



West Bengal Institutional Strengthening of Gram Panchayats Program II (P159427)

SOUTH ASIA | India | Urban, Resilience and Land Global Practice | Requesting Unit: SACIN | Responsible Unit: SSAU1
IBRD/IDA | Program-for-Results Financing | FY 2017 | Team Leader(s): Vasudha Thawakar, Manvinder Mamak

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Program Development Objectives

Program Development Objective (from Program Appraisal Document)

The development objective of the proposed project is to further strengthen the institutional and financial capacities of Gram Panchayats across the State.

Overall Ratings

Name	Previous Rating	Current Rating
Progress towards achievement of PDO	☐ Moderately Satisfactory	☐ Moderately Satisfactory
Overall Implementation Progress (IP)	☐ Moderately Satisfactory	☐ Moderately Satisfactory

Implementation Status and Key Decisions

The State Government remains fully committed to the Program Development Objective (PDO) of further strengthening the institutional and financial capacities of Gram Panchayats across the State. Overall, the Program has seen good performance by the GPs. Program implementation is behind schedule, in part due to the impact of the COVID-19 pandemic since March 2020.

Data on Financial Performance**Disbursements (by loan)**

Project	Loan/Credit/TF	Status	Currency	Original	Revised	Cancelled	Disbursed	Undisbursed	% Disbursed
P159427	IBRD-87230	Effective	USD	210.00	210.00	0.00	170.29	39.71	81%

Key Dates (by loan)

Project	Loan/Credit/TF	Status	Approval Date	Signing Date	Effectiveness Date	Orig. Closing Date	Rev. Closing Date
P159427	IBRD-87230	Effective	15-Mar-2017	22-Mar-2017	19-Apr-2017	31-Dec-2022	31-Dec-2022

DLI Disbursement

DLI ID	DLI Type	Description	Coc	DLI Amount	Achievement Status	Disbursed amount in Coc	Disbursement % for DLI
Loan: IBRD87230-001							



1	Regular	DLI	USD	204,975,000.00	Partially Achieved	165,797,222.00	<div style="width: 81%; height: 15px; background-color: #28a745;"></div>	81 %
2	PPF Refinancing	PF refinancing	--	4,500,000.00	--	3,970,791.09	<div style="width: 88%; height: 15px; background-color: #28a745;"></div>	88 %

Program Action Plan

Action Description	The Panchayat Act 1973 and West Bengal Panchayat (Gram Panchayat Accounts, Audit and Budget) Rules 2007 to be amended to revise the devolution framework, financial management systems and procurement systems in GPs				
Source	DLI#	Responsibility	Timing	Timing Value	Status
Technical		Client	Due Date	31-Dec-2018	Completed
Completion Measurement	The draft of amended West Bengal Panchayat (Gram Panchayat Accounts, Audit and Budget) Rules 2007 submitted to legislature for approval				
Comments	The Government has informed the Bank that no further amendments to the Panchayat Act are envisaged in near future. Therefore, this action was revised during Program Restructuring in March 2021.				

Action Description	Internal Audit in GPs -Establish internal audit processes, train PAAOs/PDOs and jointly conduct internal audits under risk-based principles in GPs, as part of on-the-job training by ISGPP cell				
Source	DLI#	Responsibility	Timing	Timing Value	Status
Fiduciary Systems		Client	Due Date	31-Aug-2017	Completed
Completion Measurement	ISGPP Cell will engage a professional firms/institutions to review internal audit processes, train PAAOs/ PDOs and jointly conduct internal audits under risk-based principles, as part of on-the-job training				
Comments	This action has been completed.				

Action Description	New three element Grievance Redressal and Complaints Handling Mechanism to be effectively implemented by PRDD				
Source	DLI#	Responsibility	Timing	Timing Value	Status
Fiduciary Systems		Client	Due Date	28-Apr-2017	Completed
Completion Measurement	Grievance Redressal Management System fully operational				
Comments					

Action Description	Enhancing the negative list of activities by ISGPP cell.				
Source	DLI#	Responsibility	Timing	Timing Value	Status
Environmental and Social Systems		Client	Recurrent	Yearly	Completed
Completion Measurement	ESMF Updated incorporating the supplementary list of negative activities. This activity was complied with by the agreed date.				



