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Union Territory of Jammu & Kashmir

Compendium of Evaluation Studies

Volume – IV

(2007-08 to 2014-15)

Directorate of Economics and Statistics,
Finance Department , J&K



Preface

For evidence based decision making, the Planners/Policy makers require regular feedback about the outcome of the developmental programmes/schemes/projects which are being launched in the diverse areas of socio-economic concern. Monitoring & Evaluation are the two processes which provides such feedback to management and decision making authorities.

The Directorate of Economics and Statistics, J&K apart from collection, compilation and dissemination of statistical data, conducts the evaluation studies of the programme/schemes/projects in the UT at all levels viz UT, regional and district levels at the instances of State Level Evaluation Committee.

*In order to develop and preserve a databank of the findings of the evaluation studies conducted, the Directorate of Economics and Statistics summarizes the findings of the released evaluation reports into the Publication entitled “**Compendium of Evaluation Studies**”. So far three volumes of this Publication (Volume I, II & III) covering 129 studies have been released by the Directorate. Last volume i.e. Volume III of this publication was released in the year 2007-08. Since then 31 more studies have been conducted and reports thereof released/finalized by the Directorate. The findings of these studies have been summarized in this 4th Volume of the Publication.*

I hope the publication would not only go a long way in preserving the evaluation findings but will also give an analytical understanding of the implementation profile of the developmental schemes and programmes which are specifically launched to transform the socio-economic scenario in the J&K UT favourably.

I would like to place on record my appreciation for the efforts made by the team of officers/officials of the Directorate of Economics & Statistics in bringing-out this precious publication.

Place: Jammu

Dated: 31 May, 2022



(Satvir Kour Sudan)

Director General

Economics and Statistics, J&K

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*Evaluation Study on Market Intervention Scheme**J&K State
(2003-2008)***Introduction:**

Market Intervention Scheme (MIS) was introduced in the erstwhile J&K State in the year 2003-04 for procurement of “C” grade apple in Kashmir Division @ Rs.3/- per kg. In the year 2004-05, the scheme was extended to whole of the State bringing also within its ambit the procurement of Sandy Pear from Jammu Division. During the year 2005-06, the procurement prices were enhanced from Rs.3/- to Rs.4/- per kg for both apple and pear. In 2006-07, the rates were further enhanced from Rs.4/- to Rs.5/- per kg taking into consideration the increasing production costs. Under the scheme, the fruit is procured in different collection centres established by the Horticulture Planning and Marketing Department from growers and is supplied to the processing units public/private @ Rs.0.50 per kg.

The main objectives of the scheme are:-

- 1) To provide support price to the fruit grower for low grade produce at the door steps to cover his production costs.
- 2) To ensure up gradation of his major horticulture produce by segregating the low grade from his possession.
- 3) Proper value addition and processing of the off-grade produce and making the processing industry competitive in the domestic and international markets.

As per the estimates of the Horticulture Department near about 30% of the apple production in the state is considered as “C” grade which means that about 2 to 3 lac MTS of “C” grade apple becomes available in the state annually depending upon the annual production of apple.

The State Level Evaluation Committee (SLEC) in its meeting held on 24-04-2007 decided to conduct an evaluation study on Market Intervention scheme (MIS) in the state through the Directorate of Economics and Statistics.

Objectives of the study:

The objectives of the study were to ascertain:-

- 1) Whether the physical targets set under the scheme have been achieved in full;
- 2) Whether transparency has been maintained in the process of procurement and dispatch to the processing units.

- 3) Response of fruit growers in offering their “C” grade produce to the department of Horticulture Planning and Marketing.
- 4) To assess the satisfaction level of beneficiaries/fruit growers and processing units.
- 5) To assess indirect impact of the scheme by analyzing the rates offered for A, B and C grade apple/sandy pear by different terminal markets.
- 6) Whether the scheme in its present shape could bring about a positive change in the fruit grading and the achievements made in this regard.
- 7) To assess value addition process of off-grade produce in terms of dividends accruing to the processing units and employment generated therein.
- 8) To assess the shortfalls and bottlenecks of the scheme and suggestions for making it more effective and result oriented.

Reference period:

The entire period of implementation of the scheme was brought within the ambit of the study i.e. 2003-2008.

Sample size and selection procedure:

Keeping in view the objectives of the study, the main emphasis remained on the analysis of the production scenario and market conditions of the fruits covered under the MIS during the period of implementation as compared to the period prior to the launch of the scheme. This exercise was proposed to be carried-out by analyzing the whole data profile of Horticulture Planning and Marketing consisting of production, sales, rates at different terminal markets and other related factors to see the net impact of the scheme, if any with reference to the objectives, but the Department implementing the scheme could not provide the required data in spite of capacity full persuasion and insistence. Whatever limited data was provided has been made use of for drawing inferences with reference to the objectives.

To assess the response, satisfaction level, difficulties, suggestions and of course transparency observed in the process of procurement and dispatch of fruits, 5% of the beneficiaries to the maximum of 5 per collection centre for the year 2006-07 were interviewed. For comparison, 5 non-beneficiaries /non-providers of C grade fruit were also covered in the neighborhood of beneficiaries on matching basis. Further, all the processing units which have been provided “C” grade fruit by the Department during the entire period of implementation were also covered and their input: output analysis conducted with reference to additional employment opportunities created after 2003-04.

Summary of main findings & Suggestions:

- 1) The Market Intervention Scheme (MIS) targeted to lift 25,000 MTS of “C” grade apple/sandy pear annually on an average during its implementation out of annual estimated production of 3 lakh MTS. This could hardly bring any change in the overall grading and packaging practices the growers are used to. However, awareness effects about pure grading and quality control

could not be ruled-out. The physical and financial targets set under the scheme were too limited to expect the scheme to achieve the objective of complete quality control. Likewise the objective of providing support price to the growers for “C” grade produce could be expected to the maximum of covered beneficiaries only.

- 2) The implementing Department had not been able to utilize the allocated financial resources fully and resultantly the physical targets which were already short of desired quantum were not achieved and the shortfall was of the order of 56%. Thus the implementation arrangement and mechanism was not well suited to the scheme modalities and there also existed ineffective monitoring mechanism not taking cognizance of under utilization of resources and non-fulfillment of set targets.
- 3) The procurement of fruit reflects imbalance across the districts. In district Srinagar the availability of “C” grade was 3.66% of the total availability in the state but the procurement share was 11.91% of the total procurements made. District Pulwama which claims 12.25% of “C” grade apple as per estimates has been given procurement share of just 2585 MTS i.e. 4.75% only. Non-segregating of targets at the district level was one of the reasons of imbalance in the procurement.
- 4) During the period of implementation from 2003-04 to 2007-08 the total number of processing units provided the “C” grade apple/sandy pear by the implementing department was 15 out of whom one unit under the name and style JKHPMC belonged to the public sector. M/S FIL Industries Ltd. Srinagar has been provided 64.20% of the procured fruit during the period followed by JKHPMC, the only public sector unit getting 29.56%. Thus these two processing units have claimed 93.76% of the procured fruit, though by eligibility under the scheme modalities which provide for distribution pattern on the basis of installed capacity.
- 5) The visible monopolistic character of one unit in fruit processing line of activity, might probably be one among the reasons that in spite of government providing raw material on subsidized rates of Rs.0.50 per kg, only one new unit has come-up in the sector during the period of MIS implementation.
- 6) In addition to procurement cost of Rs.5 per kg of apple/sandy pear the government bears an additional burden of Rs. 0.25 per kg in terms of overheads which ultimately forms an additional element of subsidy for the processing units under MIS.
- 7) The field enquiry revealed that 20% of the beneficiaries covered under the scheme were traders, pre-harvesting merchants and other non-growers who had provided 53% of the fruits procured under MIS. Though the growers

constitute 80% of the beneficiaries but their provided fruit constituted only 47% of the total fruit lifted under the scheme.

- 8) All the sample beneficiaries reported to have received the payments from the implementing department but delayed payment was reported by 70% of the beneficiaries which was termed as a serious drawback of the scheme. On spot payment was the essence of the beneficiaries in view of high and urgent input costs they have to bear to maintain and sustain their orchards, particularly of small and marginal growers.
- 9) The information collected under field enquiry revealed that net average rate of “C” Grade box of 17 Kgs in respect of sample beneficiaries was Rs44/- in the local market and Rs.41/- in the export market during 2005-06 as compared to Rs. 68/- offered under MIS during year 2005-06 and Rs.85/- for the period thereafter. Further 8% beneficiaries reported to have got occasionally negative returns before MIS in respect of “C” grade apple exported to different terminal markets of the country as a result of too low rates which could not cover the overhead and transport charges borne thereon.
- 10) 23% beneficiaries informed that even before providing “C” grade to Horticulture Planning and Marketing Department, they were following pure grading practices. But 92% were of the view that the introduction of the scheme has undoubtedly helped in upgradation of the fruits as the growers who were used to mixing practices have by virtue of MIS dispossessed their low grade in lieu of reasonable rates offered at their doorsteps.
- 11) The satisfaction level with regard to the timely procurement of fruit and timely payment was 62% and 30% respectively which suggests that both the aspects of the scheme need further improvement. The scheme needs to be operationalised in the beginning of the harvesting season to facilitate the growers to be ensured of the scheme implementation, otherwise due to uncertainty they enter into agreements with the traders and merchants on unfavourable trade conditions.
- 12) During the reference period no exporter from the non-beneficiary growers has reported having got negative returns for his “C” grade sales outside the state. Very possibly this positive trend which prevailed in the markets outside the state might be the impact of MIS implementation within the state resulting in limited supply of “C” grade produce to outside state markets. However, the average net rates per box both within the state and outside have remained at Rs.45/- and Rs.47/- respectively, well below the rates offered by the department under MIS.
- 13) The growers were unanimous on the MIS being grower friendly as the “C” grade produce was fetching them Rs.30 to 40 per box of 17 kgs i.e. much below the MIS scheme provided for. However, 70% of the growers/beneficiaries were dissatisfied over the delayed payments.

- 14) In some fruit growing pockets of the state like Pulwama, Shopian and Kangan fruits were provided under MIS by some middlemen after obtaining the same from fruit growers at Rs.40-50 per box leaving them unaware of the scheme. Thus in such cases though fruit was provided under MIS but the benefit was reaped by non-deserving traders in contravention to the scheme objectives which provide for benefit to the grower.
- 15) During the survey not a single non-beneficiary grower revealed to have withheld his “C” grade fruit in spite of his awareness and opportunity to provide. They disclosed that they were normally selling their “C” grade produce at a much lower rate than the one offered under MIS and naturally there was no reason of not becoming the beneficiary under the scheme.
- 16) In the given situation where all the fruit growers were enthusiastically ready to provide fruit to the Department under the MIS on rates offered, achievement of just 45% on financial front and 43% on physical side was enough proof of the Department failing to implement the scheme in a desired manner.
- 17) The average wholesale rates of apple per box after the launch of MIS in comparison with those which prevailed before have decreased throughout. Amazingly the average rate per box in 2001-02 and 2002-03 were Rs.334 and 337 respectively, more than the average rates ever got during the implementation of the scheme spread over a period of 5 years from 2003-04 to 2007-08. Putting the rates on price index, the decrease in real/value terms was phenomenal. This information out rightly negates the departmental assertion or the scheme background assumption that introduction of MIS would fetch higher returns to the growers as a result of improvement in grading and quality up gradation.
- 18) While examining the status of processing sector in J&K, it has come to the fore that only one unit under the name and style M/S Shah Foods Srinagar has been established after the launch of MIS. It transpires that the element of subsidy on raw material has not been able to pave way for establishment of new units under the sector.
- 19) The annual production of units showed increase during the first four years of MIS implementation but towards the end it got below the baseline of 2002-03 by 17%. The employment generation in the processing sector showed marginal increase due to increase in the annual production of the units. This marginal increase has, in fact no conformity with the huge amount of Rs.2275.21 lakhs the Government invested in the form of subsidy element in the processing sector under MIS Scheme.

Suggestions:

- 1) In view of huge availability of “C ”grade produce and limited targets under the scheme, it is advisable to restrict the scheme to the small and marginal growers only instead of keeping it open for all irrespective of being a grower, trader, contractor or pre-harvesting merchant. This way it could be ensured that the benefit goes to the most deserving.
- 2) In view of implementing department failing to achieve the set physical and financial targets under MIS, alternate arrangements should have been deliberated upon and experimented. Collection of “C” grade fruit under contract arrangements on collection centre basis by private parties or by the processing units themselves on cash payment under close monitoring and with imposition of proper safeguards would have, among other things ensured full utilization of financial resources and on-spot payment to the growers.
- 3) The occurrence of imbalance in the distribution of fruits among processing units reflects snag in the scheme modalities which should have no doubt given due weightage to the installed capacity also but not the only determining factor for distribution of fruit. This snag should have been noticed in the beginning of the scheme itself and revised/modified procedure of fruit distribution evolved in a balanced and justified manner with minimum and maximum limits.
- 4) On spot payment was the essence of the growers in view of urgent and high input costs they have to bear to maintain and sustain their orchards. In order to meet this justified demand, earmarking of revolving fund at the disposal of the implementing department could be an option. Secondly procurement process to be pursued on contract basis at the collection centre level or procurement by processing units themselves with strict monitoring and necessary safeguards could also be put in place.
- 5) In order to avoid the manipulations of middlemen, awareness among the growers about the MIS scheme is necessary. This may preferably be done through print and electronic media. The scheme must also be operationalized from the beginning of the harvesting season every year; otherwise small growers enter into agreements with merchants/traders due to uncertainty of the scheme implementation. Further, the scheme modalities need to be amended in such a way that the role of traders/pre-harvesting merchants and middlemen is eliminated or at least minimized to enable the scheme to achieve its foremost objective of providing support price to the fruit growers for low grade produce.
- 6) The distribution of procured fruit and the annual production profile of the processing units shows that the sector is hugely influenced by just one unit

under Name and style M/S FIL Industries Ltd. Srinagar. This warrants that the distribution pattern of fruit among the processing units need to be amended to pave way for smaller units to develop and function at least upto their installed crushing capacity. This would also attract and persuade other entrepreneurs to invest into the processing sector and thus employment generation could take place both for skilled and un-skilled unemployed youth of the state.

- 7) In view of the limited implementing mechanism and ineffective monitoring system, Horticulture Development Department is required to be associated and coordinated actively with the MIS implementation as they have well established mechanism and apparatus all over the state. In addition being the subject matter specialists their association would be of immense use in the establishment of properly located collection centres, awareness campaign and eliminating the role of traders and pre-harvesting merchants.

INTRODUCTION:

Mid day Meals scheme(MDM) was launched in the country in the year 1995 with a view to boost universalization of primary education by increasing enrolment, retention and attendance and learning levels of children especially those belonging to disadvantaged sections besides improving the nutritional status of students in primary grade. The scheme envisages to provide cooked mid-day meals with 300 calories and 12 grams of protein to all children up to primary stage studying in the schools run by Govt., Local bodies, government aided schools, EGS Centre and Alternative & Innovative Education Centers (AIE) across the country.

In erstwhile J&K state, the scheme was introduced on pilot basis in November 2004 in respect of 05 schools in each educational zone. The implementation actually took off from April 2005 in the state covering all government schools having primary classes and EGS centers as well.

The State Level Evaluation Committee (SLEC) decided to conduct an evaluation study on Mid-day Meals scheme in the state in its meeting held on 24-04-2007.

Objectives of the study:

The study was conducted with the following objectives:-

- i) To assess the extent of coverage of Cooked Mid-day Meals (CMDM);
- ii) To assess the extent to which CMDM has resulted in achieving its objectives of impacting on enrolment, attendance, retention and nutritional status of children of primary stage;
- iii) To study whether CMDM has not adversely affected the teaching learning activities in the schools;
- iv) To assess the availability and adequacy of infrastructural facilities including manpower for implementation of Mid Day Meals Scheme;
- v) To understand and examine the supply chain and processes that are involved in implementation of CMDM;
- vi) To assess the extent to which community participation is ensured;
- vii) To identify the constraints, if any, faced in implementation of the scheme.

Reference period:

The reference period for the study was 2004-05 to 2006-07.

Sample Size and selection procedure:

The scheme is in operation through Education Department in whole of the state. The Study has been conducted in all the erstwhile 14 districts of the state.

Multistage sampling procedure was adopted for selection of sample for the conduct of the study. At the first stage, three Educational zones with a breakup of 02 rural and 01 urban zone in each district were selected for the districts which had 10 or more Educational zones; and 02 zones with a breakup of 01 rural and 01 urban in each of the districts which had less than 10 Educational zones. At the 2nd stage, at least 5% of the schools in respect of each selected zone were covered for field operations by adopting simple random sampling technique. At least one EGS centre in each selected zone was also taken-up under the study. At the 3rd stage, 3 students from each selected school were contacted and interviewed with reference to the MDM scheme in the light of objectives postulated for the study. Besides, one of the members of one village Education Committee in each zone was contacted and asked to express his/her views with regard to the implementation of the scheme.

Summary of Main Findings and Suggestions:**Areas of Success:**

- 1) During the first year of reference period 2004-05, the scheme was under implementation on pilot basis and as such the total allocation for the state was Rs.226.01 lakhs. The actual implementation of the scheme started from 2005-06 with an allocation of Rs.1084.51 lakhs against which an amount of Rs.1004.45 lakhs (93%) was utilized. In 2006-07, the allocation rose to Rs. 2717.30 lakhs showing a huge increase of 151% over the previous year against which an amount of Rs.2459.79 lakhs was utilized thereby registering an expenditure level of 91%.
- 2) The satisfactory utilization of funds under MDM Scheme is also corroborated by the sample zonal level and sample school level information. However, the sample school level information brings this fact to the fore that belated releases are made at the school level and school management is forced to utilize school grants available for other components which though are subsequently reimbursed.
- 3) The utilization of lifted food grains is almost cent percent in respect of Kashmir Division while as in Jammu Division it was 92%. In aggregate the utilization was 96% of the lifted food grains for the state in respect of reference period 2004-05 to 2006-07. The sample zonal level data and sample school level data puts it at 95% and 97% respectively.
- 4) The information provided by the Chief Education Officers of respective districts across the State reveals that during the years 2005-06 and 2006-07, all the schools with Primary classes Education Guarantee Scheme (EGS)

Centres were covered under the revised National Programme on Nutritional Support to P. Education Scheme (NP-NSPE). During 2005-06, a total of 21281 schools and EGS Centers were covered which increased to 22365 in the year 2006-07. The sample zone level and sample school level verification confirmed the full coverage of schools and EGS Centers under the scheme for the reference period.

