	7010	-67.4
	2006-07	12780	8275	-35.25
	Total	100308.1	33926	-66.18

Source : Hyderabad Karnataka Development Board (HKADB), Gulbarga  
 Bayaluseeme Area Development Board (BADB), Chitradurga  
 Malenadu Area Development Board (MADB), Shimogga

From the table it can be observed that there is significant mismatch between the funds requested and fund received by the RDBs. This would support the usual complaints of the RDBs that they do not get sufficient funds for carrying out developmental activities. Minimum cut for HKDB was -17 per cent and maximum was -71 per cent. The respective figures for BDB were -94 and -39 and for MADB -89 and -31. Thus, there seems to be an issue of under funding for the Boards which may

be resulting in lower levels of target achievement by these Boards. The following graph also shows such deviations for the period 2001-2007.

**Chart 3**



## 6.2. Share of Different Category of Taluks in Total Expenditure:

As the next step, the distribution of resources by the RDBs across different categories of taluks is analyzed to see whether the backward regions are treated favourably or not. Table 7 gives the total expenditure by the RDBs on developmental activities.

**Table 7**  
**Total Expenditure on Developmental Activities of RDBs (Rs. Lakhs)**

Boards	Taluka	2001-	2002-	2003-	2004--05	2005-	2006-	Total
HKADB	Develo	144.08	422.70	132.80	173.38	224.83	251.68	1482.0
	Less	555.55	560.71	357.94	310.57	86.78	340.70	2599.2

	More	587.16	507.05	277.24	135.58	142.23	263.92	2140.0
	Most	2704.3	3307.2	1285.5	828.44	775.70	2105.9	12547.
	Total	3991.1	4797.6	2053.5	1447.97	1229.5	2962.2	18768.
BADB	Develo	110.40	62.99	87.35	23.99	7.90	42.70	335.33
	Less	74.28	33.16	64.80	0.00	6.80	17.54	196.58
	More	99.79	59.48	96.60	18.88	5.33	46.67	326.75
	Most	53.97	43.28	78.62	19.97	9.25	44.61	249.70
	Total	338.44	198.91	327.37	62.84	29.28	151.52	1108.3
MADB	Develo			687.52	635.76	462.65	216.86	2002.7
	Less			176.10	240.13	157.12	112.34	685.69
	More			202.17	160.29	175.32	87.50	625.28
	Most			69.91	97.65	57.00	45.06	269.62
	Total			1135.6	1133.84	852.09	461.76	3583.3
Total	Develo	254.48	485.69	907.67	833.13	695.38	511.24	3820.1
	Less	629.83	593.87	598.83	550.70	250.70	470.58	3481.5
	More	686.95	566.53	576.01	314.75	322.88	398.09	3092.0
	Most	2758.2	3350.4	1434.1	946.06	841.95	2195.6	13066.
	Total	4329.5	4996.5	3516.6	2644.64	2110.9	3575.5	23460.

Source : Hyderabad Karnataka Development Board (HKADB),

Bayaluseeme Area Development Board (BADB),

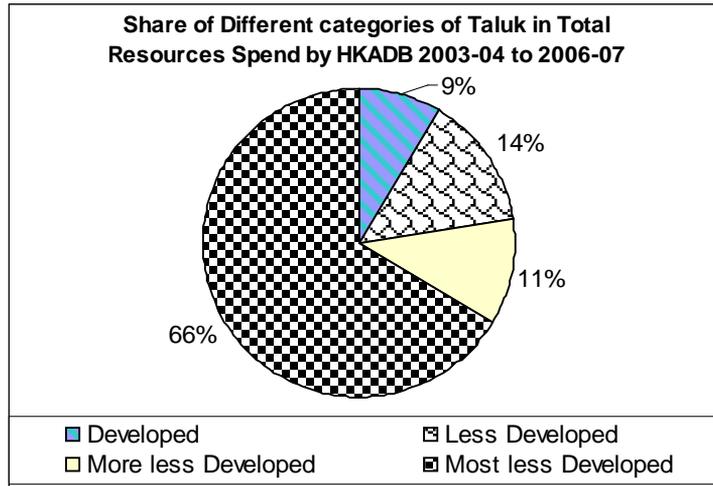
Malenadu Area Development Board

Note : Classification Taluks is based on the Report of High Power Committee For Redressal of

Based on the above table an attempt is made to examine the percentage distribution of expenditures across different taluks with various level of development. For example, from the chart below, one can note that greater percentages of resources are diverted towards Most Less Developed taluks which was to the extent of about 66 per cent. This is quite logical and it could be also due to the fact that HKDB has greater proportion of taluks in this category alone.