Comments					
Action Description	Share with GP and other relevant stakeholders the approach and methodology for securing lands for civil works by ISGPP cell/PRDD.				
Source	DLI#	Responsibility	Timing	Timing Value	Status
Environmental and Social Systems		Client	Due Date	08-Feb-2017	Completed
Completion Measurement	Revise the current ESMF including the agreed rules governing securing lands for civil construction. Create awareness about the same across all the stakeholders and ensure its compliance by GPs. This activity was complied with by the agreed date.				
Comments					

Action Description	ESMF capacity building for all the development entities - PRIs and Line Departments - through appropriate orientation programs by ISGPP Cell/PRDD				
Source	DLI#	Responsibility	Timing	Timing Value	Status
Environmental and Social Systems		Client	Due Date	31-Dec-2017	Completed
Completion Measurement	Issuance of a directive to all the PRIs for the adoption of revised ESMF.				
Comments					

Risks

Systematic Operations Risk-rating Tool

Risk Category	Rating at Approval	Previous Rating	Current Rating
Political and Governance	<input type="checkbox"/> Moderate	<input type="checkbox"/> Moderate	<input type="checkbox"/> Moderate
Macroeconomic	<input type="checkbox"/> Moderate	<input type="checkbox"/> Moderate	<input type="checkbox"/> Moderate
Sector Strategies and Policies	<input type="checkbox"/> Low	<input type="checkbox"/> Low	<input type="checkbox"/> Low
Technical Design of Project or Program	<input type="checkbox"/> Moderate	<input type="checkbox"/> Moderate	<input type="checkbox"/> Moderate
Institutional Capacity for Implementation and Sustainability	<input type="checkbox"/> Substantial	<input type="checkbox"/> Substantial	<input type="checkbox"/> Substantial
Fiduciary	<input type="checkbox"/> Substantial	<input type="checkbox"/> Substantial	<input type="checkbox"/> Substantial
Environment and Social	<input type="checkbox"/> Moderate	<input type="checkbox"/> Substantial	<input type="checkbox"/> Substantial
Stakeholders	<input type="checkbox"/> Moderate	<input type="checkbox"/> Moderate	<input type="checkbox"/> Moderate
Other	<input type="checkbox"/> Low	<input type="checkbox"/> Moderate	<input type="checkbox"/> Moderate
Overall	<input type="checkbox"/> Substantial	<input type="checkbox"/> Substantial	<input type="checkbox"/> Substantial



Comments

The risk ratings for Institutional Capacity for Implementation & Sustainability, Fiduciary, and Environmental and Social are being retained as Substantial consistent with the performance of the Program in these areas. COVID-19 continues to impact Program implementation; however, the State has lifted a number of restrictions, and the previous Moderate rating (under "Other") is being retained.

Results

PDO Indicators by Objectives / Outcomes

PDO level indicators				
▶ Total number of GPs that qualify BMCs and EMCs annually in APAs (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	40.00	49.00	61.00	70.00
Date	19-Apr-2017	25-Oct-2019	22-Jan-2021	30-Jun-2021
Comments	The Program continues to improve in PDO 1 with an overall increase in 378 GPs qualifying both BMC and EMC in Year 4. Having said that, the Program failed to meet this PDO indicator in Year 4.			
▶ Average Percentage of performance based untied grants utilized by the GPs (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	55.00	61.00	47.00	75.00
Date	19-Apr-2017	25-Oct-2019	22-Jan-2021	30-Jun-2021
Comments	In Year 4, grant utilization percentage has reduced from 61% to 47%, and the Program has failed to achieve this PDO indicator.			

Intermediate Results Indicators by Results Areas

Establishing a state wide unified performance based grant allocation system for all discretionary funds available for GPs				
▶ Annual performance assessment of at least 95% GPs conducted (Date, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	19-Apr-2017	01-Mar-2019	22-Jan-2021	30-Sep-2020
Date	19-Apr-2017	25-Oct-2019	22-Jan-2021	30-Sep-2020
Comments	Completion of APA 2019 was substantially delayed due to COVID-19. Consequently, PBG disbursements were also delayed.			
▶ Performance based grant allocation (as per APA results) completed annually (Date, Custom)				



	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	31-Jan-2017	30-May-2019	27-Jul-2021	31-Oct-2020
Date	19-Apr-2017	25-Oct-2019	27-Jul-2021	31-Oct-2020
Comments	Completion of APA 2019 was substantially delayed due to COVID-19. Consequently, PBG disbursements were also delayed.			