- 5) In the sample schools, as per the opinion of the Head of the schools, 91 percent institutions have shown improvement in the enrolment of students, 91 percent schools recorded reduction in drop-out rate and 82 percent schools reported increase in attendance of enrolled students. This situation is an indication of the positive impact of the MDM scheme which fulfills the objectives of its launch on this specific front to a great extent.
- 6) As per Heads of the school, the sample schools in respect of Kashmir division were unanimous that CMDM scheme has brought about improvement in the health condition of children, but in Jammu division 10 sample schools out of 418 have maintained that no visible improvement was seen in the health profile of the beneficiary children.
- 7) Cooked rice with Dal, was most commonly served to 90 percent of the student beneficiaries as reported by them. Cooked rice with vegetables has remained the next popular and most commonly consumed dish (75 percent).
- 8) The participation of Village Education Committees (VECs) in the implementation process of CMDM Scheme is reflective from the fact that 96 percent of the enquired VECs reported to have been invited by respective school managements for discussion on the implementation of the scheme. 96 percent of the sample VECs reported to have physically inspected the CMDM scheme. 92 percent were satisfied with the serving of meals under the scheme in the concerned schools. Thus it seems that the school management has accepted the role and involvement of VECs in the process and the community representatives have also accepted the assignment for the ultimate interests of the community as a whole.

Areas of Concern:

- 9) In the year 2005-06 when the actual implementation of the scheme took place, the number of student beneficiaries reached to 11.08 lakhs of which 44% were girl students. During 2006-07, the number of beneficiaries was 11.10 lakhs with slight increase in the number of children and one percent favourable shift in the girl proportion of the students over the previous year of implementation of CMDM. The coverage of eligible children was cent percent. The full coverage phenomenon and the increase in the ratio of girl students was corroborated by sample zone level and sample school level enquiry also which puts the ratio of girl child at 46% and 50% respectively.

- 10) Contrary to the views expressed by the Chief Education Officers across the state and seconded by the majority of sample Zonal Education Officers, 18% of the schools were not satisfied with the lifting arrangements of food grains. Similarly 12% of the schools have registered complaint about the quality of food grains with the evaluation team and 10% schools have reported that the supplies were not in time. This contrary information suggests that the officers at the controlling and monitoring position rely on paper information and are not physically supervising implementation of scheme on ground.
- 11) The Cooked Mid Day Meals (CMDM's) Scheme is without any specific direction on the score of cooking arrangements both on the manpower and infrastructural front. 14% of the sample schools have carried this job through the services of teachers which is straight away dispossession of education time, the primary job and in fact the end objective of the CMDM Scheme itself.
- 12) On the infrastructural front 63% of the sample schools were cooking meals outside the school or outside the school premises, 9% have constructed temporary sheds and only 3% have appropriate cooking place in the form of separate kitchen. A sizeable percentage of 23 sample schools were doing this job in the classrooms which is never advisable neither from the educational point of view nor from the hygienic and safety aspects of the enrolled children while as 3 percent sample schools supplied the meals in dry form.
- 13) The most striking weakness of the CMDM Scheme is the dispossession of education time. The special observation of the evaluation teams throughout the state was that the time frame within which meals are required to be served in the schools is not possible for school management to adhere to. The cooking of meals, pre-serving preparations, serving and then post serving management in terms of cleaning of utensils takes hours together and consequently tantamount to dispossession of education time. The dispossession of time was acute in those schools where teaching staff was associated with the preparation and serving of meals.
- 14) As per general, observation, the limitation of utensils required for cooking and serving of meals is a general problem in the schools. The condition of utensils was generally observed unhygienic. Non-availability of water in some schools was the cause of unhygienic condition of utensils. Replacement of primitive and unhygienic utensils is impossible for schools due to paucity of funds under the scheme.
- 15) The supervision and monitoring system of the scheme has been observed very weak due to over busy schedule of CEO's/ZEO's. In such a state of situation separate monitoring wing at the zonal level needs to be put in place to ensure intensive supervision of the scheme especially with regard to

quality control. The quality of food grains and hygienic aspects of cooking process must be ensured at all costs as any minor compromise on such things may negate the very purpose of the scheme and could endanger the child health who by nature are vulnerable to morbidity.

- 16) The scheme modalities need to be specific on the manpower and infrastructural provisions of cooking and serving meals. Separate kitchen facility for all the schools and EGS Centers across the state is really hard to imagine at this juncture. But there is no other alternative for the government but to provide separate Kitchen facilities to schools in a phased manner, if the scheme has to continue on the current modalities without compromising on the health, hygiene and safety aspects of the minor children.
- 17) In order to do away with the striking weaknesses of the CMDM Scheme in terms of dispossession of education time, alternate arrangements like
 - i) Serving of processed eatables/snakes, biscuits, roasted grams and dry fruits could be made in lieu of cooked meals;
 - ii) The CMDM Scheme be integrated with ICDS and the responsibility of nutrition serving be completely handed-over to ICDS Organization. But for shouldering such huge additional workload, the Organization has to be strengthened appropriately.
 - iii) Cooking and serving of meals in schools be carried-out on contract basis.

Any of these suggestions could be acted-upon with appropriate safeguards and strict and intensive monitoring system in place at the zonal level. This arrangement is expected to improve the CMDM programme in totality without sacrificing the educational aspect of the schools. These suggestions require complete revision of the CMDM Scheme by the Human Resource Development Ministry, Government of India.

OPERATIONAL STATUS

- 18) At School (Sample) Level, the Efficiency in Fund Utilization has shown an increase of funds input by 50.87 percent and an increase in fund utilization by 39.54 percent. The targets of fund utilization efficiency viz-a-viz receipts have been exceeded hundred percent during 2006-07.
- 19) The Efficiency in Grain Utilization at School (Sample) Level has shown a negative growth of 2.09 percent despite a progression by 12.65 percent and 10.29 percent respectively for food grains lifted and food grains utilized during the year 2006-07.
- 20) At State level, the coverage of Schools and EGS Centers has progressed by 5.09 percent during the year 2006-07 over the previous year, while as at Zonal Level the progression is insignificant and the indicator has increased by 0.03 percent (1 School) only. The School level data reveals hundred percent coverage of schools.

- 21) As regards Coverage of beneficiaries (Children), the School level data shows an overall negative growth of 0.75 percent in coverage of beneficiaries during the year 2006-07 over the previous year, with the corresponding indicators registering a negative growth for both boys and girls with the figures standing at 0.23 percent and 1.26 percent respectively.
- 22) The School level data reveals that the per capita funds utilized had increased from Rs. 113.50 per child per year during 2005-06 to Rs. 159.60 per child per year during the year 2006-07, thereby showing an increase of 40.62 percent over the previous year. There has been an increase of 52.02 percent in per capita funds received during the 2006-07. The gap between per capita funds received and funds utilized is Rs. 2.15 per capita per year during the year 2006-07 with expenditure exceeding receipts.
- 23) Analysis of data revealed that the gap between funds received and funds utilized has a progression from top to bottom. The per capita gap has increased from Rs.23.20 at State level to Rs.23.55 at Zonal level, while as at Sample level the funds utilized have exceeded the funds received by Rs.2.15 per child per year during the year 2006-07.
- 24) Similarly, the per capita fund utilization shows that the funds utilized at State level per child amounted to Rs. 221.69, which declined to Rs. 203.73 at Zonal level. The funds utilization per child shrank further to Rs. 159.60 at School level during the year 2006-07.
- 25) At School (Sample) level, the per capita grains utilized has increased from 11.12 Kgs per child per year during 2005-06 to 12.35 Kgs during the year 2006-07, thereby showing an increase of 11.06 percent over the previous year. Similarly grains lifted per child per year has shown a percentage increase of 13.53 during 2006-07. A gap of 0.570 Kgs per capita has been observed between grains lifted and grains utilized during 2006-07.
- 26) The per capita grain utilization has shown variation at State level, Zonal level and Sample School level with the indicators standing at 10.52 Kgs, 11.59 Kgs and 12.35 Kgs respectively for the year 2006-07.
- 27) As per analysis of the parameter “Operational Days as per Fund Utilization”, on the basis of per capita financial involvement of Rupee One, the data revealed that the scheme was under operation for 91 days during 2005-06 at State level. The finding has been corroborated by Zonal level data which indicates again that the operational period of the scheme was 91 days. At Sample School level the data speaks that the scheme was operational for 114 days during the same period.
- 28) The indicators at State level depict that the scheme was (per capita input @ Rs. 2/-) operational for 111 days under revised programme guidelines. However, Zonal level data depicted that the scheme was operational for 102 days only. The Sample School data exhibited a steep decline in operational period with the indicator standing at 80 operational days.

- 29) As is apparent from the data, Cooked Mid Day Meal Scheme has not been implemented in true spirit of its guidelines as the operational days are ranging in between 111 to 80. On the contrary, school working days are at least 200 (days) per year. It can be inferred that school children are being provided nutrition at alternate days only.
- 30) As per analysis of the parameter “Operational Days as per Grain Utilization, there has been an increase of 1.54 percent (2 days) during 2006-07 over the previous year when compared at State level. The operational days for the year 2006-07 were 105. The Zonal level data exhibited that the operational days of the scheme as per grains utilization were 117 during 2005-06 and 116 during 2006-07, thereby showing a decrease of 0.86 per cent (1 day).
- 31) As per Sample School level data, it was revealed that during 2005-06, 111 days were covered under CMDM Scheme as against 124 days during 2006-07, thereby exhibiting percentage increase of 11.06 over the previous year (13 days).
- 32) The findings related to operational days are supplemented by grain utilization data analysis at all the three tiers of hierarchy. During 2006-07 as per grain utilization, the operational status of the scheme was 105 days at State level, 116 days at Zonal level and 124 days at Sample School level.
- 33) The data analysis of both the indicators reveals that at Sample School Level the scheme was operational for 80 days as per Rs. 2/-per capita fund utilization or for 106 days as per Rs. 1.50 per capita fund utilization. Even if criteria of Rs. One per child per school per day will be taken into consideration still the scheme is operational for 160 days only. When an input of 100gms per child per school day is taken into consideration, the stock of 124 days was utilized under the scheme during the year 2006-07. It can, therefore, be interpreted from the facts of secondary data that the scheme was not under operation for all working days during 2006-07.

Lessons Learnt:

Some Lessons from the study conducted which need to be addressed on priority are:

- The Scheme has been observed to be functional for alternate days when the norms of the scheme are taken into consideration, this intermittent operation of the scheme defeats its very purpose. Under these circumstances, the nutritional supplement offers very little hope for improvement in evoking regular attendance, improvement in enrolment and controlling drop-out rate.
- Least attention has been paid towards provision of infrastructure required for implementation of the scheme as per desired objectives. Non-availability of proper cooking place, utensils and manpower for safe preparation. Pre/post serving arrangement of meals in the schools, is posing a serious problem in proper delivery of the services to the beneficiaries.

- Instances of involvement of teachers, in preparation and pre/post serving arrangement of meals in the sample schools, amounts to dispossession of time stipulated for classroom teaching. Besides, this practice is dishonour to dignity and role of teaching faculty, who are not expected to deliver the service to the children in a conducive atmosphere. The practice of teachers involvement in cooking process, defeats the very spirit and sanctity of scheme.
- A convergence of “Cooked Mid day Meals Scheme” with “Health Check-ups” by the representative of Health Department is required in order to keep an eye on improvements in health status of beneficiaries during the course of the scheme implementation. The joint exercise will be helpful in providing indicators like prevalence/surveillance of various diseases, identification of parameters of malnutrition like weight, height, eye-sight, hearing, general growth, depression and other psychological parameters.
- The ultimate efforts are required to be directed towards maintenance of strong database from grass root level to state level so as to eke out parameters both weak and strong. This would form strong base to arrive at remedial measures to be directed towards slack areas through vigorous monitoring, from top to bottom and vice versa.

3

*Evaluation Study on
Revised National Tuberculosis Control Programme (RNTCP)
J & K State.
(2004-05 to 2006-07).*

Introduction:

Tuberculosis (TB) is one of the most widely known diseases. In India Tuberculosis is one of the biggest public health problems and kills more people than HIV, STIS, Malaria, Leprosy and tropical diseases combined. This highlights the importance of TB control in India. The Physicians and Policy makers are seriously concerned over the problem and in order to eradicate this disease, a National Tuberculosis Control Programme (NTCP) was launched during 1962. This scheme was highly centralized and the operational guidelines were strict which hindered the performance of the scheme. To overcome these obstacles, the Department of Health and Family Welfare, Government of India revised the operational guidelines of the scheme so that the ultimate aim and objective of the scheme is achieved by realizing visible impact on ground in the shortest possible time by ensuring that the benefits accrue to the target group of population regularly, timely and without any interruption.

Under the revised guidelines of the scheme, the programme is to be implemented at district level with assistance from District Tuberculosis Control Society (DTCS) headed by the District Development Commissioner. The stress of RNTCP is on the DOTS which signifies Directly Observed Treatment of short course chemotherapy. There is also provision for training and education of the staff involved in the implementation of the scheme with the aim to raise the quality of care given to TB patients. The Training takes care of social and communication dimensions, besides technical and clinical aspects, to achieve and attain maximum patient satisfaction.

The State Level Evaluation Committee (SLEC) in its meeting held on 24th of April 2007 decided to have an evaluation study of the programme in 6 districts of the State covering Budgam, Pulwama, Kupwara, Jammu, Kathua and Poonch through the Directorate of Economics and Statistics.

Objectives of the Evaluation Study:

The Objectives of the evaluation study were:-

- 1) To see whether the revised NTCP has been able to enhance the identification of Tuberculosis Patients on large scale;
- 2) To assess the successfulness of the programme with relation to curability of TB patients and reducing the incidences of “Treatment Lost”.
- 3) Whether the facilities provided in the revised scheme have been made available to the TB patients on ground with ease;
- 4) Whether the greater patient satisfaction has been achieved with relation to efficiency of services, drug availability and other facilities provided under the scheme;
- 5) To assess the role of NGO’s and other voluntary organizations in the identification of TB patients and rendering of other services envisaged under the scheme.

Reference Period:

The whole period of implementation of the RNTCP i.e. 2004-05 to 2006-07 has been covered under the study.

Sample size and Selection Procedure:

A sample of 5% patients was selected at random to the maximum of 50 and a minimum of 10 from each category i.e. Patients on treatment, Patients Cured, Patients Lost Treatment and families whose TB patients were reported “Dead” during the last 3 years of RNTCP in operation. However, it was ensured that at least one patient in each category represented a DOT Centre from each Medical Block and for that matter purposive selection method was adopted. The TB patients identified by the Regional Research Laboratory Jammu were also covered during the evaluation study in Jammu district.

Summary of Main Findings:

- 1) The outlay and expenditure profile of the sample district tuberculosis centers suggests that the major component of the scheme i.e. purchase and supply of drugs was still a centralized affair. The funding pattern does not commensurate with the revised strategy which provide for augmentation of case finding percentage to at least 70% of the estimated cases through primary sputum microscopy. During the entire period of RNTCP implementation from 2004 to 2007, the funds provided to the six sample districts under different components viz. Laboratory material, equipment maintenance and equipment procurement was just of the order of Rs 10.04 lacs against which an amount of Rs 8.08 lacs was utilized. By utilizing a meager amount of Rs 8.08 lacs in six districts during a period of three years of RNTCP implementation, establishment of microscopic network was somewhat hard to imagine.
- 2) The funds provided for training to the staff and support to all the training Institutes was of the order of Rs.14.07 lacs out of which the expenditure was of the order of Rs.11.43 lacs. This also had no conformity with the stress and

guidelines of the RNTCP requiring the services of trained staff, particularly for case detection and implementation of DOTS strategy.

- 3) Appropriate NGO involvement was stressed in the revised programme, but among the sample districts the funds for such component were provided only to DTC Jammu to the tune of Rs. 0.41 lacs out of which an expenditure of Rs.0.18 lacs was booked. In other 5 sample districts no NGO activities for implementation of RNTCP had been promoted.
- 4) During the first year of RNTCP implementation 2004-05, the identification and registration of TB patients increased by 20% over the pre-revised programme period of 2003-04, though in district Budgam, Kathua and Poonch, the revised programme was started in 2005-06. In 2005-06, the increase over previous year was 80% and in 2006-07 the increase over 2005-06 was 40%. The Sample district-wise data shows that the increase in the registration process was universal as a result of the implementation of the RNTCP.
- 5) The trend of achievements for conducting sputum smear tests during the revised programme period 2004-05 to 2006-07 was itself demonstrative of the fact that the diagnostic situation had undergone a positive change. The conduct of sputum smear tests had increased by 199% in 2005-06 over the base year of the revised period 2004-05 and in 2006-07 it showed an increase of 144% over the same year. The conduction of chest x-rays had decreased through-out the revised period which, in fact was the result of the RNTCP strategy which stresses more on classical laboratory approach of sputum microscopy in view of it being cheaper, easier and more reliable than even chest radiography.
- 6) The registration of TB patients done during the period of RNTCP implementation had, no doubt, shown improvement over the pre-revised period and was increasing year after year. In 2004-05, the first year of RNTCP implementation the registration of TB patients in sample districts had shown an increase of 32% over the pre-revised period of 2003-04. The increase in 2005-06 was of the order of 117% and that of 2006-07 of the magnitude of 204% over the year 2003-04 (pre-revised period). Thus it could be concluded that revised programme had been able to improve the identification and registration process of the TB Patients in the State to a considerable extent.
- 7) During the first year of RNTCP implementation only district Pulwama and Jammu have reported supply of drugs on revised pattern and during the year 2005-06 and 2006-07, the supplies have been reported by five districts as per revised pattern. However, the non fixation of targets by the Department was of serious concern and itself an indication of non-seriousness of the Department in implementing the programme. Equally

matter of concern was the weak and ineffective monitoring mechanism not taking cognizance of the non-fixation of targets and their segregation at the DTC level. When there was no fixation of targets, logically the supplies of drugs would imbalance with no or little consideration of the real requirements of DTC's. In fact the DTC's must order for supply of drugs on the basis of patients registered as on the data plus the estimated new registrations on each category during the year. But the data provided by the DTC's on supply of drugs seemingly has no reference to the criteria. The supplies have evidently no conformity with the patients registered in the sample districts. This among other things warrants an effective monitoring mechanism to be placed at district, regional and State level to balance the supply side of the programme judiciously and properly in accordance with the registration of TB patients under each category.