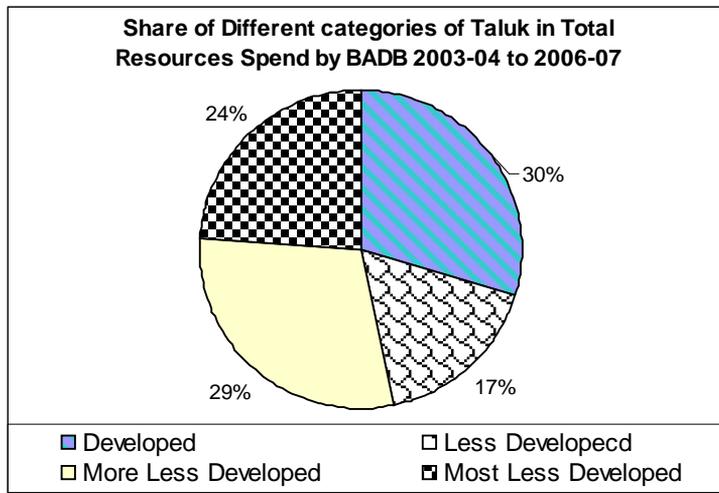
Developed taluks got about 9 per cent and More Less Developed and Less Developed got 11 per cent and 14 percent respectively.

**Chart 4**



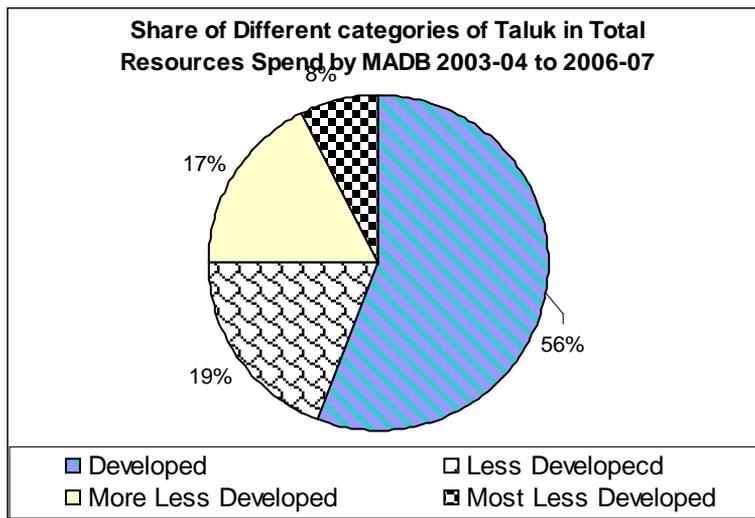
But in case of BADB, Developed and Less Developed got the major chunk while the More Less Developed and Most Less Developed received 29 per cent and 24 per cent respectively. Thus there seems to be an element of biased treatment in favor of developed taluks in this particular Board.

**Chart 5**



The chart below gives similar distribution for the MADB region. Here there is a stronger evidence of better treatment of better off taluks. The Developed taluks got about 56 per cent of the resources and Less Developed got about 19 per cent. More Less Developed and Most Less Developed got respectively 17 and 8 per cent.

**Chart 6**



### 6.3. Number of Works Carried out by RDBs

An attempt was also made to understand the total number of works carried out by the RDBs in different taluks. The following table gives the total number of such works for different Boards.

**Table 8**  
**No. of works carried out by RDBs**

Boards	Taluka	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	Total
HKADB	Developed	70	164	77	60	64	84	519
	Less Developed	90	74	48	20	15	58	305
	More Less	142	147	61	21	17	45	433
	Most Less	425	387	179	105	146	326	1568
	<b>Total</b>	<b>727</b>	<b>772</b>	<b>365</b>	<b>206</b>	<b>242</b>	<b>513</b>	<b>2825</b>
BADB	Developed	88	56	56	15	5	23	243
	Less Developed	42	14	51	0	3	10	120
	More Less	74	34	61	10	4	26	209
	Most Less	40	26	68	19	6	33	192
	<b>Total</b>	<b>244</b>	<b>130</b>	<b>236</b>	<b>44</b>	<b>18</b>	<b>92</b>	<b>764</b>
MADB	Developed			519	1055	394	271	2239
	Less Developed			120	316	145	113	694
	More Less			190	348	123	90	751
	Most Less			70	148	47	24	289
	<b>Total</b>			<b>899</b>	<b>1867</b>	<b>710</b>	<b>498</b>	<b>3974</b>
Total	Developed	158	220	652	1130	463	378	3001
	Less Developed	132	88	219	336	163	181	1119
	More Less	216	181	312	379	144	161	1393
	Most Less	465	413	317	272	199	383	2049
	<b>Total</b>	<b>332</b>	<b>186</b>	<b>1191</b>	<b>1926</b>	<b>733</b>	<b>613</b>	<b>4981</b>