Improved local government finances and financial management systems in GPs

► Improved PFM systems (accounting, financial reporting and audit) in the GPs (Percentage, Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	53.00	66.00	73.70	73.00
Date	19-Apr-2017	25-Oct-2019	22-Jan-2021	30-Jun-2021
Comments	In Year 4, the overall financial performance of the GPs have improved.			

► Increase in GP's own source revenue (Amount(USD), Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	18,000,000.00	24,769,231.00	24,769,231.00	26,353,800.00
Date	19-Apr-2017	25-Oct-2019	22-Jan-2021	30-Jun-2021
Comments	Currently, last year's number is provided. This will be updated in the next Mission.			

Improved local governance and HR capacities for increased transparency and accountability in local government functioning

► Improved participation, transparency and accountability in the GPs (Percentage, Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	53.00	59.00	50.50	73.00
Date	19-Apr-2017	25-Oct-2019	22-Jan-2021	30-Jun-2021
Comments	This performance has reduced in this indicator from 59% to 50.50%.			

► Number of vacancies (in 3 key GP staff positions) filled annually in the GPs (Percentage, Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	55.00	69.00	75.00	0.00
Date	19-Apr-2017	25-Oct-2019	22-Jan-2021	30-Jun-2021
Comments	The adequacy of staff has marginally improved from 69% to 75% in Year 4.			



► Percentage of women elected representatives mentored (physical/virtual mode) in remote GPs (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	0.00	80.00	70.00
Date	01-Feb-2021	01-Feb-2021	30-Jul-2021	30-Jun-2021
Comments	This is a new indicator for Year 4 measuring the percentage of women elected representatives mentored in remote GPs.			

Improve the decentralized & participatory planning and budgeting mechanisms at the local level

► Improved project execution and service delivery capacity at GP level (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	65.00	52.00	52.30	85.00
Date	19-Apr-2017	25-Oct-2019	22-Jan-2021	30-Jun-2021
Comments	The project execution capacity has remained constant and the Program has failed to meet this indicator.			

► Improved planning & budgeting capacity at the GP level (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	55.00	69.00	62.00	75.00
Date	19-Apr-2017	25-Oct-2019	22-Jan-2021	30-Jun-2021
Comments	The planning and budgeting performance of the GPs has reduced marginally and the indicator has not been met.			

► Total number of beneficiaries, disaggregated by gender (male and female) (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	9.00	11.00	10.00
Date	19-Apr-2017	25-Oct-2019	22-Jan-2021	30-Jun-2021
Comments	A gradual increase in total number of beneficiaries with 27.5 million female beneficiaries accessing PBGs..			

► Total number of ST GPs qualifying for EMC (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	5.00	51.40	56.76	30.00
Date	19-Apr-2017	25-Oct-2019	22-Jan-2021	30-Jun-2021
Comments	An increase of 6 ST GPs in Year 4. In total, 63 GPs out of 111 ST GPs qualified for EMCs.			



► Total number of SC GPs qualifying for EMC (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	20.00	30.00	50.63	45.00
Date	19-Apr-2017	25-Oct-2019	22-Jan-2021	30-Jun-2021
Comments	An increase of 43 SC GPs in Year 4. In total 404 GPs out of SC 798 GPs qualified for EMCs.			

Disbursement Linked Indicators

► DLI 1 1. Number of phase II Gram Panchayats (GPs) that have qualified Basic Mandatory Conditions (BMCs) in Annual Performance Assessment (Output, 37,114,675.00, 71%)				
	Baseline	Actual (Previous)	Actual (Current)	Year 5
Value	0.00	1,746.00	1,923.00	--
Date	15-Mar-2017	25-Oct-2019	22-Jan-2021	--
Comments	In Year 4, 10% more GPs qualified in DLI 1.			