- 8) The official information revealed that in the first year of RNTCP implementation, the percentage of cured TB patients out of registered patients was 51% which reached to 52% in the year 2005-06 as against 40% cure rate during pre-revised period of 2003-04. But during the last year of the reference period 2006-07, the percentage of cured patients had gone down to just 38% well below the pre-revised period.
- 9) The default of TB patients had occurred even in the revised programme which was an indication of the fact that revised programme having sufficient provisions to arrest the default, had not been implemented properly on ground. The actual magnitude of default could not be ascertained as district Kathua and Kupwara have not precisely provided the information on the subject.
- 10) The deaths of TB patients occurring in the pre-revised programme were just 1% of the registered patients during the year as compared to 2 to 4% deaths occurring in the revised period of three years. This obviously negates the achievements of the main objectives of the revised TB Control Programme and the objectivity of the components of the revised strategy. There was, however, one more factor due to which the death rate in the revised programme has shown an increase over the pre-revised period i.e. the provision of follow-up and stress on recording of information in the revised strategy. In the pre-revised programme, many deaths might have escaped the recording by the DTC's due to limited access to the patient's whereabouts.
- 11) In the sample districts only one NGO under name and style of St. Joseph Hospital Barjani Bari Brahmina had extended their co-operation in Jammu district and during the reference period had identified 92 TB cases and referred them for registration in the respective DTC's. They have also helped in the diagnosis, treatment and had acted as observers in administering the

DOTs to those patients. In other five sample districts no NGO had come forward to volunteer itself in the TB Control programme.

- 12) The characteristic of annual family income of sample TB patients brings this fact to the fore, rather second the already proven fact that TB was greatly related to poverty. Among the sample TB patients 80% belonged to the below poverty line group having annual family income of less than Rs. 40,000/-. 9% patients belonged to income group of Rs. 40,000-50,000/- which also belongs to poor family group.
- 13) Correlations had also been observed between disease and characteristic of age and sex. The field survey reveals that 61% of the registered patients were men in the sample districts.
- 14) The field enquiry reveals that identification and diagnosis of TB had to a great extent been decentralized and it was now no more a mere DTC affair alone under the revised programme. The identification of 55% of the sample TB patients was done at the nearby medical centers. However the role of NGO's was still to develop in the state.
- 15) The maximum number of TB patients 90% have got conducted their diagnostic examinations in terms of sputum smear tests and chest x-ray through Government medical centers. The intensity of tests performed brings this fact to the fore that the guidelines of RNTCP which provide for three sputum smear examinations before a patient is put on treatment were partially adopted.
- 16) Among 246 sample patients under category "On Treatment" 98% reported the availability of drugs free of cost, sufficient, regular and timely. The establishment of DOT centers under the revised programme had facilitated patients to collect drugs in their localities. Availability of sufficient, timely and regular drugs at nearby centers was undoubtedly an achievement under the revised format of the Tuberculosis Control programme.
- 17) The revised programme was designed to do away with the major problem of default by putting in place various corrective measures. But the field enquiry reveals that the problem of default still existed in the revised period also which was an indication of fact that various components put in place in the revised programme have not been fully implemented. Only 38% of the defaulted TB patients were provided an observer which obviously seems one of the major causes of default.
- 18) The case study of cured patients clearly suggests that if treatment was continued as per RNTCP format, the disease could easily be controlled. It were only the deviations from the stipulated guidelines that the disease of tuberculosis gets de-controlled.

- 19) In case of 72% of the dead registered patients, TB had been the cause of death as reported by family members of deceased patients. 80% reported that the deceased patients were on treatment when they breathed their last. While expressing views on the problems faced by their patients during treatment, 32% reported side effect, 31% complained of ineffective treatment/drug resistance. No family reported to have faced any problem with regard to TB medicine supply.
- 20) As per the patient perspective no component of RNTCP claimed full satisfaction and confidence of the patients. In fact the programme in the revised format was well designed and well directed but deficiencies in implementation had rendered the programme ineffective to a great extent with the result the objectives which were associated with the programme remained under-achieved. The most important aspect which needs top most priority before launching a programme should be the implementing mechanism through which it has to deliver. For implementing a programme assessment of manpower, technically known as manpower planning is of utmost importance and needs to be given the due priority. In the RNTCP the same does not seem to have been done at all. Identification of an observer for every TB patient could not be possible without any augmentation of the existing machinery.

4

*Evaluation Study on
National Rural Employment Guarantee Scheme
(NREGS), J &K State
(2007-08 to 2008-09).***Introduction :**

With a view to improve the economic condition of the people living below poverty line in rural areas, many programmes/schemes were implemented by the Government both at the central and state level. National Rural Employment Guarantee Scheme (MGNREGA) is one such scheme which envisages guarantee of at least 100 days of employment in a financial year to any rural household whose adult members are willing to do unskilled manual work. The scheme was introduced in the country from the year 2005 on pilot basis in some 200 districts but was later extended to whole of the country. The scheme is at present under implementation throughout the country in all districts except those districts which have 100% urban population.

The basic motive behind the scheme is to enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. The other allied objectives of the scheme are generating productive assets, protecting the environment, empowering rural women, and reducing rural urban migration and fostering social equity among others.

The evaluation study of the scheme was conducted by the Directorate of Economics and Statistics in the erstwhile state at the instance of State Government.

Objectives of the evaluation study:

The evaluation study was conducted with the following objectives in view:

- 1) To assess as to what extent the scheme has been able to enhance the livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work;
- 2) To assess as to what extent the scheme has been able to reduce the rural urban migration;
- 3) To assess the extent to which the scheme has succeeded in empowering rural women,
- 4) To assess the extent to which the scheme has been able to generate productive assets; and
- 5) To assess the satisfaction level of the target group of population with the scheme.

Reference period:

The reference period of the study was 2007-08. The field study was, however, conducted in Jan-Feb 2009.

Sample size and Selection Procedure:

Multistage sample selection procedure has been followed for the study as under:-

Kashmir division:

At the 1st stage of sampling, 50% of districts i.e. 4 out of 8 districts were selected as sample from Kashmir division. At the 2nd stage of sampling, one block from each of the selected district was selected and taken as sample. At the 3rd stage of sampling, three Panchayat halqas from each of the selected block were selected for field study. At the final stage of sampling, 60 beneficiary households (20 from each Panchayat halqas) were selected on simple random sampling technique basis for detailed field enquiry. In order to strike a comparison, 5 non-beneficiaries from each of the selected Panchayat halqas were also questioned so as to know their impression about the scheme. Besides this, 2 persons with good knowledge about the scheme were also contacted in order to know their opinion about the scheme as well.

Jammu Division:

At the 1st stage of sampling, 2 districts viz. Jammu and Samba were selected as sample from Jammu division. At the 2nd stage of sampling, three blocks from Jammu district and one block from Samba district were selected and taken as sample. At the 3rd stage of sampling, three Panchayat halqas from each of the selected block were selected randomly for field study, thus covering 12 Panchayat halqas in all. At the final stage of sampling, 25% of the beneficiaries registered under the scheme in the selected Panchayats were interviewed. In addition, 5 non-beneficiary households and 2 knowledgeable persons were also interviewed from each selected Panchayat to determine the impact of the scheme.

Summary of Main findings:

- 1) The funds utilization profile of NREGA during the reference period 2007-08 was very low. In Kashmir division, it was just 9.64% of the provided funds and in Jammu, relying on the information provided by the sample blocks it was 44.25%. However in Jammu division the implementation of the scheme appears to picked up the movement from the year 2008-09 as 79% of the funds available have been utilized ending 3/2009 and at the state level situation has improved as 59% of the funds available for year 2008-09 have been utilized ending 3/2009.
- 2) The reasons for low fund utilization could be many, but the inadequate implementing machinery and weak monitoring mechanism are the main causes of under utilization of funds. The monitoring mechanism has been

seen taking no cognizance of the under utilization of resources. In fact it should take note of such happenings during implementation of schemes, ascertain causes and suggest administrative, financial, and procedural measures for rectification. Monitoring mechanisms confining itself to the mere reporting of progress without ascertaining the causes of hurdles and bottlenecks in the implementation and dis-associating from recommending administrative, financial and procedural measures for gearing up has no scope at all.

- 3) The weak monitoring mechanisms presently in place in the state need to be strengthened in terms of their role in overseeing, reviewing, controlling the implementation of the schemes on ground. The arrangement of monitoring which remains an integral part of the programme modalities is, in fact for keeping a watch over the programme and to see what is happening or not happening and how to ensure carrying of the programme as per scheduled activities. It has to alert the programme management on implementation problems requiring corrective actions.
- 4) The NREGA programme is demand driven employment programme and naturally those states which are already labour deficient would least benefit from this type of scheme. The State of Jammu and Kashmir is a labour deficient state engaging lakhs of out-side state skilled and un-skilled labour even in rural and remote areas of the state.
- 5) Further the high cost of living and the labour deficient nature of the state economy has settled the wage rate of labour at a very high level than that provided under the NREGA scheme. In this situation very limited numbers of able and willing workers are coming forward to register themselves under the scheme. The low expenditure under the scheme, particularly in Kashmir division was reflective of the same causes. The wage seekers are the primary stakeholders of the scheme and their exercise of choice to demand employment is the trigger of key processes. The number of beneficiaries who have managed 100 job days during the year 2007-08 was just 3% of the job seekers as per field enquiry. The remaining 97%, not provided full 100 days employment in a year, entitled to be paid un-employment allowance for the days when no work was provided by the implementing Agency. But the sample beneficiaries denied to have been paid any such allowance during the unemployed days.
- 6) As per the reports of the implementing Department the workers are not willing to work on the wages offered under NREGA and even those workers who have got registered under the scheme fail to respond when they are offered work under the scheme. In view of high wage rate in the open market they prefer to give their services privately rather than offering them for the benefit under NREGA. They feel it easy, high remunerative and formality less to offer services in the private market rather than wondering after Govt.

Department officials for registration, opening of bank accounts and waiting for job opportunities etc. They feel that comparative advantage and the least comparative disadvantage is in offering services in the private market.

- 7) During the field study it was revealed by almost 55% of the workers that wages were provided to them belatedly. Regarding the procedure of payment only 17% of the enquired beneficiaries expressed satisfaction. They were mostly seen discontented with the official formalities. The laborers are mostly used to get wages at the end of the day and even waiting for week or fortnight as provided under NREGA scheme is intolerable for them.
- 8) The scheme shapes to add to the empowerment of women by providing them employment opportunities and make them independent. These provisions of the Act/Scheme again are influenced by the social fabric prevailing in a particular area/state. In Kashmir division, though women do lot of manual work but within the household and totally hesitate to work on wages. This attitude of the women/society in Kashmir division is reflective of the information that in sample districts not a single woman has registered herself under the scheme during 2007-08. In Jammu division, the number of women registered under the scheme was also negligible, though women do offer services there on wage basis.
- 9) The main reason responsible for not registering under the scheme has been cited the low wage rate by the enquired female workers. Some of the enquired women were of the view that keeping in view various formality hardships for working under NREGA, the wage rate should necessarily be higher than the market rate but it is reverse and resultantly people prefer to work in the open market for higher wages without bearing any hardships. Thus in J & K State the objective of the scheme of empowering women does not hold good on ground mainly due to specific social fabric and also because of low wage rate offered under the scheme.
- 10) During the field enquiry, the assets created were inspected by the evaluation teams and opinion of the knowledgeable persons was also sought. 90% of them reported that no valuable/durable assets have been created under MGNREGA. The reason which they cited for this unhealthy state of situation was the un-balanced ratio of wage costs to material costs.
- 11) Though the primary objective of the scheme is to provide wage employment to the rural workers but the balancing of wage costs and material costs must be ensued reasonably to pave way for creation of durable assets under the scheme. The ratio must be made slightly flexible to match to the various situations and different kinds of permissible works under the scheme. The only one permissible ratio of 60:40 to all types of works is very difficult to be pursued without compromising on the quality of works executed. It is rather feasible to have two categories of works with two different ratios with the

restriction that wage cost component should not be less than 50% in any way. This criterion is expected to match the field situation and also would ensure the fulfillment of primary objective of the scheme of providing wage employment to the rural households.

- 12) The NREGA is based on the demand for employment and resultantly states with less progress under the scheme would get decreased allocation under the scheme. The main reason of the low expenditure under the scheme in J & K state is the highly prevalent wage rate ranging from Rs.120 to 170 in rural areas and Rs.180 to Rs.200 in urban areas. The high wage rate in the state is in fact the consequence of labour deficit nature of the economy which presently provides employment to lakhs of outside state workers through-out the year. The unemployment situation in J & K State is in respect of educated youth who normally hesitate to do manual labour even if remunerated adequately.
- 13) The scheme could prove a success in remote and inaccessible areas of the state where normally employment opportunities are scarce and remain cut-off with rest of the state in winter like, Keran, Karnah, Machil, Teetwal, Gurez, Mahore, Zanskar, Nyoma etc. In this state of situation the implementing Department is required to give special attention to the far-flung areas of the state where the prevalent wage rates do match to the rates offered under MGNREGA to a great extent, particularly in winter season. In other parts of the J & K the scheme has normally less chances of progress.
- 14) The other aspects of the scheme like the women empowerment, labour satisfaction, awareness, wage payments and implementation of various other provisions and sub-provisions including the type of works and creation of assets are proportionately under disorder owing to poor performance under the scheme. The scheme being a flagship programme of Govt. of India, it is difficult to bind within its fold all such provisions which could match different socio-economic situations of different states. In fact in some states where floods, droughts and crop failures have forced farmers to commit Suicide in the recent past, this scheme could prove a great success and would definitely provide livelihood security and safety net for the vulnerable groups of the society. In J & K state, due to various socio-economic reasons this scheme is difficult to take-off successfully.
- 15) In the emerging situation of NREGA in J&K, Government should identify the remote and inaccessible areas, particularly those remaining cut-off during winter and should pay special attention for implementing the scheme in those areas. This, among other things warrants strengthening of implementing machinery in these areas and launching of special awareness programmes through print /electronic media and official contacts.

5

*Evaluation Study on Cooked Mid-day Meals Scheme (CMDM)
Jammu Division
(2004-05 to 2006-07)*

Introduction:

Education plays a very important and significant role in overall development of a country. It brings about an all round development of a child. Moreover it helps him to grow physically and intellectually. Education contributes in making a child useful and responsible member of the society. Thus, education of children is the backbone for the development of a country. Children, therefore should be brought up in such an environment that there should be enough opportunity for the all round development of their personalities. Govt. of India places the highest priority on education as a centered instrument for achieving rapid and inclusive growth by laying down a comprehensive strategy for strengthening the education system through implementation of various schemes/interventions. Mid-day-Meals scheme is one of such intervention.

Launched on 15th August, 1995, Mid Day Meals Scheme is considered vital from three crucial angles of child development— a) Educational advancement by increasing enrolment, retention and attendance, b) Improvement in the nutritional status of children and c) Social equity. As per Supreme Court's directions (2001) and important policy pronouncements (June -July, 2004) the Mid Day Meals scheme was revised in September, 2004 to the National Programme of Nutritional support to Primary Education known as Mid Day Meals (MDM) Scheme which provides for a cooked Mid-day meal with 300 calories and 8-12 grams of proteins to all children studying in classes I-V in Govt./Local Body, Govt. aided schools and centre run under Education Guarantee Schemes (EGS) and Alternative Innovative Education (AIE). The scheme was further revised in 2006 providing for 450 calories and 12 grams of proteins and adequate quantities of micronutrients like iron, folic acid, vitamin A etc to the target group of beneficiaries.

The evaluation study of the scheme was conducted in Jammu division at the instance of State Level Evaluation Committee.

Objectives

The broad objectives identified for the study are outlined below:-

- i) To verify the impact of Mid Day Meal Scheme on enrolment in the Primary classes;

- ii) To verify whether the scheme is being implemented as per the guidelines of the scheme prescribed by Govt. of India;
- iii) To verify whether the financial discipline has been maintained in execution of the scheme;
- iv) To pin point the difficulties, if any, being faced by the implementing agencies for its implementation; and
- v) To suggest remedial measures in overcoming the difficulties:

Reference period:

The reference period for the study was 2004-05 to 2006-07.

Sampling design & Selection procedure:

The Mid Day Meals scheme is in operation in all the districts of Jammu division since 2004-05. The instant study was carried out in all the erstwhile six districts of Jammu Division as per sampling procedure mentioned below.

The multistage sampling procedure involving selection of zones, schools and students (Beneficiaries) was adopted to achieve the end results.

Zone wise sample selection:

In the first stage of sampling from every district, 3 Educational zones, 2 from rural and 01 from urban areas, were selected on simple random basis. Since in Jammu Division, all the districts had more than 10 educational zones, 3 zones in each of the district were selected making a total of 18 zones in the sample.

Sample School selection:

In the second stage of sampling, from each selected zone, 25% of the total schools were selected randomly. At least one EGS centre in each of the selected zones was also covered for field enquiry.

Sample Students selection:

In the third stage, at least 3 students from each selected school were interviewed for seeking their views about type, quality and quantity of meals served to them in their schools. Besides, one of the member of village education committee in each selected zone was also interacted to elicit his opinion about the implementation of the scheme and suggestions for bringing improvement. 18 VEC members, in all, were interacted upon.

Summary of Main findings and suggestions:

- The National Programme of Nutritional Support to Primary Education popularly known as Mid-day-Meal (MDM) scheme was launched on 15th of August, 1995. It envisages to boost universalization of primary education by increasing enrolment, retention and attendance and simultaneously impacting on nutritional status of students studying in primary stage. As per

Supreme Court directions (2001) and important policy pronouncements (June-July, 2004), the MDM scheme was revised in September, 2004. However in view of certain difficulties faced in implementation of the scheme, it was again revised in the year 2006 with some modifications in nutrition and cost norms.