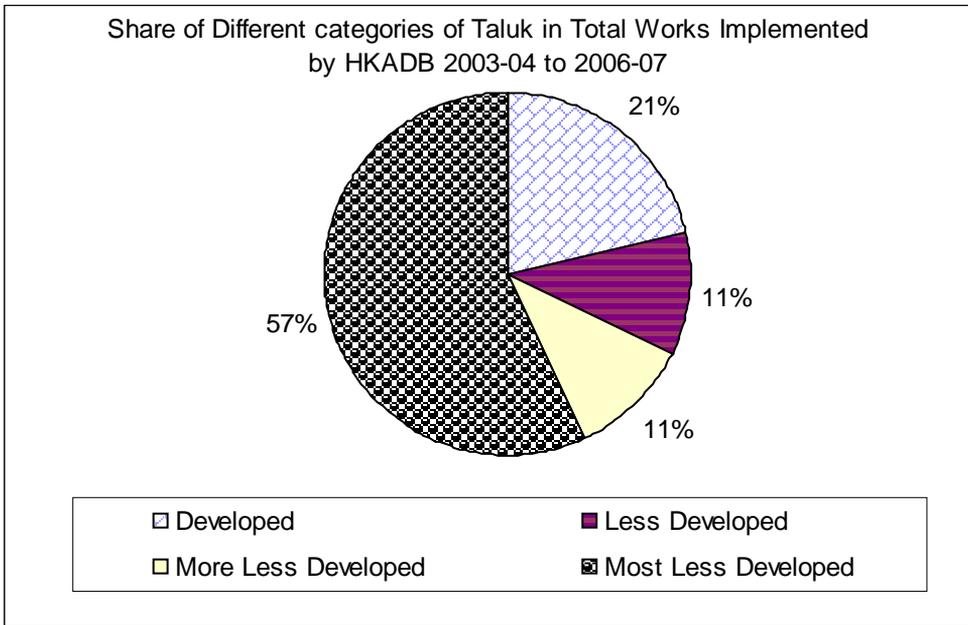
Source : Hyderabad Karnataka Development Board (HKADB), Gulbarga, Bayaluseeme Area

All the Boards taken together have completed 4981 works for the period 2001-02 to 2006-07. Out of this MADB has the highest share with 3974 works followed by HKADB (2825) and BADB (764). Though one is satisfied by the total

number of works, it would be better to know the intra Board distribution of such works to examine the issue of balanced regional development. This is examined below.

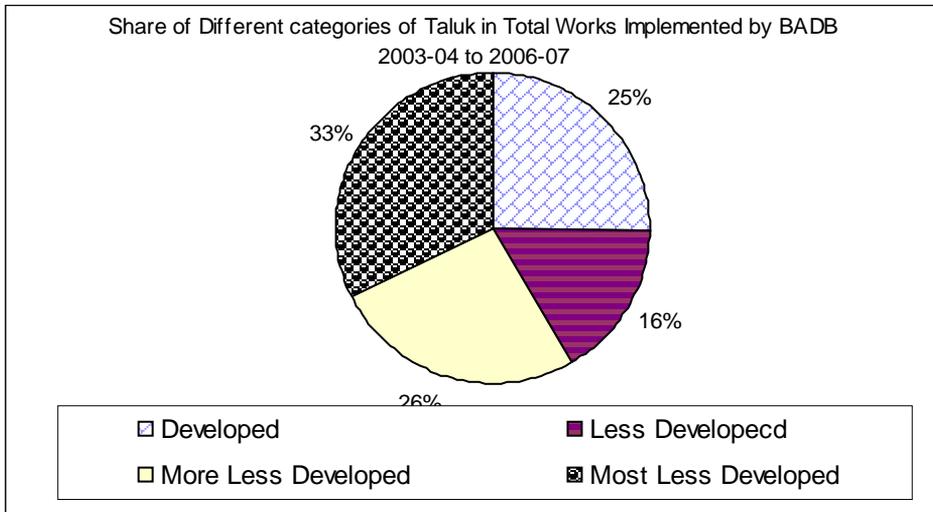
In graphs 7, 8 and 9 the share of different kinds of taluks in the total works undertaken by HKADB, BADB and MADB respectively are presented. One can observe from the graph 7 that the Most Less Developed taluks got about 57 per cent of the works which is commendable in catering to the needs of backward regions. However this could be a scenario out of default in HKADB due to the fact that there are backward taluks in this Board. But at the same time if one looks at the share of Developed and Less Developed taluks vis-à-vis More Less Developed taluks, it is evident that the better off regions have got better treatment than the worse off regions.

### **Chart 7**



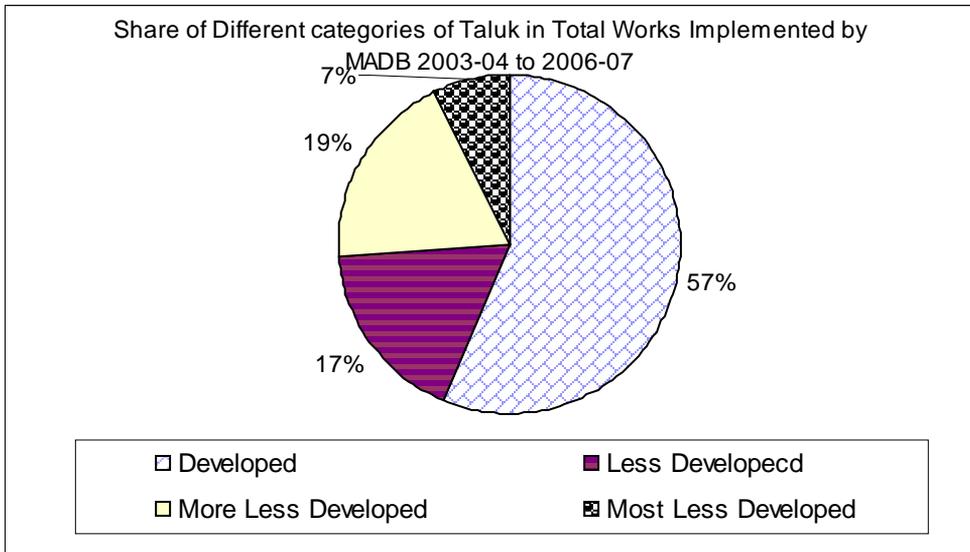
The situation in BADB is somewhat different wherein the Most Less Developed taluks received 33 per cent of the works (Chart 8). More Less Developed and Less Developed got almost similar percentages of works.