► DLI 2 2. Number of phase II Gram Panchayats that have qualified Expanded Mandatory Conditions (EMCs) and got access to performance rewards in Annual Performance Assessment (Output, 102,185,325.00, 46%)				
	Baseline	Actual (Previous)	Actual (Current)	Year 5
Value	0.00	1,013.00	1,330.00	1,562.00
Date	15-Mar-2017	25-Oct-2019	22-Jan-2021	--
Comments	Overall, the Program has improved its performance in Y4 with an additional 317 GPs qualifying in DLI 2.			

► DLI 3 3. Percentage of activities implemented as per PRDD's annual learning and training plan (Output, 11,475,000.00, 64%)				
	Baseline	Actual (Previous)	Actual (Current)	Year 5
Value	0.00	2,400,000.00	103.00	85.00
Date	15-Mar-2017	09-May-2019	30-Jul-2021	--
Comments	During the year, the Program conducted 396 training event and trained 12,237 participants including engineers and executive staff at GPs.			

► DLI 4 4. Average number of annual mentoring input days per Gram Panchayat with performance assessment (Output, 26,000,000.00, 60%)				
	Baseline	Actual (Previous)	Actual (Current)	Year 5
Value	0.00	Achieved	24.11	19 days of onsite mentoring input and



				performance of 75% mentors assessed.
Date	15-Mar-2017	09-May-2019	30-Jul-2021	--
Comments	Although the Program has consistently achieved this DLI, the mentor training days in Year 4 have decreased from 88,545 days to 77,865 days; a Y-O-Y reduction of 13.7%.			

► DLI 5 5 a) Core institutional systems implemented by PRDD across all GPs for Gram Panchayat Management System (GPMS), Web-Based Monitoring System (WBMS) & GIS (Process, 8,000,000.00, 18%)				
	Baseline	Actual (Previous)	Actual (Current)	Year 5
Value	GPMS core module under implementation	Not achieved	Not achieved	(a) Module on preparation, submission and approvals of scheme estimates and design developed and rolled out as part of integrated GPIMS to all GPs (b) A comprehensive analytical tool developed and available in production mode, using key information available in the existing GP systems to generate state level standard (pre-programmed) reports on the performance of GPs (based on certain parameters). Allocated amount for Year 5(a) 1,000,000(b) 1,200,000
Date	15-Mar-2017	09-May-2019	30-Jul-2021	--
Comments	The Program has failed to meet the indicators in Year 4. The activity is expected to be completed by November 2021.			

► DLI 6 5 b) Core institutional systems implemented by PRDD across all GPs for Grievance Redressal Management System (GRMS) (Process, 2,700,000.00, 11%)				
	Baseline	Actual (Previous)	Actual (Current)	Year 5
Value	Roadmap for GRMS developed	Achieved	86.54	(a) 80% grievances Redressed. (b) Provide onsite mentoring support (physical/virtual) to 70% women elected representatives across the universe of remote GPs. Allocated amount:



				(a) 300,000 and (b) 300,000
Date	15-Mar-2017	09-May-2019	30-Jul-2021	--
Comments	During the year (Feb 19 to Jan 20), the Program received 5,952 grievances out of which 5,151 were resolved within March 2020.			

► DLI 7 6. Annual Performance Assessments (APA) conducted by PRDD (Process, 16,000,000.00, 40%)				
	Baseline	Actual (Previous)	Actual (Current)	Year 5
Value	APA under progress	APA 2018 completed in March 2019.	APA 2019 completed in January 2021.	APA completed for 95% of GPs and results included in annual PBG announcement for West-Bengal FY21/22.
Date	15-Mar-2017	25-Oct-2019	22-Jan-2021	--
Comments	Completion of APA 2019 was substantially delayed due to COVID-19. Consequently, PBG disbursements were also delayed.			

► DLI 8 7: Targeted number of vacant core Gram Panchayat positions filled for a) Executive Assistant b) GP Secretary c) Nirman Sahayak (Process, 1,500,000.00, 33%)				
	Baseline	Actual (Previous)	Actual (Current)	Year 5
Value	0.00	1,195.00	--	--
Date	15-Mar-2017	09-May-2019	09-May-2019	--
Comments	This DLI (7) was deleted during the Restructuring Program in March 2021			