- At the instance of State Level Evaluation Committee (SLEC), the evaluation study of MDM scheme was conducted in all the erstwhile districts of Jammu Division to assess the extent to which MDM has resulted in achieving its intended objectives.
- In Jammu division, the MDMS was launched on pilot basis from November, 2004 in 5 schools of each educational zone. The implementation of the scheme, however, actually took off from the year 2005-06 when it was extended to all Govt. schools having primary classes including EGS/AIE centres as well.
- Against availability of Rs.17.85 crores at the Divisional level during the period of reference, an amount of Rs.16.17 crores have been spent accounting for 91% of the total availability. 66% was received as central assistance whereas 34% was contributed by State Govt. The scheme was implemented on pilot basis initially in 3242 schools in Jammu Division. However, it was extended to all the schools including EGS centres from 2005-06 covering 11369 schools which rose to 11572 in 2006-07. The no. of beneficiaries covered under the scheme rose from 441222 in 2005-06 to 461343 in 2006-07 in the Jammu Division.
- The implementation of the scheme revolves around the major inputs viz food grains and cooking cost. 92% of the food grains lifted from the godowns at the divisional level was utilized during the period 2004-05 to 2006-07 whereas the percentage utilization of cooking charges was 91% during this period.
- Regular and uninterrupted flow of food grains is the essence of the programme for which the State Government is required to develop a system to ensure smooth flow of grains to the schools. The delivery mechanism was observed to vary across the division through this survey. However, in general the food grains are lifted by the schools either from the pay centers or from the designated outlets. The teachers associated with implementation of the scheme were responsible for arranging food grains. This system was not found suitable to all the school heads. Only 73% of the sample schools were satisfied with the prevalent system of lifting food grains. 13% of the heads of the sample schools reported delay in supply of food grains as a result of which regular serving of meals in the schools is bound to get hampered.
- Timely release of funds for meeting out the cooking charges in the form of pulses, vegetables oil, salt and other condiments is another essential requisite for conversion of food grains into hot cooked meals. The field survey

revealed the delays on account of hierarchical level wise releases forcing the schools heads to utilize their local funds to be reimbursed later on.

- Both the sample ZEOs and heads of the schools felt that food grains should be delivered in the schools so as to avert delay and inconvenience on the one hand and saving time of the teachers involved in collection of food grains on the other. Similarly the delay in supply of foodgrains and release of funds should not be allowed as it is bound to interrupt actual provision of mid day meals to children. The authorities concerned should ensure a system through which the foodgrains are transported to the schools without interruption. The authorities should also ensure that a minimum of one month buffer stock of foodgrains and cooking cost is available in each school as envisaged in the guidelines.
- The success of the mid day meal programme depends upon the manner in which it is implemented at the school level. Safety and hygienic standard needs to be set and practiced with vigor. Infrastructure in the form of kitchen-cum-store and cooking utensils/other appliances is important parameter for implementing the scheme effectively and qualitatively with required safety and hygienic standards. But the scheme has failed to maintain these standards and the quality as 39% of the school resorted to cooking in the open in absence of kitchen in the schools. Another 28% have to do cooking in the class room which is not only un conducive for the health of children but also disrupts their education. 21% of the schools were getting the meal cooked from outside the school premises. 9% of the schools were having their temporary sheds. Only 4% of the sample schools possess separate kitchen for cooking the day meals. Non availability of utensils has also been reported by the field officers (District Statistics and Evaluation Officers) during the inspection of field surveys.
- Although the scheme was revised in the year 2006 envisaging provision for construction of kitchen-cum-store @ Rs.60,000/- per schools and Rs.5000/- per school for utensils/appliances, progress on this aspect had been at the lowest ebb. The issue evokes concern of the authorities to ensure provision of utensils and kitchen in the school in a phased manner, if the scheme has to run effectively maintaining the required safety and hygienic standards.
- The scheme stipulates provision of a cook in every school to prepare meal for the children. The current study, however, revealed that in 14% of the sample schools the staff members were engaged for preparing meals. Involvement of teachers in cooking of meals is a grave violation of the guidelines which clearly states that the teachers should under no circumstances be assigned responsibilities that will impede or interfere with teaching-learning.
- The current study has revealed that implementation of scheme has caused serious disruptions to teaching-learning activities by involving teachers in cooking of meals, thereby disrupting the education of the children. This apart, in absence of full-fledged manpower, teachers are involved in making

arrangements for availability of foodgrains, cooking material and maintenance of records etc. The implementing agency should see as to what led to involvement of teachers in process of cooking when there is provision of cook in the scheme. Besides the practice of involvement of teachers in other arrangements for mid day meal scheme need to be dispensed with.

- Scheme stipulates that 100 grams of foodgrains (Wheat/Rice) in cooked form are to be provided to every child on each school day. Number of school days would depend upon the number of holidays and vacation in a year. On the basis of quantum of foodgrains utilized by the sample schools and the number of beneficiaries reported to have taken meals, the average number of days for which the meals served comes to 138. Even based on the utilization of foodgrains shown by the CEOs in the district and the number of beneficiaries, the average number of days for which the meals had been served works out to 131. At the national level, National University of Education Planning Administration (NUEPA) reports 209 working days per annum whereas Ministry of HRD reports 230 school days per year. Some of the CEOs during interaction have reported 210-220 days per annum on average. This indicates that the scheme has not been able to achieve its very basic objective of providing meals to each eligible child on each school day. Irregularity in supply of mid day meals will also affect the other important objective of the scheme i.e. to enhance the nutritional levels of the children by providing them the prescribed energy intake.
- Cooking charges are the costs involved in conversion of grains to hot cooked meals. Therefore, utilization of foodgrains and cooking cost should be in conformity to each other. The survey however, observed a mis-match between the two. The cooking charges have been utilized for 118 days(Avg) whereas the foodgrains have been consumed for 131 days.
- Though in the modalities of the scheme, there is layout of target specific inspections at various levels but in practical, monitoring and supervision of the scheme has remained very weak. The inspections for various schemes are being carried by the officers but these inspections are not confined to mid day meals scheme alone but entail over all supervision of various schemes implemented by the School Education Department. In such a state of situation, a separate monitoring wing at various levels needs to put in place in order to ensure intensive supervision of the Scheme. Besides, the steering-cum-monitoring committees at State, Divisional and District Level should also be evolved for rigorous monitoring of the scheme.
- Issues pertaining to regularity and hygienic preparation of meals evoke concern necessitating new approaches for monitoring and supervision. Involvement of mothers to watch feeding of the children is one such effective intervention which would lessen dependence on monitoring through external supervision/inspections.

- Involvement of Gram Panchayats and Village Education Committees can also go a long way to help the school management in ensuring efficient cooking, serving and cleaning operations.

Implementation of Scheme in Rural viz-a-viz urban areas:

In the present study, two educational zones from rural areas and one from urban areas in each district was selected in order to assess the implementation of the scheme with respect to its coverage, delivery mechanism, availability of inputs, cooking arrangements etc. both in rural and urban areas. The study revealed that schools falling in urban areas have better arrangement for lifting of foodgrains as compared to rural areas as 77% of the heads of schools in urban areas were satisfied with arrangements for lifting of foodgrains as against 71% in rural areas. As regards supply of foodgrains, only 8% of the heads of schools in urban areas reported delay in supply of foodgrains whereas 16% of the schools in rural areas reported having received belated supplies.

As regards availability of infrastructure in the form of kitchen and cook for preparing meals, the profile of both rural and urban schools was by and large, same. Absence of kitchen shed was found both in rural and urban areas.

Position with regard to regularity in serving of meals is almost similar in rural and urban areas. Average number of days meal served in rural areas is 138 as against 140 in urban schools.

Post Enumeration Check of Schools in Jammu City:

- In the post enumeration survey conducted in January, 2009, the implementation of the mid day meals scheme was assessed in Jammu City only with regard to the attendance of the children together with the hygienic condition of cooking and serving operations in schools.
- The post enumeration survey revealed that the average attendance on the day of survey was 81% which corroborates with the Annual Status of Educational Report (ASER) 2007 reflecting the average attendance in primary schools of J&K State at 83.1% for classes Ist to 5th.
- There persists a widely held opinion that in urban areas economically well placed families do not prefer their children taking meals from the schools as they can afford the required nutritional meals. The post enumeration survey surfaced that 67% of the enrolled children belong to labour class who cannot afford the nutritional meal to their children due to economic constraints, 12% have their parents self employed, 17% were engaged in petty works. Only 4% have their parents self employed in Govt. Department.
- As regards availability of separate kitchen 40% of the schools were using classrooms as kitchen, 27% were cooking in open space, 20% were having separate kitchen and 13% were cooking in stores where other articles were stored. However, in all the schools surveyed, cooks were engaged for preparation of meals.

- The results of post verification survey revealed that in 86% of the schools, the hygienic condition of the cooking place and appliances was satisfactory. It was hygienically very poor in 7% of the cases which is indicative of the fact that absence of separate kitchen forcing cooking of meals in open space have direct bearing on the hygienic conditions of the cooking process.

6

*Evaluation study on
River Valley Project, Thein Dam Catchment,
Kathua
(2002-03 to 2006-07)*

Introduction:

Soil Conservation in the catchment of River Valley Project (RVP) is a Centrally Sponsored Scheme shared between Central Government and State Government in the ratio of 90:10 respectively. This scheme was launched during the Third Five Year Plan for mounting concerted efforts for prevention of catchment area deterioration. The work for treatment of the catchment area in J&K State was taken-up in the year 1994-95. The Thein Dam catchment falls in the states of J&K, Himachal Pradesh and Punjab. The Catchment area falling in the J&K State is spread over is 87,706 hectares which is about 16-30% of the total catchment area consisting of 73 villages of Basoli tehsil and 5 villages of tehsil Kathua.

River Valley Project implemented in Thein Dam Catchment Area has been designed to conserve and develop crucial land resources by preventing Soil Erosion in highly degraded catchment areas and by enhancing land capabilities in respect of soil moisture retention and biological resources endowment. The project has been conceptualized with the sanguine approach towards land resources conservation, its development, skill upgradation, public awareness, reconciliation of felt needs of ecological sustainability with social need fulfillment search for cheaper alternatives regarding land/soil management and proper momentum for effective and continuous attention to bio-degradation problems in a synchronized manner.

In order to assess the effectiveness of the River Valley Project Thein Dam, the State Level Evaluation Committee (SLEC) in its meeting held on 24th of April 2007 decided to get the River Valley Project evaluated through the Directorate of Economics and Statistics.

Objectives of the evaluation Study:

The Evaluation Study was conducted with the following objectives:-

- 1) To assess the improvement in environmental changes through reduction in soil losses and improvement in soil by way of vegetative cover and soil conservation measures.
- 2) To assess the improvement in fuel and fodder resources.
- 3) To assess the improvement in production and productivity of land and livestock,

- 4) To assess the impact of the project on socio-economic status of local people;
- 5) To assess perception and attitude of the local towards the project activities and their participation in planning and execution of project and management and maintenance of resources developed.

Reference Period:

The reference period is the project period of the Micro-watersheds selected (2002-03 to 2006-07). Primary data, however, relates to the date of survey i.e. June 2008.

Sample selection and selection procedure:

The catchment area of RVP Thein Dam has been categorized into 43 Micro-watersheds. In the priority area of the watershed, 24 Micro-Watersheds have been completed upto the end of financial year 2006-07, out of which 12 Micro-watersheds are of very high priority and 12 are high priority areas, according to magnitude of degradation as per Silt Yield Index (SYI).

Two stage sampling procedure has been adopted for making the sample selection of beneficiaries:

At first stage, a sample of 4 Micro-watersheds out of 24 completed Micro-Watersheds (each from the very and high priority areas) have been selected on random basis.

At the 2nd stage, out of these 4 selected Micro-Watersheds, a sample of 20% of the total household beneficiaries subject to a minimum of 50 beneficiaries have been selected from each Micro-watershed on random basis for collection of primary data.

5 Knowledgeable persons from each Micro-Watershed have been interviewed to obtain general information about their assessment of various measures taken-up under the project.

10 closures from each selected Micro-Watershed have been taken up for physical verification.

Out of 11 nurseries taken up the project authorities only 1 nursery is functioning which have also been taken up for physical verification.

Summary of Main Findings and Suggestions:

- As per official data, expenditure of Rs.2099.14 lacs has been incurred on different activities covered under the project, 74% of the expenditure i.e. 1556.46 lacs was spent of forest/waste land, 25% of the expenditure i.e. 521.38 lacs was expended on miscellaneous purposes viz Corpus Fund,

wages etc. Only 1% of the total expenditure was provided for the upgradation of Agricultural land.

- A sizeable amount of Rs.672 lacs which constitutes 32% of the total expenditure has been incurred on barbed wire fencing. Despite clear-cut guidelines that only live hedges are to be used for demarcating the boundary of land and planted area, barbed wire has been used. Under no circumstances, wire fencing shall be made. The project authorities have used barbed wire fencing for demarcating for closures which is the major violation of the guidelines. Despite this, the survival rate of the plants has been observed to be deplorably poor. This needs to be looked into.
- On the physical side, near about 74.19 lac plants have been planted under Wasteland development activity in the completed Micro watersheds. Besides, 11 composite nurseries have been setup, in which 92.32 lac plants were planted with the financial involvement of around one crore Rupees. Out of eleven nurseries only one nurseries only one nursery is functioning with reported plantation of one lac plants spread over an area of one hectare. As per physical verification approximately 0.87 lakh plants were alive which shows that around one percent survival rate of nursery plants out of 92.32 lac plants planted. 54 farm ponds were constructed. 23 training camps were organized in which 6900 farmers were trained as per official claims.
- 278 Households were selected randomly from 4 sample Micro-watersheds for obtaining their response towards effectiveness and impact of the programme on the basis of which inferences have been drawn and corrective actions proposed.
- Agriculture is an important source of livelihood in project area as 54% of the work force is engaged in one way or the other, in agriculture and its allied activities. Land holdings are small. The average holding size is 0.80 hectares only. Most of the cultivable area is rainfed. Main crops in the areas are Wheat, Maize and paddy. Although the scheme envisages promotion of most appropriate and suitable cropping pattern, yet no change has been observed in the cropping pattern even after implementation of the programme in the selected Micro-watersheds.
- The yield rate of the major crops viz Wheat, Maze and Paddy has increased in almost all the sample watersheds. On an average, the productivity of wheat has risen by 22%, Maze by 16% and Paddy by 14%. However, this increase cannot be attributed to the project efforts alone, since contour Hedges/ Vegetative cover on the agricultural lands have not been taken up by the department in the selected Micro-watersheds. On-Farm Demonstrations (OFD), as envisaged in the guidelines, were also not reportedly held wherein the farmers would have been given the expert advice by the technical experts of the Agriculture Department for appropriate land use and adoption of new agriculture practices. Moreover,

there was no provision in the programme for supply of agriculture inputs to the farmers. The irrigation facilities have not been provided for. So the increase in production and productivity is not specifically due to the implementation of the watershed programme but could be attributed to the development and promotional efforts of Agriculture Department and the farmers.

- Interaction with the sample households and knowledgeable persons has given to suggest that the project authorities should have taken steps to increase the agricultural production and the productivity in the area by demonstrating new agricultural practices in collaboration with Agriculture Department. This is well perceived in the programme as well. There is need to do more extension work. The project authorities should take note of it. The people also suggest that khuls from local nallahs can also be utilized for irrigation purposes by construction of field drains from outlet (Moga) to the farmers' field.
- Extension of Horticulture on agricultural land has been taken up by way of distribution of fruit plants to the farmers, but it has not succeeded well. The survival rate of plant material, as reported by the sample households, was only 37 %. Although the volume of horticulture production has reportedly increased over the period but it should not be linked with the project efforts alone. Merely distribution of plants, without any technical inputs, fertilizers, irrigation and post-plantation care can not lead to increase in horticulture produce. The project authorities should have associated line department in the process of extending horticulture in the agricultural lands. This process could have been more successful if orchard plantation was taken-up in close coordination with Agriculture/Horticulture Department.
- Extension of Agro-forestry on farmer fields has shown good response as 49% of the original survived (as reported by the households). Robinia was mostly distributed to the farmers which have proved helpful in checking the soil erosion. Some sample households have also reported positively in this behalf. The volume of production of fodder has risen by 27% whereas the productivity has shown an increase of 17%.
- Although there has been significant improvement in the availability of fodder, the milk yield has not improved to that extent. The average milk yield is 1.58 Kgs per local cow and 2.39 Kgs per buffalo thereby registering an increase of 8.22% in case of local cow and 11.16% in case of local buffalo.
- 72% (200) of the households reported that the farmer camps were organized by the Project authorities in the sample watersheds once a year. 20-30 farmers reportedly participated in each camp. Out of these households (108) reported having participated in these camps. 94% (102) of the sample households felt that the camps were helpful in providing

knowledge to the farmers about the latest agricultural practice and appropriate land use.

- None of the sample households contacted during the course of survey reported having visited to other successful watershed or research institution within or outside the state, though there is provision in the scheme modalities.
- Only 45% of sample households reported that their views were taken by the project authorities before implementation of the project with regard to problems affecting production and productivity of crops etc. Only 40% of the sample households reported having participated in the group discussion.
- 40% sample afforestation closures on the non-arable lands were physically checked which involved counting of 1.42 forestry plants. Survival on the survey date was 34% of the originally planted plant material. The Project authorities have estimated mortality rate of 25% whereas the physical verification has revealed a figure of 66% which is quite high. There is need to reduce causality to ensure better survival.
- Mortality among plants is reported mainly caused by lack of watch and ward rendering the closures open for all type of interventions. Although the closures are properly fenced but due to lack of watch and ward, the fencing has been severely damaged by the animals. The Project authorities are also of the view that non protection of plants is mainly responsible for mortality of plants. It has also been reported that the central share as well as state government share towards corpus funds(1.5% of the project cost) is available in the bank account but due to non responsiveness of the public in contributing their share of 0.5% towards the fund, the maintenance mechanism envisaged in the guidelines could not be operationalized.
- Of those plants found alive on the survey day, only 2% were found to be in a very good condition, 80% in good condition and 18% were below average. The evaluation team observed that all the sample closures were found protected with barbed wire. Fencing was good in case of 38% of the closures and in 62% of the closures it was found damaged by the livestock.
- 356 Drainage line treatment structures were physically checked in the 40 selected sample closures, 49% were in good condition, 38% were partially damaged and other 13% were completely damaged. 4 ponds were selected for physical observation. All the 4 ponds were not in good condition. Those were damaged and did not contain any water. The authorities should look into its failures and initiate steps to make these ponds functional so that it could serve the purpose for which they were constructed.