**Chart 8**



MADB seems to be totally neglecting the backward regions. For example the Developed taluks received about 57 per cent of the works and Less Developed got about 17 per cent of the works (Chart 9). The really needy regions like More Less Developed and Most Less Developed got 19 and 7 per cent of the works respectively.

**Chart 9**



The above discussion probably is a pointer to the fact that the Boards do not function in a way which is part of their mandate. They were established to cater to the developmental needs of most backward regions of the district and this aspect should have been built into their functioning. The data as well as our discussion with different stakeholders do not support this fact.

#### 6.4. Per Taluk Expenditure on Development Activities

The following table shows average expenditure per taluk, which should be an indicator of sprinkling of resources across the taluks which also can be considered as resources devoted per MLA in the total pool.

**Table 9**  
**Expenditure on Developmental activities of RDBs in different types of Taluks**

Boards	Taluks	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	AVG
HKADB	Developed	72.04	140.90	44.27	57.79	74.94	83.89	65.22
	Less Developed	277.78	280.36	178.97	155.28	43.39	170.35	137.00
	More Less	97.86	101.41	55.45	27.12	28.45	52.78	40.95
	Most Less	245.85	150.33	58.44	37.66	36.94	95.73	57.19
	<b>Total (Average)</b>	<b>124.72</b>	<b>149.93</b>	<b>64.17</b>	<b>45.25</b>	<b>39.66</b>	<b>92.57</b>	<b>60.41</b>
BADB	Developed	8.49	4.85	7.28	4.00	1.98	6.10	4.84
	Less Developed	7.43	3.32	4.98	0.00	2.16	5.16	3.08
	More Less	7.13	4.96	6.90	4.72	1.44	4.67	4.43
	Most Less	5.40	4.33	6.55	2.50	5.13	4.96	4.79
	<b>Total (Average)</b>	<b>7.2</b>	<b>4.22</b>	<b>6.42</b>	<b>3.49</b>	<b>2.39</b>	<b>5.15</b>	<b>4.36</b>
MADB	Developed			20.22	22.71	17.79	9.43	17.54
	Less Developed			19.57	20.01	13.09	10.21	15.72
	More Less			14.44	14.57	14.61	10.94	13.64
	Most Less			23.30	32.55	28.50	15.02	24.84
	<b>Total (Average)</b>			<b>77.5312</b>	<b>89.8386</b>	<b>73.9975</b>	<b>10.26</b>	<b>62.91</b>

Source : Hyderabad Karnataka Development Board (HKADB), Gulbarga

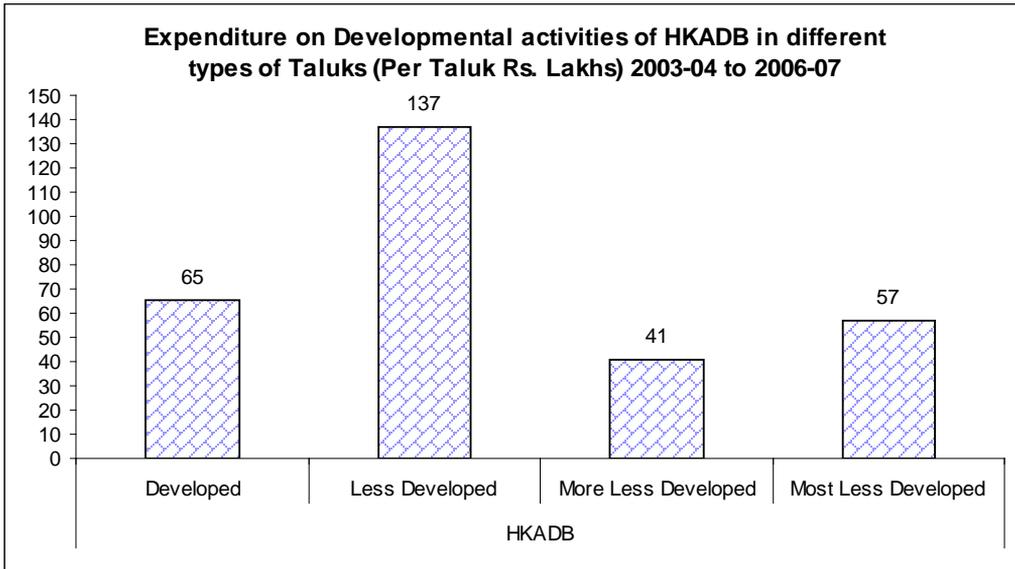
Bayaluseeme Area Development Board (BADB), Chitradurga

Malenadu Area Development Board (MADB), Shimogga

One can observe from the table that per taluk resources are showing a decline over the years. In some cases the decline seems to be sharper for the Most Less Developed taluks. As one cannot easily interpret the table to get any meaningful message, the average taluk expenditure for the period 2004-07 for different categories of taluks across the Boards are analyzed. The following charts would depict this kind of picture from which one can easily draw the message.

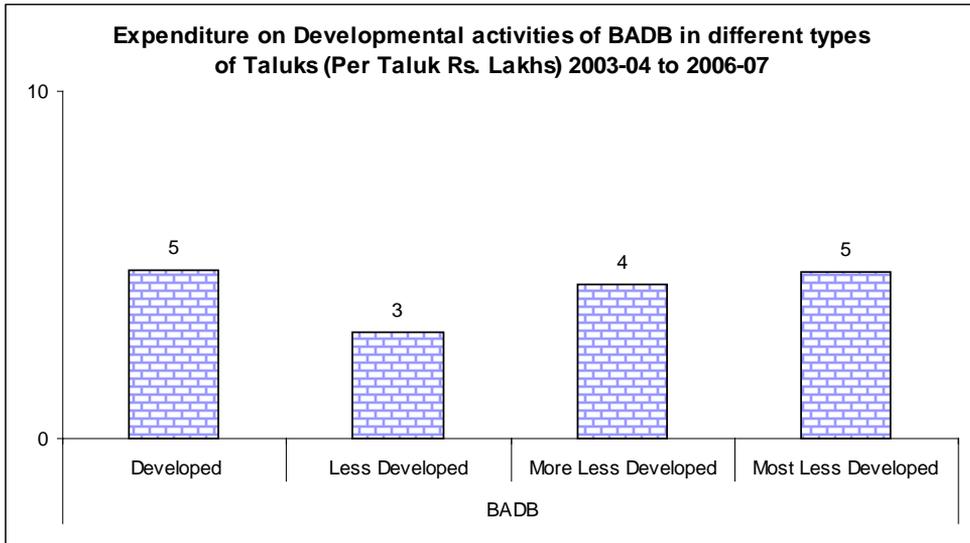
The following chart shows the average expenditure per taluk for the period 2004-07 in HKADB region.

**Chart 10**

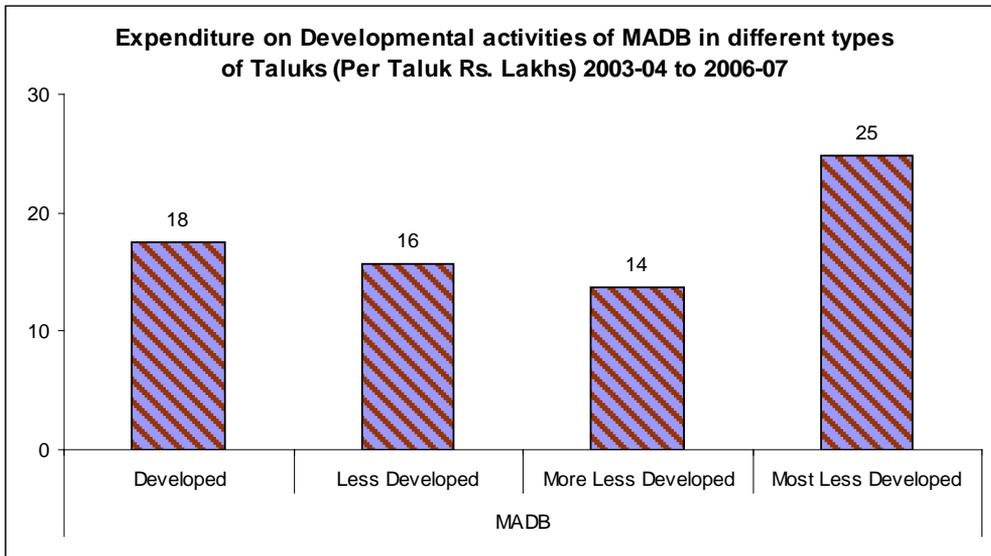


From the above chart it can be observed that backward regions in the form of More Less Developed and Most Less Developed taluks have smaller per taluk expenditure as compared to developed regions represented by Developed and Less Developed taluks. On an average Developed taluks received Rs. 65 Lakh and Less Developed received Rs. 137 Lakhs. As against this, More Less Developed and Most Less Developed taluks got Rs. 41 and Rs. 57 Lakhs respectively. It can be recalled here that though in the HKADB region greater proportion of works were devoted to the Most Less Developed taluks the per taluk expenditure seems to be vading such group of taluks.