- 11 nurseries had been setup in the whole watershed. All these nurseries were reportedly closed except one at Kharwah in Tc 2D MWS. This nursery was established in the year 2005-2006 on an area of 1 hectare. One lac plants have been raised as per the official data. However, during the physical verification approximately 0.87 lac plants were found alive. The nursery has been fenced with barbed wire and was in good condition. The arrangement of watch and ward was good and proper irrigation facility was also available.
- Various types of asset created have got damaged in the normal course at the hands of men, animal and natural factors. Repair and maintenance of the assets has to be provided for, otherwise the assets get damaged/washed away. The villagers/beneficiaries hardly attend to this problem as they are yet to be mentally involved in the process. The programme/guidelines have well conceptualized mechanism of creating a corpus fund for maintenance of assets with the involvement of both the Government (Central as well as state) and the users. But this mechanism could not be operationalized due to non cooperation of farmers. The farmer must be motivated to take care of the assets so as to ensure their sustainability. The Project authorities should arrange farmer's visits to other watersheds outside the state where this mechanism of maintenance is successfully running so as to make them aware of their responsibility towards community assets and seek their cooperation for said purpose. The authorities should seriously look into it and find out workable solution to operationalize the corpus funds for maintenance of assets to ensure their sustainability. In case farmers cooperation is not forthcoming, an alternative mechanism, preferable the corpus consisting of central/state share only should be operationalized to repair the damages and ensure maintenance of assets. For that purpose the scheme modalities could be amended as per the ground realities. Non Cooperation of farmers should not become a hurdle in utilizing 75% of the funds available for such type of repairs and maintenance.

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*Evaluation Study on Cooked Mid-day Meals Scheme (CMDM)
Kashmir Division.
(2004-05 to 2006-07)*

Introduction:

The implementation of Mid Day Meals Scheme in India reflects the National Policy of the country on Child Development and Universalization of Education. Children, the nation of tomorrow, require special care during the critical phase of human development but unfortunately many of these children belonging to poor and down-trodden families do not enjoy the basic minimum needs of life like food, shelter and education, not to speak of enjoying the special care and attention.

Malnutrition is widely prevalent among the growing poor children in India, which not only gives rise to morbidity and mortality but also prevents the children from developing into a fully functional adult. Besides, it adversely affects the cognitive skills of a child as the malnourished child finds it difficult to concentrate on teaching learning activities. This results in low academic performance of the malnourished child and such a child is less likely to attend school regularly, which ultimately acts as a barrier to the universalization of Elementary Education (UEE).

To address these areas of concern, the National Programme on Nutritional Support to Primary Education which is popularly known as Mid-Day-Meals Scheme was launched by the Government of India in 1995 with the objective to boost universalization of primary education by increasing enrolment, retention and attendance and simultaneously impacting on nutritional status of students in primary grade. Initially the programme covered students of primary stage studying in Government, local body and Government aided schools, but was extended in 2002 to cover the children studying in Education Guarantee Scheme(EGS) and Alternative & Innovative Education (AIE) Centres. In erstwhile J&K state, the scheme was introduced in November 2004 in respect of 05 schools in each educational zone. The implementation of the scheme actually took off from April 2005 in the state covering all government schools having primary classes and EGS centers.

The State Level Evaluation Committee (SLEC) in its meeting held on 24-4-2007 decided to get the scheme evaluated in Kashmir division.

Objectives:

The broad objectives identified for the study are listed below:-

- 1) To assess the extent of coverage of Cooked Mid-day Meals(CMDM);
- 2) To assess the extent to which CMDM has resulted in achieving its objectives of impacting on enrolment, attendance, retention and nutritional status of children of primary stage;

- 3) To study whether CMDM has not adversely affected the teaching learning activities in the schools;
- 4) To assess the availability and adequacy of infrastructural facilities including manpower for implementation of Mid Day Meals Scheme;
- 5) To understand and examine the supply chain and processes that are involved in implementation of CMDM;
- 6) To assess the extent to which community participation is ensured;
- 7) To assess the extent to which CMDM is relevant to the target group;
- 8) To identify the constraints, if any, faced in implementation of the scheme and suggest remedial measures to overcome such constraints.

SAMPLE SIZE

The study of scheme was conducted in all the 8 erstwhile districts of the Kashmir Division as per following sampling procedure:

Multistage sampling was adopted for selection of sample for the conduct of the study.

i.) **At the first stage:**

- a) Three Educational zones with a break-up of 02 rural and 01 urban zone in each district were selected for the districts which had 10 or more Educational zones.
- b) Two Educational zones with a breakup of 01 rural and 01 urban zone in each of the districts which had less than 10 Educational zones.

ii) **At the second stage:**

- c) At least 5 percent of the schools in respect of each selected zone were covered for field operations by adopting "Simple Random Sampling Technique".
- d) Besides, at least One EGS centre in each selected zone was also taken-up under the study.

iii) **At the third stage:**

- e) 3 students from each selected school were contacted and interviewed with reference to the MDM scheme in the light of objectives postulated for the study.
- f) Besides, One of the members of one Village Education Committee(VEC) in each selected locality was contacted and asked to express himself with regard to the implementation of the scheme.

Reference period:

The reference period for the study was 2004-05 to 2006-07.

Summary of Main findings and suggestions:

- During the first year of reference period 2004-05, the scheme was under implementation on pilot basis and as such the total allocation for the

division was Rs.126.01 lakhs. The actual implementation of the scheme started from 2005-06 with an allocation of Rs.628.10 lakhs against which an amount of Rs.605.10 lakhs (96 percent) was utilized. In 2006-07, the allocation rose to Rs. 1488.47 lakhs showing a huge increase of 137 percent over the previous year against which an amount of Rs. 1322.38 lakhs was utilized registering an overall expenditure Percentage of 91 for the reference period.

- The satisfactory utilization of funds under CMDM Scheme is also corroborated by the sample zonal level and sample school level information. However, the sample school level information brings this fact to the fore that belated releases are made at the school level and school management is forced to utilize school grants available for other components which though are subsequently reimbursed.
- The utilization of lifted food grains was cent percent in respect of all the districts of Kashmir Division barring Anantnag where it was 97 percent. The sample zonal level data and sample school level data puts it at 94 percent and 96 percent respectively. In respect of district Kargil, the utilized quantum of food grains was reported distributed in dry form owing to non-utilization of provided funds.
- In information provided by the Chief Education Officers of respective districts across the division reveals that during the years 2005-06 and 2006-07, all the schools with primary classes and all EGS Centers were covered under the revised NP-NSPE Scheme. During 2005-06, a total of 9912 schools and EGS Centers were covered which increased to 10793 in the year 2006-07. The sample zone level and sample school level verification confirmed the full coverage of schools and EGS Centers under the scheme for the reference period.
- In the year 2005-06 when the actual implementation of the scheme took place, the number of student beneficiaries reached to 6.66 lakhs of which 43 percent were girl students. During 2006-07, the number of beneficiaries was 6.48 lakhs with more than 2% decrease in the number of children and one percent favourable shift in the girl proportion of the students over the previous year of implementation of CMDM. The coverage of eligible children was cent percent. The full coverage phenomenon and the increase in the ratio of girl students was corroborated by sample zone level and sample school level enquiry also which puts the ratio of girl child at 46 percent and 50 percent respectively. The decrease in the number of children infers that the number who passed the 5th class were replaced by decreased number at class 1st owing to opening of new schools in the private sector which are not covered under CMDM.
- Contrary to the views expressed by the Chief Education Officers across the division and seconded by the majority of Sample Zonal Education Officers, 5 percent of the schools were not satisfied with the lifting arrangements of food

grains. Similarly 20 percent of the schools have registered complaint about the quality of food grains with the evaluation team and 6 percent schools have reported that the supplies were not in time. This contrary information suggests that the officers at the controlling and monitoring position rely on paper information and are not physically supervising over the scheme implementation on ground.

- The Cooked Mid Day Meals (CMDM) Scheme is without any specific direction on the score of cooking arrangements both on the manpower and infrastructural front. 14 percent of the sample schools have carried this job through the services of teachers which is straight away dispossession of education time, the primary job and in fact the end objective of the CMDM Scheme itself. On the infrastructural front 68 percent of the sample schools were cooking meals outside the school or outside the school premises, 9 percent have constructed temporary sheds and only 1 percent have appropriate cooking place in the form of separate kitchen. A sizeable quantum of 9 percent supplied the meals to beneficiaries in dry form. A sizeable Percentage of 13 sample schools were doing this job in the classrooms which is never advisable neither from the educational point of view nor from the hygienic and safety aspects of the enrolled children.
- In the sample schools, 93 percent have shown improvement in the enrolment of students, 92 percent reduction in drop-out rate and 86 percent increase in attendance of enrolled children. This situation is an indication of the positive impact of the CMDM scheme and to a great extent fulfills the objective of its launch on this specific front.
- The most striking weakness of the CMDM Scheme is the dispossession of education time. The special observation of the evaluation teams throughout the division was that the time frame within which meals are required to be served in the schools is not possible for school management to adhere to. The cooking of meals, pre-serving preparations, serving and then post serving management in terms of cleaning of utensils takes hours together and consequently tantamounts to dispossession of education time. The dispossession of time was acute in those schools where teaching staff was associated with the preparation and serving of meals.
- 74 percent of the student beneficiaries reported to have been provided Cooked Rice with Daal most commonly under CMDM. The next popular and mostly consumed dish has remained the Cooked Rice with Vegetables. In view of the minor character of CMDM beneficiaries being unaware of the scheme modalities, its objectives, background, the varied dimensions it possess and more importantly unable to express themselves, they were simply asked whether they were satisfied with the serving of CMDM, the results obtained show that out of 731 beneficiaries 702(96 percent) expressed their satisfaction and voted for the scheme to be continued.

- The participation of Village Education Committees (VECs) in the implementation process of CMDM is reflective from the fact that 91 percent of the Sample VECs reported to have been invited by respective school managements for discussion on the implementation of the scheme. 95 percent of the sample VECs reported to have physically inspected the serving of meals in the respective schools. Thus it seems that the school management has accepted the role and involvement of VECs in the process and the community representatives have also accepted the assignment for the ultimate interests of the community as a whole.
- The limitation of utensils required for cooking and serving of meals is a general problem in the schools. The condition of utensils was generally observed unhygienic. Non-availability of water in some schools was the cause of unhygienic condition of utensils. Replacement of primitive and unhygienic utensils is impossible for schools due to paucity of funds under the scheme.
- The supervision and monitoring system of the scheme has been observed very weak due to over busy schedule of CEOs/ZEOs. In such a state of situation separate monitoring wing at the zonal level needs to be put in place to ensure intensive supervision of the scheme especially with regard to quality control. The quality of food grains and hygienic aspects of cooking process must be ensured at all costs as any minor compromise on such things may negate the very purpose of the scheme and could endanger the child health who by nature are vulnerable to morbidity.
- The scheme modalities need to be specific on the manpower and infrastructural provisions of cooking and serving meals. Separate kitchen facility for all the schools and EGS Centers across the state/division is really hard to imagine at this juncture. But there is no other alternative for the Government but to provide separate Kitchen facilities to schools in a phased manner, if the scheme has to continue on the current modalities without compromising on the health, hygiene and safety aspects of the minor children.
- In order to do away with the striking weaknesses of the CMDM Scheme in terms of dispossession of education time, alternate arrangements:-
 - Processed eatables/snacks, biscuits, roasted grams and dry fruits could be made in lieu of cooked meals;
 - The CMDM Scheme be integrated with ICDS and the responsibility of nutrition serving be completely handed-over to ICDS Organization. But for shouldering such huge additional workload, the Organization has to be strengthened appropriately;
 - Cooking and serving of meals in schools be carried-out on contract basis.
- Any of these suggestions could be acted-upon with appropriate safeguards and strict and intensive monitoring system in place at the zonal level. This arrangement is expected to improve the CMDM programme in totality

without sacrificing the educational aspect of the schools. These suggestions are required for revision of the CMDM Scheme by the Human Resource Development Ministry, Government of India.

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*Evaluation Study on
Infrastructure Development under Sarva Shiksha Abhiyaan (SSA)
Kashmir Division
(2002-03 to 2006-07)*

Introduction:

Sarva Shiksha Abhiyan (SSA) aims at providing useful and relevant elementary education to all children in the age group of 6-14 years by the year 2010 and to bridge, regional and gender gaps with active participation of the community in management of schools. There are number of factors which would reflect the quality in respect of functioning of a school. These include quality of education, infrastructure, provision of basic amenities & other related things. The only means of undertaking any civil work in improvement of school facilities undoubtedly needs community participation at all levels. The community has to be actively involved to maintain school facilities as and when any investment is proposed in a village. The SSA also envisages an annual support to the community for school maintenance and repair, which amounts to Rs. 5000/- per year. On the other hand School Management Committees, Village Education Committees, Gram Panchayat Committee on education will carry out the civil work activities through a transparent system of account keeping mandatory in all Sarva Shiksha Abhiyan districts. The Sarva Shiksha Abhiyan (SSA) scheme also encourages usage of local material and cost effective technologies.

In order to ascertain the actual position with regard to the infrastructural Development activities being under taken under the Sarva Shiksha Abhiyan (SSA), the State Level Evaluation Committee in its meeting held on 24-04-2007 desired to conduct the evaluation study of the scheme in Kashmir division.

Objectives of the Study:

The objectives of the evaluation study were to:-

- i. To know whether the teaching staff accommodation and teaching and learning equipments are available to the Institutions as per set norms of the Sarva Shiksha Abhiyan (SSA);
- ii. To know whether the civil works were executed as per the approved design and estimates;
- iii. To know whether free text books were provided to the target group of children in the schools covered under the scheme; and
- iv. To know whether the school grants and teacher grants were utilized in the transparent manner.

Reference Period:

The reference period of the study relates to period from 2002-03 to 2006-07.

Sample Size and Selection Procedure:

All the erstwhile 08 districts of the Kashmir division were brought under the ambit of the instant study.

Multistage sampling technique was adopted for drawing of sample from each district:-

- a) At the first stage three Educational Zones with a breakup of 02 Rural and 01 Urban Zone in each District was taken up for the districts which have 10 or more Educational Zones and 02 Zones with the breakup of 01 Rural and 01 Urban in each District having less than 10 Educational Zones. (List of sample Zones covered enclosed).
- b) At the 2nd stage 25% of the schools in respect of each selected Zone were covered for field operations by adopting simple random sampling technique. At least 01 Education Guarantee Scheme (EGS) centre in each selected Education Zone was also covered in the field.
- c) Besides, the field investigators were also advised to contact one of the members of one Village Education Committee in each Zone and had an interaction with the said member with regard to the implementation of the scheme.

Summary of Field Findings & Suggestions:

1. As on the date of survey, the Sarva Shiksha Abhiyan scheme was operational in all 99 Educational Zones of Kashmir division.
2. The field operations were conducted in 22 sample Education Zones spread over all erstwhile eight districts (now 12) of Kashmir Division.
3. A sample of 234 schools was selected for field operations, which consisted of 146 Primary Schools, 76 Middle Schools & 12 High Schools spread over 22 Sample Zones in Kashmir Division.
4. 199 (85%) sample schools were falling in Rural areas and 35 (15%) schools in Urban areas. The total staff strength in these schools was of the order of 989 with female staff percentage 43.
5. The expenditure level under Maintenance & Repairs was of the order of 81% in respect of sample zones.
6. The expenditure level in respect of 22 sample zones during five year period under the intervention of Civil Works remained at the level of 69% only. As such, the set targets in respect of construction of Primary Schools, Upper Primary Schools & Additional Classrooms have not been achieved in full.
7. Under Infrastructure Development, 298 Primary Schools were constructed against the set target of 411 with an achievement of 72% only, whileas 70 Upper Primary School buildings were constructed against the target of 102

thereby registering an achievement of 69% of set targets at sample zonal level.

8. At sample zonal level, 483 Additional Class Rooms (ACR) were constructed against the target of 641 reflecting an achievement of 75%.
9. During the period under report, 43 Cluster Resource Centers were established against the target of 55; while as 13 Block Resource Centers were established against the set target of 20 in sample zones of Kashmir division.
10. During field investigation, it was observed that the allocation of funds under different interventions has not been uniform as per the norms of SSA scheme.
11. During the course of field investigations, 25% teachers reported that they did not receive the amount in full as approved under Teacher Grant of SSA.
12. During the course of field investigation, it was observed that enrollment was on a decreasing trend in urban areas especially in District Srinagar. The specific details have been reflected in Chapter – III of this report. Enrollment has decreased in Govt. Primary School Meeshah Sahib Rainawari, Govt. Middle School, New Theed Harwan, Govt. Boys Middle School, Magam, Govt. Middle School, Drass etc. However, it was observed that there is an overall increasing trend in enrollment in all the districts of Kashmir Division except Srinagar.
13. Mis-utilization of funds under the intervention of TLE to new Primary Schools / Upper Primary schools e. g. mis-utilization has been found in EGS Centre Khan Mohalla Chanpora (Budgam), Middle School, Barsoo (Pulwama) EGS Centre Akhoo (Pulwama) etc.
14. During the field investigations, it was observed that most of the schools were without toilet and safe drinking water facilities. It seems that this important intervention has been neglected.
15. Only 36% sample schools were provided with toilet facility, out of which only 12% had separate toilet facility for females.
16. Only 43% sample schools have been provided with the safe drinking water facility under the scheme, while as 57% schools yet need to be provided this basic facility.
17. Diversion of funds was also noticed under School Grant in sample zones. During the course of field investigation, it was found that funds have been diverted / mis-utilized in respect of Boys Middle School, Akura Anantnag Govt. Primary School, Khanpora etc.
18. Of the total Education Institutions, 68% were accommodated in Govt. buildings, 30% in rented buildings & 2% in sheds / tents etc.