**Chart 11**



**Chart 12**



### **6.5. Expenditure per Work:**

Overall expenditure would be useful in its own way, but a look at the average cost per work would be more meaningful in understanding the magnitude of resource distribution across the taluks. The per work expenditure seems to be higher in HKADB which was to the extent of Rs. 2.44 lakhs. However the Developed districts had the average of Rs. 3 Lakhs which was higher than the Board average. In BADB region the cost per work was Rs. 1.65 lakhs and again in this Board the better off districts had a higher average than the Board's average. In the MADB region the average expenditure per work was Rs. 0.93 lakhs, but in this case the worse off districts had a better average than the overall average. Following table would give us expenditure per work in the three Boards.

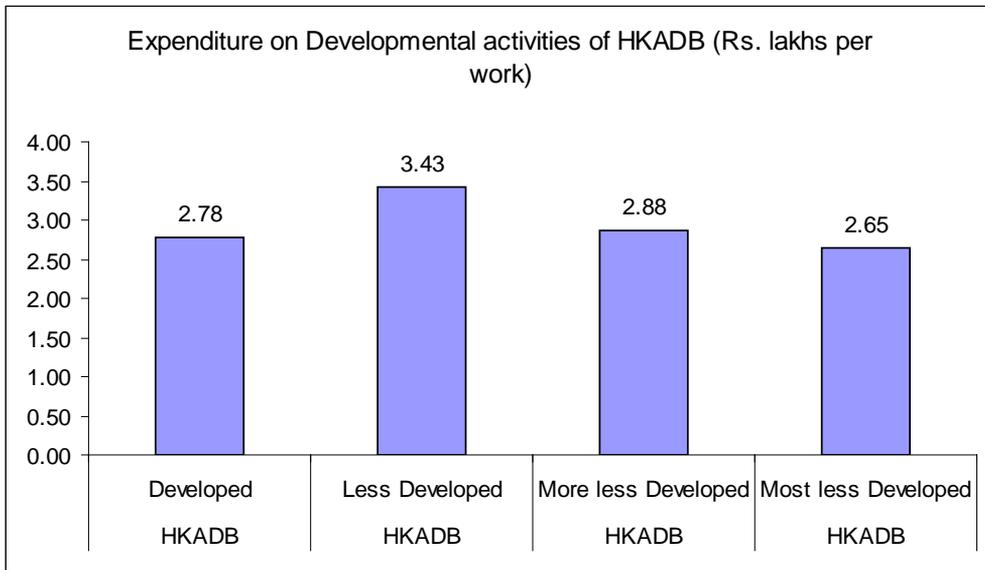
**Table 10**  
Average Expenditure on Developmental activities of RDBs (Rs. lakhs per work)

		2001-02	2002-03	2003-04	2004-05	2005-06	2006-07
<b>HKDB</b>	Developed	2.06	2.58	1.72	2.89	3.51	3.00
	Less Developed	2.43	2.35	2.89	6.47	2.02	2.33
	More less Developed	2.08	2.14	3.47	2.61	3.31	2.13
	Most less Developed	2.22	2.86	2.67	3.50	1.98	2.44
	Overall	2.22	2.67	2.69	3.65	2.16	2.44
<b>BADB</b>	Developed	1.12	4.85	1.56	1.60	1.58	1.86
	Less Developed	2.37	3.32	1.27		2.27	1.75
	More less Developed	1.75	4.96	1.58	1.89	1.33	1.80
	Most less Developed	1.66	4.33	1.16	1.05	1.54	1.35
	Overall	1.530	4.42	1.39	1.43	1.63	1.65
<b>MADB</b>	Developed			1.32	0.60	1.17	0.80
	Less Developed			1.47	0.76	1.08	0.99
	More less Developed			1.06	0.46	1.42	0.97
	Most less Developed			1.00	0.66	1.20	1.88
	Overall			1.26	0.61	1.20	0.93

Source : Hyderabad Karnataka Development Board (HKADB), Gulbarga  
Bayaluseeme Area Development Board (BADB), Chitradurga  
Malenadu Area Development Board (MADB), Shimogga

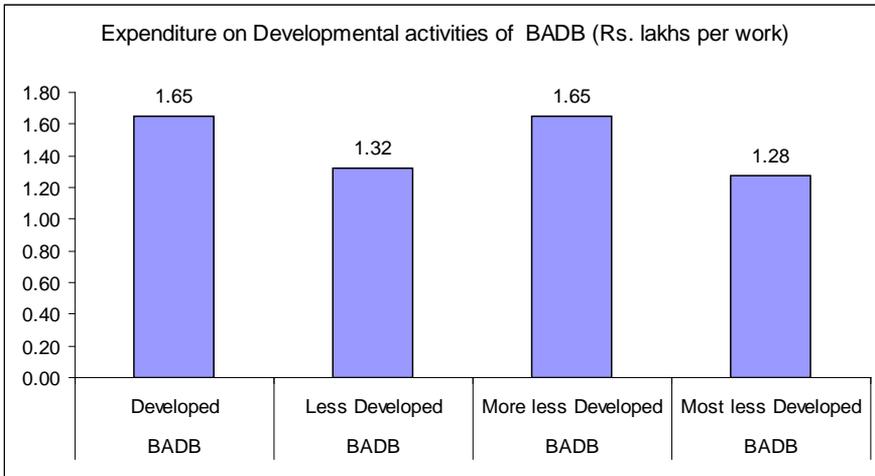
The graphical presentation of expenditure per work for the whole period is (2003-04 to 2006-07) presented below. It can be noted from the graph below that better off taluks in HKADB have higher averages as compared to the worse off taluks.

**Chart 13**



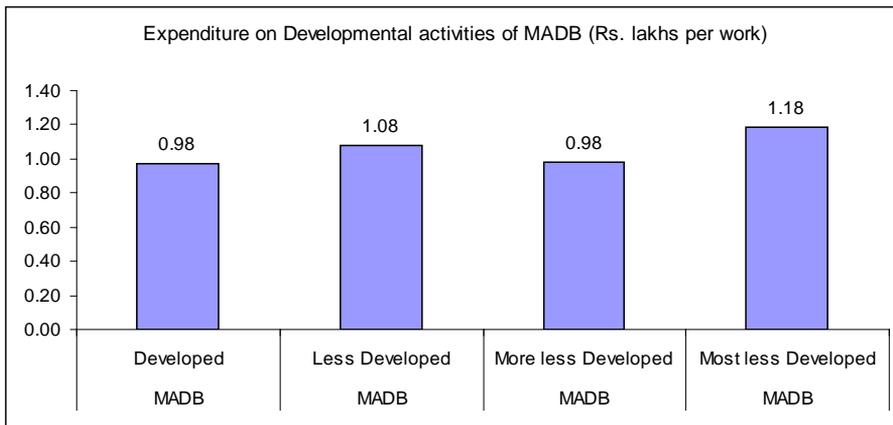
In case of BADB the situation seems to be slightly better. Developed and More Less Developed had similar averages, while the Less Developed remained in between. However, the worse off taluks in the Most Less Developed category were not treated in the same fashion as their developed counterparts.

**Chart 14**



The situation seems to be satisfactory in MADB region where the average expenditure per work is higher for the Most Less Developed taluks. But the other category of More Less Developed is lagging behind as compared to the Less Developed category.

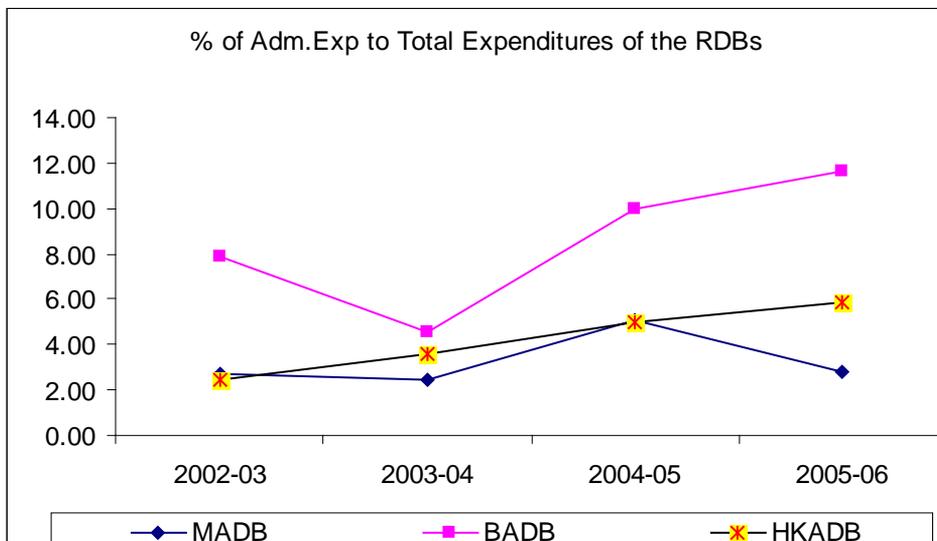
**Chart 15**



## 6.6 Administrative Expenditure:

As part of the evaluation an attempt was also made to look into the administrative expenditures of these Boards which would indicate the net outgo for the day to day transactions of the Boards. Following graph would give us administrative expenditures as percentage to the total expenditure of the respective boards.

**Chart 16**



One can observe from the graph above that the administrative expenditure as percentage to the total expenditure is between 8 and 10 per cent for BADB while it was between 2 and 6 per cent for HKADB. Least administrative expenditure was found in MADB which was below 4 per cent with the exception for the year 2004-05. BADB and MADB seem to be spending relatively larger resources on administration.

## **7. Views of the Stakeholders about the RDBs**

As part of the study, an attempt was made to elicit the views of the concerned stakeholders as far as functioning of the Boards is concerned.