19. 90% sample schools have been provided with text books, 10% schools were not provided the text books. The field enquiry revealed that 74% Institutions received the text books in time and 18% received the same after a lapse of three months and the remaining 8% received the books after more than three months.
20. The set targets as envisaged under various interventions of the scheme have not been achieved in full which in turn were responsible for the low impact of the scheme.

Some suggestions:

- Due to the implementation of Sarva Shiksha Abhiyan (SSA) the Education Department has succeeded in increasing the enrollment in schools of rural areas, however, there is an urgent need in improving the quality of learning, teaching especially at primary level.
- During the course of investigation, lack of infrastructural facilities has been found in SSA schools. Mushrooming of SSA schools without basic infrastructural facilities has adversely affected the quality of education.
- Lack of coordination among local people (VEC), School Management Committees and Govt. authorities hampers the smooth functioning of SSA.
- The monthly wages / salary of RET's needs to be enhanced from Rs.1500/- to Rs.3000/- and their services should be confirmed after three years instead of five years, so that they will attend their duties with devotion and dedication.
- Quality teacher training programmes should be conducted yearly to make teachers aware about the latest techniques.
- There is a need to establish latest library / lab facility in all the schools which have been brought under SSA.
- There should be no political interference in the selection of localities for the establishment of SSA schools.
- Proper supervision should be carried out at various levels to ensure the smooth implementation of SSA and for that purpose the supervisory wing at zonal level need to be strengthened.
- During the construction process due care should be taken to maintain the quality of material used for the purpose. This also needs strict and close supervision of the Education Department.
- Boundary walls should be constructed to ensure safety of the student community in the Education Institutions situated on road side. This component needs to be included in the Education Plan on priority.
- Toilet/water facility needs to be provided on priority basis as envisaged in the scheme. This facility would definitely impact on enrolment and reduce

drop-out, besides easing-out schooling both in respect of Teachers & Students.

- Adjustment/posting of teaching staff needs immediate rationalization.
- Maintenance grants should be utilized for the specific purposes.
- The scheme needs to be evaluated after regular intervals.

*Evaluation Study on Technology Mission
Baramulla district.
(2003-04 to 2006-07)*

Introduction:

The J & K State is endowed with Agriculture and Horticulture potential and has three different agro climatic zones, each with its specific characteristics. Considering the potential of Horticulture/Agriculture for socio-economic development of J&K State, a centrally sponsored scheme “Technology Mission” has been launched from 2003-04. The goals of the Mission are to establish convergence and synergy among numerous ongoing Govt. programmes in the field of Horticulture/Agriculture Development to achieve horizontal and vertical integration of these programmes.

Horticulture is an important sector in the economy of the State especially in district Baramulla where about more than 70% of the population make their livelihood on the income of this industry. District Baramulla being a largest District of the valley is spread over an area of 4588 Sq. Kms. The area under orchard in the district is 28516 Hects out of which 25230 Hects are under fresh fruit and 3286 Hects under Dry fruits.

The State Level Evaluation Committee in its meeting held on 24-4-2007 decided to conduct the evaluation study of the Technology Mission through the Directorate of Economics and Statistics.

Objectives of the Study:

The objectives of the study were to:

- a) To assess the financial and physical achievements under the programme;
- b) To see whether the Mini Mission II being implemented at the district level has been linked to Mini Mission I;
- c) To see economic, ecological and social benefits from the components of the programme implemented and infrastructure created;
- d) To see whether the implementation of the programme has been able to promote development and dissemination of modern and well tried methods of cultivation based on traditional wisdom and modern technologies;
- e) To see whether transparency has been maintained in providing incentives to the farming community as envisaged under the scheme;
- f) To assess the quantum of area expansion under various crops and creation of additional water sources through Community sites;

- g) To assess the increase in the production of planting material in the established nurseries under the programme and to see whether all the facilities have been provided in these nurseries as envisaged under Technology Mission;
- h) To assess the beneficiary satisfaction.

Reference Period:

The reference period for the evaluation Study was 2003-04 to 2006-07.

Sample size and selection procedure:

The erstwhile district Baramulla is spread over 24 Horticulture zones and 8 Agricultural sub-divisions. To evaluate the impact caused by the introduction of Technology Mission in the district Baramulla, two Horticulture Zones viz. Watergam and Uri and two Agriculture Sub-Divisions viz. Baramulla and Rohama were selected for the evaluation study as per following multistage sampling procedure.

At the 1st stage two Horticulture Zones viz. Horticulture Zone Watergam and Horticulture Zone Uri and two Agricultural Sub-divisions viz Agriculture Sub-division Baramulla and Agriculture Sub-division Rohama were selected out of a total of 24 horticulture zones and 8 agricultural sub-divisions respectively for the evaluation study. At the 2nd stage four villages were selected from each selected Sample Horticulture zone and Sample Agriculture Sub-Division where benefits were provided or activities performed under the maximum scheme components. As such a total of 16 villages including some urban area stand selected for the Evaluation Study under Technology Mission in district Baramulla. At the 3rd and the last stage all farmers and beneficiaries covered under different activities (Scheme Technology Mission) of these selected sample villages were selected for detailed field enquiry. However, if the list of beneficiaries in respect of any activity was more than five, only 5% to the maximum of five got covered under the study.

Main Findings & Suggestions:

- 1) Under Technology Mission programme, mini mission II dealing with production and productivity was under implementation in district Baramulla in both Horticulture and Agriculture sectors. Under Horticulture sector an amount of Rs. 394.62 Lacs was utilized during the reference period 2003-04 to 2006-07 against an allocation of Rs.408.74 Lacs registering a financial achievement of more than 96%. The Agricultural sector was provided an allocation of Rs. 61.51 Lacs during the same reference period of 4 years against which the utilized amount was Rs. 54.42 Lacs thus claiming an achievement of more than 88%.
- 2) The funds utilization profile of the Technology Mission was evidently satisfactory as compared to various other programmes/ Schemes which have

recently come under evaluation in the State. The main cause of the failure or under-achievement of the intended objectives of the schemes has generally been the non-utilization/ under-utilization of financial resources. The capacity of the implementing Department to utilize the financial resources to the maximum possible extent is, no doubt the first step in the right direction in respect of Technology Mission in district Baramulla.

- 3) The fixation of targets under Technology Mission has been done at the State level and segregated at the District and Zonal level also. This is an indication of positive approach of the implementing Department and, of course the physical achievements made by the Department under the programme do commensurate with the financial achievements, thus indicating towards realistic fixation of targets.
- 4) As dozens of schemes aiming at increasing the production and productivity of different crops could be implemented under Technology Mission, the main focus in Baramulla has remained on Area expansion, PMRP, On farm handling unit claiming 100%, 100% and 94% utilization of funds respectively under Horticulture sector. In Agriculture sector, the main emphasis has been on Area expansion vegetables, distribution of IP sets and Floriculture claiming funds utilization of 100%, 100% and 91% respectively during the reference period.
- 5) Under Horticulture sector, the achievement of physical targets is 100% in respect of Area expansion, establishment of private nurseries, Poly Green Houses, Tube wells, PMRP and Deep Bore wells, while as under scheme component community tanks and On Farm Handling units it is ranging in nineties. The Agricultural sector also registered 100% physical achievements under Area expansion, Poly Green Houses, distribution of IP sets, Training programmes etc. The sub-schemes under which the physical targets could not be achieved fully during the reference period were Off Season Vegetable development, development of Spices, Rose production, distribution of Bee colonies etc.
- 6) A good number of schemes of different Departments which came under evaluation in the recent past were running in bad weather owing to inadequacy of implementing machinery available with the departments concerned. The Horticulture/ Agriculture Department having well established mechanism at the gross root level seem to have taken the programme in the right perspective as is conspicuous of the satisfactory utilization of allocated funds. This aspect of the Technology Mission suggested that the policy makers and scheme designers should necessarily take into account the availability and adequacy of implementing machinery before launching a programme. Indiscriminate launching of Schemes/ Programmes with no augmentation of implementing mechanism is unlikely to achieve the intended objectives.

- 7) The field enquiry revealed that under Horticulture sector all the 30 sample beneficiaries have received the assistance under area expansion and rejuvenation of old orchards in the form of plants and pesticides. The quality of plants has generally been rated as low which resulted in low survival rate. In the Agricultural sector, among 32 sample beneficiaries only 28 reported to have received assistance under area expansion of vegetables and peas. The remaining four either denied to have received the assistance or were not located anywhere in the area.
- 8) The impact of area expansion under Horticulture was pre-mature to be assessed as planting of fruit trees takes a gestation period of 6 to 7 years to bear the fruits. However, the farmers have generally expressed satisfaction on the assistance. In Agricultural sector the farmers have cultivated vegetables and peas which catered their domestic needs and no sample beneficiary reported to have done it on commercial basis. The reason for not cultivating on large scale has been the distribution of limited seeds to the farmers and has been the general complaint of the farmers.
- 9) Under Horticulture sector 169 Poly Green Houses were provided during the year 2003-04 and 2004-05 for providing favourable growth conditions to the plants inside fabricated structures. In its simplest form it is used to protect the plants from the adverse climatic conditions. In Agriculture sector also 35 Green Houses were established under the scheme component protected cultivation. The field study revealed that all the 16 Poly Green Houses brought within the purview of the evaluation did not exist on the day of survey though 15 beneficiaries reported to have received the assistance and established the same. The reason of their non-existence has been cited the wooden structure which could not withstand the odd climatic conditions of the area. The farmers maintained that the Poly Green House Technology could prove very beneficial if, instead of wooden structure, steel/ iron structure is provided.
- 10) The supporting activities under Technology Mission in terms of creating water sources for irrigation purposes have also been taken in both Horticulture and Agricultural sectors. In the field of enquiry it was seen that out of 19 beneficiaries reported to have been provided IP sets by the Agriculture Department, only 16 admitted to have received the same and the remaining 3 denied to have ever received the same. In the same manner only one beneficiary out of two had received assistance for construction of Tube wells. All the water sources created in the form of tube wells, dug wells, IP sets were functional on the day of survey and the farmers were satisfied with the assistance and with the usefulness of the assets. Under Horticulture sector all the 14 sample beneficiaries reported to have received the IP sets on subsidy and were satisfied with the assistance.

- 11) The unfair practices of providing benefits witnessed in Agricultural sector need to be checked by the Department by evolving an effective supervision system at the SDO/ district level. Also the field functionaries involved in such mal-practices need to be enquired for and appropriate action taken to check such unhealthy practices in future.
- 12) During the reference period an amount of Rs. 2.73 Lakhs was utilized for development of Floriculture under agricultural sector and besides establishment of a nursery, 21 farmers were provided assistance for cultivation of cut flowers which in fact seemed a positive indication of the fact that farming community in the district is willing to divert from the traditional farming to new and commercial farming arena. But the field enquiry revealed that the 3 sample beneficiaries covered, though admitted to have received the assistance but the units have not been established, instead they have decorated their house parks in contravention to scheme modalities/ objectives. This again was an example of weak and ineffective monitoring and supervision system of the Department failing to identify the bonafide beneficiaries under the programme.

Suggestions:

1. Both the Horticulture and Agriculture Departments implementing the Technology Mission are having well established manpower mechanism, are required to take-up the programme in mission mode. The gross root functionaries need to be geared up under effective supervision and monitoring system to ensure identification of bonafide beneficiaries on large scale, particularly on cluster basis as provided in the scheme guidelines.
2. Massive awareness programmes are required to be conducted and messages given through electronic and print media about different schemes/benefits the Technology Mission is folding within and the formalities required for obtaining benefits under the programme eased-out to the maximum possible extent.
3. The structure of Poly Green Houses should be redesigned to enable it to withstand the odd climatic conditions of the area as no unit established has lasted for more than two years and on the date of survey no sample unit could be located in erratic condition.
4. The department must ensure that the quality of plants provided to the growers under area expansion and rejuvenation of old orchards is good to reduce the mortality rate to the lowest possible extent. Low survival rate of provided plants restricts others to adopt the scheme and it takes years together to erase the negative effects of a miss-managed programme.
5. The seeds provided to the farmers under area expansion should be in adequate quantity to enable them to go for commercial farming.
6. As the Technology Mission has within its fold dozens of schemes covering each and every farming sub-sector with special stress on supporting activities such as creation of water sources, developing quality planting

material / seeds through nurseries, Green houses, training of farmers, organic farming etc. The Departments implementing the programme are required to pursue the programme in totality to pave way for revolutionizing of the Horticulture/ Agriculture sector of the economy. For the purpose the government would have to provide necessary manpower to the Departments concerned, particularly the grass root level functionaries and subject matter specialists of all sectors. Further the identification of farmers having large holdings be persuaded to adopt schemes of commercial nature to pave way for export oriented farming which in fact is one of the main objectives of the Technology Mission.

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*Evaluation study on Prime Ministers Reconstruction Plan
(Model Villages Scheme)
J & K State
(2005-06 to 2009-10)*

Introduction:

The Hon'ble Prime Minister of India during his visit to the Jammu and Kashmir in October 2004 announced reconstruction programme for the state which, among other schemes, included the Model Villages scheme in the Rural Development Sector. Under the scheme one village in each recognized CD block is being developed as a model village at the cost of Rs.120.00 lakhs. The main objectives of the scheme are:-

- 1) To minimize the rural-urban divide,
- 2) Check the migration of population,
- 3) Improve the quality of rural life,
- 4) Demonstration of latest technologies,
- 5) Integrated development of village based on local resources.
- 6) Optimum utilization of resources available under various schemes.

The scheme as the nomenclature suggests, is in fact the beginning of a modest effort for upliftment of the socio-economic conditions in the selected villages which would serve as models for other villages in future. The focus of the scheme is aimed at poverty alleviation, reduction in unemployment, raising of productivity levels in the agriculture and allied sectors, improvement in the living conditions, exploring growth and extension of industrial sector, providing and improving the existing institutional infrastructure in Education and Health sectors, improvement in electricity and water supply and introduction of new technologies under solar energy, cooking, sanitation and use of waste/garbage for fruitful purposes.

In Jammu and Kashmir State, the implementation of the scheme took place from the financial year 2005-06 through the Rural Development Department. The State Level Evaluation Committee (SLEC) in its meeting held on 17-06-2009 decided to get the Model Villages Scheme evaluated.

Objectives:

The objectives of the study were to:-

- 1) Ascertain the scope of the works/activities being undertaken under the model village scheme.
- 2) See whether all possible facilities had been provided in the model villages.
- 3) See whether migration towards urban area had stopped now.
- 4) Whether improvement had occurred in rural life style.

- 5) See the quality and maintenance of asset created.
- 6) See whether optimum utilization of resources had been made together with physical achievements.
- 7) Identification of problems and measures to overcome them and suggestions for further improvement.

Reference Period:

The whole implementation period of the scheme beginning from the financial year 2005-06 to 2009-10 was the reference period of the study. The field data pertained to the position/status of the programme as stood on the data of survey March-April 2010.

Sample size and procedure:

At the first stage, six districts were selected at random giving equal representation to both the divisions of the state. Ladakh region was not taken up as the Model Villages being developed there stood already covered under BADP evaluation Study conducted by this Directorate in 2009-10. At the 2nd stage, all the blocks in the selected districts where the scheme was under implementation and consequently all the covered villages were brought within the fold of the study. However four villages two each from district Bandipora and Kishtwar were treated as causality under unavoidable circumstances. At the final stage, all the works/ activities executed in the model village were physically verified with special reference to scope, quality, maintenance and functionality. Besides 10 knowledgeable persons including a couple of members of the model villages committee were interviewed with reference to the impact of the scheme on social and economic front together with feedback on problems experienced and suggestions offered for effecting further improvements in the programme to make it worth achieving the desired objectives.

Summary of Main Findings & Recommendations:

- 1) The total requirement of funds as per the stipulated norms of Rs.120.00 lakhs per village was Rs.14280.00 lakhs under PM's Reconstruction Programme and upto the end of March 2009 the Department had utilized an amount of Rs.13360.24 lakhs i.e more than 93% of the required funds.
- 2) The availability profile of the department over the implementation period of the scheme 2004-05 to 2008-09 suggests that sufficient funds were available with the department but the pace of achievements was slow, particularly in the initial period of 2 years. This was understandably so as most of the works which were to be executed under the programme required state owned or donated land and its identification normally takes its time. The financial progress had picked-up during 2006-07 registering an achievement of 95%. During the next year the pace had dropped to 81% and further dipped down

to 68% in 2008-09. The Department had not been able to utilize the full available amount during a single financial year of the implementation period.

- 3) At the end of 2008-09, the scheme as per the stipulated norms still required Rs.919.76 lakhs to develop all the taken-up villages at an estimated cost of Rs.120.00 lakhs per village. Had the department utilized the full amount made available to it, at least during the year 2008-09, there would have been no balance amount required to complete the taken-up works in the model villages.
- 4) The physical progress as reported by the implementing department reflects a satisfactory achievement profile. Under 16 different components there was a set target of 12066 works to be executed in the 119 model villages. However, only 9888 works were taken-up from 2004-05 to 2008-09 constituting 82% of the set target. From the taken-up works 8979 works constituting 74% of the target were reportedly completed by the end of 2008-09. The works which were at different stages of progress at the end of financial year 2008-09 were 907 i.e 8% of the target works. The remaining 2 works, a Community facility centre and a Public park were running under dispute and consequently work was stopped due to obvious reasons.
- 5) In the sample districts maximum funds were utilized on the component of lanes and drains which were of the order of 30% of the total fund utilization under Model Villages Scheme. 15% of the funds were incurred on construction of community facility centers followed by 12% utilization on Roads. Overall an amount of Rs.2453.105 lakhs were utilized in the sample districts during the reference period from 2005-06 to 2008-09 for the development of 33 model villages.
- 6) At the state level there was a target of 3775 solar lights to be installed in 119 model villages. The implementing Department claimed to have installed 1668 lights by the end of 2008-09 and 67 more lights were in the process of installation. In the 29 sample villages across the sample districts, the field enquiry corroborates the official claim of installation of solar lights in the model villages. The evaluation teams spotted 399 such solar lights out of 402 officially claimed installations.
- 7) The functionality status of the solar lights was observed greatly miserable. As on the date of survey, only 28% of the installed lights were functional. The major portion of the lights constituting 72% of the installed number had turned non-functional within a period of just 2 to 3 years of their installation. This state of situation has long lasting negative effects and impacts and it

eventually becomes very difficult to erase the negative image created in the minds of general public.

- 8) In the sample Model villages huge investments have been made on the construction of shopping complexes, constituting 4% of the total fund utilization under the scheme. But unfortunately due to the laxity of the concerned Department, no guidelines have so far been framed for the allotment of shops with the result the infrastructure created is still unutilized. The field enquiry reveals that only 8 shops were allotted to the unemployed youth out of 158 shops constructed in the sample Model Villages as on the data of survey. The main reason put forth for non-allotment of shops was the non-formation of policy governing the allotment and rent matters.
- 9) The field enquiry established that the sites of construction were appropriate in respect of 88% of the constructions constituting of CFC, RIC, Passenger sheds, Entry Gates, etc. 56% of the completed constructions were in use by the public. The constructions which were not in use by the public inspite of their completion were mainly the Rural Information Centres and Community Facility Centres. The reason was the non-availability of proper furniture and the non-installation of computers. The maintenance system of these constructions was non-existent in case of 97% and as a result of which the present conditions of 30% of these structures was not satisfactory/good. The Rural Development Department must evolve an appropriate maintenance system for the assets created to enable general public to benefit from these facilities as intended. If proper maintenance system is not provided, the facilities are unlikely to survive for long.
- 10) In respect of Public parks, the quality of work in 44% cases was found good and in respect of 38% the work was of average quality. Poor quality was observed in case of 6% Public Parks. Some Parks declared as completed by the Rural Development Department were actually incomplete. For instance Public Park at Model Village Rajal Rajouri was fenced partially by utilizing an amount of Rs.4.98 lacs. The Wall was, in fact erected around the pond and no other developmental work was carried-out in respect of the park. The evaluation teams have further verified that the Public Parks developed under the scheme were mostly given partial treatment. Most of these Parks were existent prior to the treatments effected under the Model Villages Scheme and were sources of recreation to the public.

- 11) The Lanes/Drains which were verified in the sample Model Villages were almost complete and only a small number of 6 Lanes/Drains were left half way. All the sites of construction were appropriate and the local people were taken into consultation while selecting the construction sites. However, the quality of construction was not upto the mark. Almost 20% Lanes/Drains have got damages within a couple of years of their construction only due to below standard material. The evaluation teams have also expressed concern over the blockade of drains which in most of the cases was the consequence of technical fault. The implementing department must ensure strict technical supervision of the works so that quality parameters are not compromised in any way.
- 12) In respect of Sanitary Units the quality of construction was found of mixed nature. It was rated good only in 21% units. Average quality was reported in case of 46% units and the remaining 33% units were of poor quality. The sites of Sanitary Units were appropriate in almost all the cases and were also of community oriented nature. In spite of water availability near the Sanitary Units, some were still un-connected to the water source in district Kulgam and Kishtwar.
- 13) The field enquiry brought this fact to the fore that some beneficiaries having got the assistance under IAY have failed to construct/upgrade their houses. This aspect of the scheme needs vigil by the concerned Department, otherwise this tendency would prove fatal for the scheme. There must be specific timeframe within which the construction/upgradation must be completed. By the end of that timeframe, the assistance must be recovered, if the beneficiary fails to utilize the money for the specific/bonafide purpose.
- 14) In Kishtwar district 28 beneficiaries were spotted having not constructed/upgraded their houses inspite of receiving the assistance under IAY. These instances were seen mainly in Model Village Tatani and Garh. In Model Village Tatani 10 beneficiaries reportedly provided assistance under the scheme were not located in the village and obviously requires departmental enquiry at the appropriate level to establish the factual position. Similarly in village Uranhall of Kulgam district, a beneficiary reportedly having been provided assistance under IAY denied to have ever received it. In Kalam Village of Kulgam district, two beneficiaries have not upgraded their houses inspite of receiving the assistance. The implementing department must necessarily keep watch on this aspect of the scheme also and should initiate action for recovery of assistance in case the beneficiaries fail to utilize the money for specific and bonafide purpose.

- 15) At the village level, it is the responsibility of the local administration that appropriate and well suited schemes are executed keeping in view the immediate requirements of the village. The Model Village Committees has a significant role to play at the stage of Plan Formulation to accommodate the schemes with greater scope in the given situation of the village.
- 16) The implementing department is required to strengthen the supervision and monitoring system of the programme implementation at the earliest. This would pave way for improvement in the quality parameters in the execution of works. The identification of deserved beneficiaries and prioritized spots for treatment under various sub-schemes would also be ensured.
- 17) The lack of maintenance of assets is a general problem and putting in place a permanent maintenance system/mechanism would involve huge resources, not permissible in the given situation. The only way to ensure maintenance of assets is to create awareness among the public, involve them in the plan process and develop a sense of ownership among them. The quality assets are itself maintained and require very little effort and attention for their preservation and maintenance. As such, the emphasis must be on quality by putting in action all monitory, financial and administrative measures.
- 18) The programme aims at increasing the employment opportunities for rural youth, but practically there seems no effort in this direction except the construction of Shopping Complexes. Unfortunately these shops were also lying unutilized tantamounting to virtual mis-utilisation of public money. The programme needs to accommodate income generating schemes on Fish Farming, Poultry, Dairy, Computer Centres, Small Scale industrial/servicing units etc. This would, no doubt need additional resources, but there seems no other way to address the economic concerns of the people.
- 19) The Knowledgeable persons have offered many more suggestions for effecting improvements in the programme which were both of local and general nature. The local type suggestions could be acted-upon by the local administration of block offices by realistically prioritizing the schemes/components as per the aspirations of the local people. However, the suggestions of general nature which require proper consideration by the department are detailed below:-
 - a) Coverage of total village without any discrimination of social/political affiliation.
 - b) Local involvement in the implementation process.
 - c) Procurement of quality equipment, especially the solar lights.
 - d) Added emphasis on quality parameters.

- e) Target under IAY enhanced.
- f) Shops constructed need early allotment.

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*Evaluation study on
National Rural Health Mission (NRHM)
J & K State
(2005-06 to 2009-10)*

Introduction:

National Rural Health Mission (NRHM) was launched with the main objective to address the infirmities and problems across the primary health care system especially in rural areas. The mission aims at providing universal access to equitable, affordable and quality health care which is accountable and at the same time responsive to the needs of the people. The Mission is expected to achieve the goals set under the National Health Policy and the Millennium Development Goals. In J&K the programme was started in December 2005. The core objectives of the Mission are to reduce maternal and infant mortality, universal access to public health care services, prevention of communicable and non-communicable diseases, promotion of healthy life styles etc.

The State Level Evaluation Committee (SLEC) in its meeting held on 17-06-2009 decided to conduct an evaluation study of the National Rural Health Mission (NRHM) through the Directorate of Economics and Statistics.

Objectives of the study:-

The objectives of the study were:

- 1) To ascertain the resources made available to the state under NRHM and the utilization capacity of the state.
- 2) To ascertain the present manpower, Equipment and Management standards of sub-centers, PHCs and CHC's viz-a-viz, the normative standard of (IPHS) advocated under NRHM.
- 3) To ascertain whether untied funds have been provided to all the institutions as envisaged under NRHM.
- 4) Whether Panchayat Raj Institutions (PRI's) do own, control and manage public health services after the launch of the programme.
- 5) Whether ASHA have been provided to all the habitations and to assess their performance.
- 6) Whether Village Health Committees/ Hospital Health Committees have been framed and the role entrusted to them.
- 7) The extent to which the objectives of NRHM have been achieved.
- 8) To assess the shortcomings in the implementation of the scheme and suggest measures to accelerate the pace of achievement of the objectives.

Reference Period:

The reference period of the study was the whole implementation period of the Mission i.e. 2005-06 to 2009-10. The field data, however, pertained to the years 2010-11 only.

Sample size and selection procedure:-

Multi- stage sampling procedure was adopted for the study. At the first stage six districts with the composition of three each from Jammu and Kashmir divisions were selected at random. At the 2nd stage, in each selected district, two Health blocks; one with maximum population and other with minimum population as per 2001 census were selected. At the 3rd stage, all the community Health Centers (CHC's), Public Health Centres (PHCs) and 25% of the health Sub-Centres in the selected blocks to the maximum of 10 and a minimum of 10 were selected at random. If the number of sub-centres happened to be less than 10, all were selected under the study. In the selected health institutions, besides recording the whole infrastructural situation in terms of equipment and manpower, drug supply and physical achievements during the NRHM period and one year prior to it, the functioning of different committees envisaged under NRHM was evaluated. The functioning of ASHA with reference to her role was also studied and for the purpose 20% ASHA workers in the sample blocks were selected for interview at random. The flow of untied grants under NRHM and its operation and use also came under evaluation audit. In the operation area of the institution, Knowledgeable Persons (KP's) were also interviewed with reference to NRHM.

Summary of Main Findings and Suggestions:

- 1) The Government of India started releasing funds under NRHM from the financial year 2005-06 with a moderate allocation of Rs.27.00 crores. The Health Department could utilize only Rs.1.44 crores during the year @5% and left a balance of Rs.25.56 crores for the year 2006-07. During the year 2006-07, the balance was supplemented by GOI with an allocation of Rs.39.47 crores making the total availability under NRHM to Rs.65.03 crores. It was responded by utilizing Rs.9.54 crores at a percentage of just 15, accumulating the balance for the next year to Rs.55.49 crores. In 2007-08 a huge allocation of Rs.135.25 crores was released which, with the balance amount aggregated to Rs. 190.74 crores. The utilization was Rs.49.11 crores registering 26% achievement, thus resulting in un-utilized balance of Rs.141.63 crores. In view of this huge unutilized balance, the next year witnessed a sharp cut in the releases from GOI from Rs.135.25 crores in 2007-08 to Rs.49.42 crores in 2008-09. The total availability of Rs.203.51 crores for 2008-09 was responded by utilization of Rs.84.13 crores at a percentage of just 41. The unutilized amount of Rs.119.38 crores for the year 2009-10 again forced the GOI to slash-down the releases further to Rs.15.82 crores. The total availability of Rs.135.20 crores for the year 2009-10 was responded by utilization of Rs.64.91 crores @ 48%, thus making a balance of Rs.70.29 crores for 2010-11.
- 2) The expenditure of Rs.209.13 crores from 2005-06 to 2009-10 as against total releases of 279.42 crores was in no way reflective of the actual implementation efficiency. Regarding utilization efficiency of the department,

it started with a utilization of 5% of the available funds in 2005-06 and thereafter showed an increasing trend and ultimately reached a level of 48% in 2009-10. This slow pace of utilization by the Implementing Department was the sole factor which forced GOI to slash-down the releases in 2008-09 and 2009-10 by 63% and 88% respectively as against the releases of 2007-08.

- 3) The absorptive capacity of J&K State seems miserably low. The authorities at the helm of affairs must take a review of the whole system and push reforms in order to remove the constraints on expenditure and its effective and accountable utilization. It is likely that the increased allocations would be required with enhanced implementation machinery and absorptive capacities. Since a substantial amount of resources under NRHM would flow from the Central Government as provided in the norms governing the programme, the Health Department in J&K must undertake major reforms at various levels in order to ensure full utilization of resources. While going for reforms/structural changes, it must focus on the constraints that resulted in the under-utilization of resources provided under the NRHM in the recent years. All possible steps/reforms must be evolved in terms of administrative, financial, normative, monitoring and supervisory measures to enhance the absorptive capacity of the Department.
- 4) An overview of the physical achievements of NRHM suggests that during the first four years implementation of the Mission from 2006-07 to 2009-10, the programme does not seem to have had anything notable with relation to the high hopes and ambitions created among the people. Understandably so because the utilization of available funds in the state under the mission had remained very low. From the physical achievements profile, it could be seen that much emphasis had been laid on software activities. These measures need to be restricted to the minimum possible limit. The electronic and print media could be used for the purpose more effectively and widely. The emphasis must be on effecting structural changes in the Health system.
- 5) In the instant evaluation study, out of 9 sample districts, 3 districts viz; Baramulla, Reasi and Kargil could not provide the desired information uptill now. The other districts managed it belatedly hampering the timeframe of the study. The Implementing Department owe the responsibility to hold the Departmental enquiry in respect of districts withholding the information and ascertain the causes therefor.
- 6) For reporting physical progress under NRHM, there existed no specifically devised format at the district level. Every district had devised its own format for recording and submitting information on NRHM to the higher authorities. The state level authorities should have devised an appropriate format for reporting financial and physical progress and circulated it to the districts and asked them to submit information strictly as per the format. While obtaining

information from the sample districts on physical progress achieved under NRHM, the same was observed completely on varied parameters. In spite of all efforts made to consolidate the physical progress at the sample district level, no shape could be given to the informative tables. In the given situation, it was deemed feasible to keep the physical progress at district level outside the evaluation coverage for obvious reasons.

- 7) During the field inquiry, it was observed that in the Sample CHCs, the in-position specialists were 18 during 2009-10 against the requirement of 35. Similarly the requirement of Staff Nurses as per NRHM norms was 45, while as the number of in-position Nurses was 23 thereby showing a deficit of 22. A separate AYUSH set-up was seen provided in 4 CHCs while as no such arrangement was provided in sample CHC of Jammu district.
- 8) The number of indoor patients treated in 4 sample CHCs showed 32% increase in 2007-08 over 2006-07 but registered just 4% increase in 2008-09 over the same year. In other words, it showed a decrease over the previous year. In the year 2009-10, the increase was phenomenal registering 84% jump over 2006-07. The number of outdoor patients treated also showed fluctuating trends. In 2007-08, the number showed a decrease over the previous year by 2% and the next year again witnessed a 4% decrease over the same period. However, in 2009-10, there was a sharp increase in the number of outdoor patients by 21%.
- 9) During 2010, only 42% sample PHCs were functioning for 24x7 hours as reported by the concerned management. The main reasons were the deficiency of staff and the non-availability of staff quarters. Only a meager percentage of PHCs (12%) were having staff quarters available. The Implementing Department must give proper attention to this aspect of the programme and ensure 24x7 hour functionality of all the PHCs as envisaged under NRHM.
- 10) The data on patients treated, patients referred and institutional deliveries in respect of sample PHCs revealed that the functioning of these institutions had undergone a positive change during the Mission Period 2005-06 to 2009-10. There seemed sharp increase in the number of patients treated, patients referred and institutional deliveries. The increase was universal in respect of all sample districts and more importantly was on increasing trend right from 2005-06, the year NRHM was introduced for implementation.
- 11) In the sample PHCs, the situation with respect to technical manpower, equipment and drug supply was observed very much below the desired levels and below the advocated standards of NRHM. The management of only 72% PHCs was satisfied over the adequacy of technical staff. The adequacy of equipment was observed only in case of 44% sample PHCs and the drug

supply was even more miserable as only 33% PHCs expressed satisfaction over it.

- 12) The data obtained from the sample sub-centres revealed that whatever had been advocated under NRHM was not acted-upon at the grass root level. The deficiency of ANM staff at the sub-centre level was of the order of 58%. This concludes that some sub-centres were not having even a single ANM posted, not to speak of 2 ANMs as per NRHM norms. The deficiency of MPWs was also to the extent of 30%. This state of situation urges the Implementing Department to have an objective assessment of its manpower requirements and fill-up the vacant posts of ANM/MPWs to enable the sub-centres to function in line with the proposed and advocated norms of NRHM.
- 13) Though there was not observed much improvement in the posting of manpower in the sub-centres on the NRHM pattern, but the increase in the number of patients treated, patients referred and pregnant women assisted was phenomenal during the NRHM implementation period. This might be, evidently, the result of improvements made on other aspects of the health system through NRHM interventions, especially the functioning of ASHA.
- 14) The norms set under NRHM for the selection of ASHA were fulfilled to a great extent. 97% of them belonged to the village they were selected for. The age factor was also within norms. However, only 68% of ASHA possessed the required qualification of middle and above.
- 15) The field enquiry revealed that the selected ASHAs had mostly received the training of (10-15) days before put to service by the Health Department. The drug kits were provided to them and as per their statement 93% of ASHA viewed the medicines adequate and 85% regarded the supply timely.
- 16) 201 sample ASHAs had referred 2169 patients to the medical institutions during 2009-10 at an average of 11 patients per ASHA. Similarly they have assisted in safe delivery at an average of 14 cases per ASHA. The other main functions were the new born care and assistance to pregnant women. The progress of sample ASHA against these two components was 13 and 16 cases per worker during the year 2009-10. These parameters indicate that the functioning of ASHA was satisfactory in the fields entrusted to her under the NRHM.
- 17) As per the perspective of Health Committee Members, there was visible improvement in the management of health delivery system as a result of NRHM interventions. 90% of them accepted that improvement occurred in the staff position of the institutions, as a result of which overall health system got positive change. 76% of the committee members were of the view that due to their vigil, absenteeism had been checked. However, only 24% members were

of the view that the committees framed virtually manage and own the health institutions.

- 18) Across the six sample districts, 515 knowledgeable persons were contacted for interview as an assessment tool in respect of NRHM. The referral chain for which NRHM advocates a lot, only 28% KPs reported it existing from village to the hospital level. The NRHM also envisages for convergent approach to improve the health indicators which are related to drinking water, sanitation, nutrition, childhood development etc. Accordingly the Mission emphasis on Co- ordination with other Departments and functionaries. The enquired KPs reported that the desired Co-ordination was observed only with Angan-wadi workers which were positively viewed by 96%. The coordination with other Departments of water supply, sanitation and Education was reported only by 12% and 3% respondents respectively.

Introduction:

The role of Education in facilitating social and economic progress is well recognized. It opens up opportunities leading to both individual and group entitlements. Education in its broadest sense of development of Youth is the most crucial input for empowering people with skills and knowledge and giving them access to productive employment in future. Improvements in education are not only expected to enhance efficiency but also augment the overall quality of life. At the international level, India is committed to the “Millennium Development Goals” and “Education for All”. At the National Level there is the commitment under National Common Minimum Programme (NCMP) for increasing public expenditure of education to 6% of GDP and for universalizing the elementary education. There is also an obligation, under the constitution’s 86th Amendment, for making available free and compulsory education to all children in the age group of 6-14 years.