At the outset, the MLAs who are supposed to be the live wire members of the Boards were approached. Their views on the functioning of the Boards was as usual about the under funding for different activities. They were pressing for the hike in the budgets of the RDBs. When asked about the distribution of resources within the jurisdiction of the Board they were almost unanimous and opined that the allocated funds would equally be distributed among the MLAs. But if the mandate for which the Boards have been established needs to be accomplished, then the resource sharing should follow that criteria based on the backwardness indicators of different taluks. Thus the case of considering the required weightages for SC /ST, Women, OBC and other such things, do not appear at all in the resource distribution mechanism.

Majority of the MLAs do not know about the 73<sup>rd</sup> Constitutional Amendment and its relevance for the RDBs. However few who knew about the amendment also knew that the Boards are extra constitutional in nature.

View from the political members of the ZP set up emerged as the suggestions and demands of the elected representatives of the ZP domain do not figure into the activities of the RDBs. They want that RDBs' should closely interact with Zilla Panchayat so that it may join hands in fulfilling the demand of the community at

large. ZP members also felt that developmental activities of the RDBs may not effectively address the issue of regional imbalance.

Community members feel that the works of the RDBs are very small in nature and sometimes the works of repair and patch up are undertaken which finally do not seem to be very useful. in nature. For example, people opined that, a road of 9 kilometer would be constructed in different installments spread across years. Finally when the final phase road gets completed, the other portion completed earlier would have become redundant for use. People also felt that some of the works get diverted to the locations of vested interests ignoring the needs of the society at large.

Per work and per taluka expenditure by these Boards suggest that the works undertaken by the Boards are quite tiny in nature. Thus, sprinkling of scarce resources across the jurisdiction of Boards may fail to address the issue of regional imbalance. Enhanced resources may help them to take up large projects which are likely to create social as well as economic infrastructure which could lead to balanced regional development.

## **8. Few Observations:**

On the basis of the analysis of the RDB's and the discussions carried out with different stakeholders, following concluding observations would emerge.

- Lack of adequate infrastructure and poor civic amenities are the major problems faced by the regions under the jurisdiction of these Boards.

- There seems to be no systematic efforts in using the data on the deficiencies of different taluks / constituencies. It is the discretion of the MLA to assign works across the region. Hence the really needy areas could go neglected while assigning the developmental works.
- If one takes into account the overall funding for the three Boards as a percentage of total ZP sector allocations, the funding for the Boards seems to be very negligible. For example, the share of the RDBs budget was to the extent of 4.5 per cent in 2002-03 which got reduced to 1.8 per cent. This would probably reflect on the tiny role of the RDBs in the overall development activities.
- There seems to be significant deviation with regard to the funds requested and funds allocated to the Boards. This has led to the under funding of the Board's activities.
- Based on the proposals of MLAs the Boards would try to identify the needy areas of the region. But in practice however the need assessment seems to be occupying back seat as far as implementation of the schemes is concerned.
- As the major focus of the Boards is on developing the infrastructure like Roads and Bridges, foot and hanging bridges, other buildings and check dams the question of considering the needs of SC /ST and Women does not arise at all. Backwardness of the locations also does not figure in all the cases

- There are a host of agencies and departments carrying out similar activities in a parallel way as being done by the Boards. This has resulted in the duplication of efforts by other state departments / agencies and the RDBs.
- As far as the maintenance of the assets is concerned, the Boards do not have any role at all. The asset becomes the responsibility of the concerned department like PWD or the maintenance is done by the local bodies i.e. Panchayats.
- The interaction between the RDBs and the ZP set up seems to be a non existing factor except for the fact that the ZP implements certain works of the Boards.
- Nowhere the MLA funds would figure out in the deliberations of the Boards. MLA funds and Board funds remain as parallel lines, which is not a healthy thing as far as need assessment and resource allocation to the needy regions are concerned.
- Intra Board distribution of resources does not explicitly show the tilt towards the backward regions / taluks.
- They lack the manpower with regard to planning and implementation of the schemes
- Administrative expenditure seems to be higher in the total expenditures of the Boards.
- The Boards need to be trained to maintain the data as reported in the study so that it would be easy to evaluate the activities with greater ease and

convenience. The present system of data storage needs an overhaul to make it more user friendly.

To conclude, one can say that the Boards are crippled by a state of under funding at the outset. They do not systematically follow any criteria to take care of backward pockets of their jurisdiction. It is also evident that they are duplicating the efforts of other agencies of the state government. Per taluka and per work expenditure show that the Boards are basically engaged in tiny works which do not address the larger issue of regional imbalance. However, they have shown interest in undertaking the activities under the SDP, provided they get additional resources as well as manpower.

Though the Boards have been functioning for quite some time now, it is evident from the ground realities in the background of Dr.D.M.Nunjadappa Committee report that the objective of the Boards for which they were established has remained an unfinished agenda. The idea of consolidation of development programmes under the tri-tier Panchayat Raj system which is more democratic and accountable and may be considered as an alternative. This would also take care of the needs of the community in a more direct way and thus could be a community friendly option. The transparency factor also makes a strong case for considering the Panchayat set up for greater participation in development activities. One can also explore the possibility of Public Private Partnerships (PPPs) to address the issues pertaining to regional disparity.