The state level Evaluation Committee (SLEC) in its meeting held on 17th of June 2009 entrusted the task of conducting the evaluation study of impact assessment under Sarva Shiksha Abhiyaan(SSA) to the office of the Director, Economics and Statistics. The Programme was evaluated as per the following plan/stipulations:-

Objectives:

The objectives of the study were:-

- 1) To assess the infrastructure of schools on the scale of minimum requirements;
- 2) To assess whether all the interventions envisaged under SSA were implemented at the school level;
- 3) To see whether the community participation through Management Committees/Village Education Committees was taking place at the school level;
- 4) To see transparency in the utilization of funds at the school level/VEC level;
- 5) To assess the impact of Sarva Shiksha Abhiyaan on enrolment, drop-out rate, retention, gender and social category gaps.
- 6) To ascertain the reasons behind eligible children (6-14 years) still out of schools.

Reference Period:

The reference period for the study was the whole implementation period of SSA from 2003-04 to 2009-10. The field survey was conducted in the month of May 2010.

Sample Size and Procedure:

A multi-stage random sampling technique was adopted for the study. At the first stage, seven districts were selected randomly giving representation to all the three regions of the state. At the 2nd stage, two educational zones; one with maximum and other with minimum number of schools were selected. At the 3rd and final stage, 20% of the schools engaged in imparting primary/elementary education were selected for detailed enquiry. Private un-aided schools where no interventions are made under SSA were not taken-up under the study for obvious reasons. In respect of selected schools, the Headmaster, One VEC member were interviewed, besides a comprehensive assessment schedule was prepared by the evaluation teams on the availability of infrastructure in the schools and the data pertaining to enrolments, drop-outs on gender wise category-wise and class-wise basis. The list of the droppees, and the children still “Out of Schools” in the catchment area was also obtained from the schools with full address to facilitate the evaluation teams to contact the parents of such children. In each selected school/catchment area 50% parents of droppees and “Out of school Children” to the maximum of 5 under each of the two categories were selected for enquiry. If the number of such children happened to be less than 5 in the catchment area, then all were taken-up for enquiry.

Summary of Main Findings & Suggestions:

- 1) The Financial progress reported by the Sarva Shiksha Abhiyaan Project Directorate suggests that the expenditure profile of the programme was weak as only 67% of the funds have been utilized during seven years of implementation period. This dismal utilization of funds has almost remained similar along all the districts of the state.
- 2) The component-wise analysis of the financial details of Sarva Shiksha Abhiyaan could not be made due to information deficit. All possible efforts were made by the evaluation agency to get the component-wise allocation and expenditure details but whatever little information was received from the implementing department was incomplete, in-consistent and contradictory to the year-wise details. As such the information was kept outside the evaluation ambit.
- 3) The sample school level information reveals that 77% of the schools were established/converted/upgraded under the SSA programme. The efforts

made under the programme for extension of educational facilities under both primary and elementary education are worth appreciation. From the inception of the programme in 2002-03, the strength of the primary schools and Middle schools had gone-up significantly with the result the average area per school has gone down to 3.90 sq. kilometer in 2008-09. Though there is still scope for further improvement, keeping in view the objective of providing school/Alternative schooling facility within one kilometer of every habitation, yet the achievements made so far in area coverage are satisfactory.

- 4) The placement of teaching staff in the schools as per set norms had not kept pace with the opening and upgradation of schools as observed in respect of sample schools. On the scale of norms, the deficiency of staff in the sample schools was of the magnitude of 27% which is quite large. The schools which were running in deficiency of staff were 67%. In district Leh the staff in the sample schools was in excess of norms, evidently involving cases of undesirable attachments letting other schools suffer wherefrom these attachments were made. Over all the deficiency of teaching staff in the schools is a matter of serious concern. The establishment of schools and their upgradation would in no way pave way for achievement of universalization of primary and elementary education unless it is supported by placement of sufficient teaching staff.
- 5) The field enquiry in the sample schools established a very poor infrastructural situation of the schools so far as status of school buildings was concerned. Only 70% schools were having government accommodation and the rest 30% were housed in rented buildings or availing other options. As per the set norms the requirement of classrooms in the sample schools was 1222, against which the availability was just of the order of 54%. The schools which were running in deficiency of classrooms were 75%. This information should be an eye opener for the authorities at the helm of affairs to estimate the volume of work still ahead to reach a level of satisfaction. The poor infrastructural facilities well below the minimum requirements could in no way allow imparting quality education to the children.
- 6) The funds reception scenario under teaching learning equipment (TLE) of qualified sample schools is an ample proof of poor SSA ground level implementation .As per the norms of the programme 67 schools would have been provided Rs.33.50 lacs @ Rs.50, 000 per school, but instead they were provided an amount of just Rs. 2.11 lacs showing a shortage of Rs. 31.39 lacs i.e less by 94%. How could effects and impacts be created by mere designing of schemes and programmes without any desirable implementation on ground. The policy makers at the helm of affairs have to take a review of ground level implementation and ensure that the interventions envisaged under the programme are administered as

stipulated, otherwise the objectives which were intended to be achieved would never be realized.

- 7) While examining the official data made available by the SSA authorities on the achievements made under the programme and reviewing the ground level situation of the interventions spelt-out in the SSA norms, it had clearly come to light that the programme had distinguished itself in establishing/upgrading schools. But the situation of other interventions was very poor mainly due to deficiency of funds under such interventions. The construction programme of SSA in terms of providing school buildings and additional classrooms was another area of satisfaction, though the accommodation problem is still there in majority of schools. Under SSA efforts are on to redress these problems but it requires huge investments and as such could be provided in a phased manner.
- 8) The assessment of enrolment of the sample schools reveals an increase in the enrolment throughout the implementation of the SSA programme. The increase in 2008-09 was 1% over the previous year and over the base year of 2001-02; it was of the order of 104%. The sample data on the subject would not be appropriately reflective of the real situation in the wake of establishment of new schools resulting in the decrease of enrolled children of already established schools.
- 9) The sample school enrolment data reveals that the number of girl children had increased at a much faster rate than male children and the ratio is now in favour of feminine gender. In the year 2007-08 and 2008-09 the ratio was 51:49 in favour of girls and previous to that it was much better at 52% and 53% in favour of girls. This situation on the one hand is encouraging so far as schooling of girl child is concerned, but at the same time a cause of concern for policy makers to ascertain the reasons for unfavorable enrolment position of male children. It could be due to increase in the intensity of child labour which happens to be a serious social problem recognized world over.
- 10) The official data provided by SSA authorities is silent over the special efforts and interventions if any, implemented in J&K State. However, the sample school level data reveals that free text books were distributed among children of all categories in both genders and SC/ST was no exception/criteria. This corroborates the fact that in J&K State no special enrolment drives were conducted for SC/ST categories and no special interventions were designed. However, a scheme of scholarships which is funded under the state plan and implemented by the Social Welfare Department had been reported implemented at the school level. The funds were provided under the scheme to 46 sample schools amounting to Rs.2.78 lacs during 2008-09.
- 11) The examination results of 2008-09 in respect of sample schools show satisfactory situation, as overall 93% of the students have passed their

examination and 39% of them have secured more than 60% marks. The overall implementation profile of the SSA programme suggests that the programme was not applied in totality. This needs immediate attention by the Government and appropriate measures taken to ensure full implementation of the programme.

- 12) The dropouts among the sample schools were aggregating to 131 from class I to Class VIII at the rate of 1.06 percent while calculating it on the basis of enrolment of children for the year 2008-09. Among the sample districts the maximum number of dropouts was from Ganderbal. Budgam district reported no drop out children in respect of sample schools for 2008-09. Girl students constituted 60% of the drop out cases and on category wise basis, 98% of the drop out students belonged to either SC/ST categories.
- 13) The intensity of supervisions was moderately satisfactory in respect of sample schools in some districts like Ganderbal, Baramulla and Samba. But in some districts it was miserably poor. In Kathua district only 50% sample schools have reported supervisory visits at an average of one visit per school during 2008-09. If the schools have to make improvement in quality, it requires a sustainable support and supervision of resource persons and institutions provided under SSA modalities in the form of BRC's/CRC's, DIET's etc. At the sample school level, only 79% schools have reported supervisory visits by higher authorities at an average of 2.92 visits per schools during 2008-09.
- 14) Among the sample schools, 95% were having village Education Committees constituted as provided in the SSA modalities. The involvement of these committees in the school management was also reported satisfactory. The schools which accepted that the committee members were actively taking part in school affairs was 93%. The other assignments in which the committee provided cooperation to the school management was supervision over CMDM, Procurement process etc.
- 15) The enquiry conducted with reference to problems mostly confronted with at the grass root level were accommodation, low staff, drinking water, toilet facilities, furniture and other problems which included late release of grants by ZEOs, lack of kitchen for cooking Mid day meals. In fact the programme modalities advocated nothing less than a complete system of elementary education, but at the grass root level there seems a wide gap between existing framework and advocated framework.
- 16) The facts and figures suggest that the VECs members were actively taking part in school affairs. The system in the state of J&K seems to had been virtually accepted by the community and the school management also. The concrete role which the SSA provides to the Education Committees in the upgradation, maintenance, civil works, repairs, procurement etc. have paved

way for the community representatives to develop a sense of ownership of schools.

- 17) From the VEC perspective, the learning process in the schools was reported satisfactory by 97% members. Regarding cooperation which school management extended to the VEC members, satisfaction was expressed by 99% members. However, only 67% were satisfied over the school infrastructure which needs to be installed and developed to ensure congenial atmosphere for the students. Satisfactory infrastructural facilities in schools would definitely have its effect on enrolment, attendance, retention and quality of education.
- 18) The main reason of the drop outs and “Out of School” children as put forth by the parents was the weak economic condition. This could be neutralized if the SSA programme is implemented strictly as per the modalities and the incentives provided under other state run schemes are made available to the weaker sections of the society. The other reasons responsible for dropout and non admissions was the non willingness of the children, child labour and physical handicappedness. The persuasion process to get these children back to school was not encouraging. In persuasion matters, the teachers, VEC members have performed their duties to some extent. NGO involvement has remained zero in J&K so far SSA implementation is concerned.
- 19) The overall infrastructural assessment of the sample schools by the evaluation teams brings this fact to the light that the present infrastructure in the schools was very low as against minimum requirements/norms. The interventions being made under the SSA programme are very unlikely to effect any visible improvement in the situation. The classrooms were in deficiency, teachers’ in-position below norms, toilet facilities, drinking water, furniture, playground, blackboards, TLE etc. below the minimum required levels. The interventions envisaged under SSA could hardly be able to effect any immediate and desired change in the scenario. However, the construction programme of SSA in terms of new school buildings and additional classrooms could pave way for overcoming the deficiency on this score provided huge investments are made in this behalf.

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*Evaluation Study on Border Area Development Programme (BADP)
J & K State
(2006-07 to 2008-09).*

Introduction:

The Border Area Development Programme (BADP), a 100% centrally sponsored scheme, was started during the 7th Five year plan period with the objective of balanced development of sensitive areas in the western Region of the country through provision of infrastructural facilities and promotion of a sense of security among the population. The scheme was revamped in 1993-94 to give it a sharper focus for tackling the special problems in the areas contiguous to the borders and line of control and its coverage extended to the states which border Myanmar. The programme is in operation in Jammu and Kashmir since 1993-94. The number of border blocks in J & K State is presently 44 which have their areas bordering International Border and LOC with Pakistan, besides two blocks in district Leh bordering China.

As the main objective of the programme is to meet the special needs of the people living in remote and inaccessible areas situated near the border, the focus in Jammu and Kashmir has been on construction of school buildings, hospital blocks, development of play fields, besides construction of link roads, agriculture, installation of solar lights etc.

In order to ascertain the impact and extent of success of the programme, the State Level Evaluation Committee (SLEC) in its meeting held on 17th June 2009 decided to have an evaluation study of the programme in the State through the Directorate of Economics and Statistics.

Objectives of the study:

The objectives of the study were:

- a) To determine whether the programme has generated sufficient level of satisfaction among the people residing in the border areas;
- b) To determine whether the income generating schemes were being implemented under the programme and had these been able to raise the standard of living of the people;
- c) To see whether the funds provided under the programme had been utilized fully to establish relationship between financial spending and physical achievements viz-a-viz targets.

- d) To know about the difficulties being faced in the implementation of the programme and remedial measures to overcome them.
- e) Whether the people residing close to the International Border/ LOC have been the main beneficiaries of the programme.

Reference period:

The reference period of the study was 2006-07 to 2008-09.

Sample Size and Procedure:

At the first stage, almost 50% of the blocks covered under BADP were chosen on random in each of the 11 districts where the programme is in operation. At the 2nd stage, 5 villages in each selected block were taken up for detailed field enquiry on purposive selection basis. The criterion of selection of villages was the execution of maximum schemes/components under BADP. This purposive selection of villages was necessary to be done to see whether or not the focus of BADP was on villages which fall within 0-10 Kms of the International Border/LOC. It was also necessary to ensure coverage of all the major schemes selecting a limited number of villages keeping in view the financial/manpower resources of the evaluating agency plus the scattered and hilly topography of the fields of operation. In the districts where only one block was brought within the evaluation ambit, 10 villages instead of 5 were selected. In the selected villages, all works/schemes executed under BADP were brought under evaluation audit. However, in case of beneficiary oriented schemes, only 10% beneficiaries in each village to the maximum of 10 were selected on random basis. In case of community based schemes, besides physical verification by the evaluation teams, 15 knowledgeable persons in each village were contacted and asked to express themselves on the effects, impacts, functionality and other factors caused by the BADP works executed in their villages. Equipments procured under the programme were also brought within the fold of the study.

Summary of Main Findings:

- 1) The Border Area Development Programme (BADP) in the state is being implemented through the district level micro planning process. The normal line approach is being adopted and there is no independent and whole-time monitoring agency for over-seeing and planning the programme implementation.
- 2) The revamped Border Area Development Programme had been operational in Jammu and Kashmir since 1993-94. The number of border blocks presently covered under the programme is 44 spread over 11 districts of the state.
- 3) No base-line survey had ever been carried-out in the border blocks which was necessary to lay down a benchmark with respect to the level of development existing before the implementation of the project. The secondary scope of this baseline is the identification of problem areas with its magnitude on

micro/cluster basis. Having no baseline, the departments implementing the BADP are indiscriminately implementing the schemes without taking into account the basic requirements of the area and the potential which could be harnessed for the benefit of the local people.

- 4) During the year 2006-07, the total fund allocation under BADP for the districts was Rs.7878.29 lacs which fell to Rs.7002.74 lacs during the year 2007-08 showing a decrease of almost 11%. During the last year of the reference period 2008-09, the allocation was of the order of Rs.7000.00 lacs showing stagnation at the previous year and 11% decrease over the allocation of 2006-07. The decrease in allocation during the last two years of reference period was unwarranted as there were no reasons which could have forced the allocating agencies to resort to such a sharp decrease in the allocation.
- 5) The funds utilization profile of the BADP was moderate during the reference period. Though the planners and controlling agencies would not like to attain a utilization percentage of below 100 but when compared to other programme/schemes which were recently passed through evaluation process, the overall utilization of 90% of the funds provided under BADP during 2006-07, 78% in 2007-08 and then a percentage of 83 in 2008-09 was moderate to be satisfied-upon.
- 6) The main emphasis of the programme in J&K had been on Roads and Bridges sector claiming 40% of the total expenditure incurred under BADP(District Sector) during the reference period 2006-07 to 2008-09. The Rural Development Department had utilized 21% of the expenditure followed by Education, Public Health Engineering, Power Sectors utilizing 7%, 7% and 6% of the total expenditure respectively.
- 7) The physical achievements which ultimately are put on scale during the field enquiry had not been properly documented anywhere. The system of maintaining official records of executed works under BADP at the district level is very weak. There is immense need to gear-up the monitoring mechanism of the programme to ensure its implementation as per guidelines.
- 8) During the field enquiry, a sample of 39 beneficiaries under agriculture sector was contacted across the border districts of the state and all of them reported to had been provided seeds during the reference period by the Agriculture department under BADP. 56% of the enquired beneficiaries expressed satisfaction over the timeliness of seeds provided. However, all of them maintained that the quantity of seeds provided to them was too limited to go for large scale production. Regarding the increase in production, 67% of the farmers reported to had been able to produce more as a result of application of high quality seeds. The enquired beneficiaries denied to had been given any demonstration under BADP. However, 38% of them revealed to had been provided technical guidance by the Agriculture Department.

- 9) A sample of 18 beneficiaries under Horticulture sector was contacted in the selected villages who reported to had been provided assistance in the form of fencing of their orchards and for replacement of old UVS films. No planting material had been provided whatsoever which again was an indication of the fact that no realistic approach was being adopted at the sectoral level also. Only those schemes were being included in the sectoral plans which happen to be of secondary nature and basic schemes which directly address the problem areas were neglected altogether. This among, other things also speaks of very ineffective strategies at the sectoral level and very weak and almost non-existent monitoring/controlling authority not taking note of such inefficiencies in the planning process.
- 10) The Animal/Sheep Husbandry sector also seems pursuing the traditional strategy of providing medical care and some feed/fodder on subsidized rates. No concrete steps for establishment of sheep/Goat Farms and for upgradation of live-stock were taken by the Department. The 18 enquired beneficiaries under the sector reported to have been provided some medicines by the department during the reference period. The establishment of sheep/Goat Farms could have been taken-up under BADP but again due to unrealistic policies, preferring secondary type schemes over the primary and basic ones, no headway could be witnessed in the development of this sector also.
- 11) The Industries sector had been taken care of only in district Leh and Kargil. In other 9 border districts no funds have been utilized on this production oriented and employment generating sector of the economy. In the sample villages 7 beneficiaries reported to had received subsidy under handloom activity but complained of late release which hampered their units to a great extent. Five beneficiaries had managed employment for themselves only but had not been able to create any additional employment opportunity in their units due to limited financial resources. The other two beneficiaries were doing this job on part time basis in lean agricultural seasons and was a secondary source of their income.
- 12) The sectoral expenditure profile of the BADP bring this fact to the fore that there was no definite state level directive in respect of priority sectors. Had it been in place there would have been conformity among border districts with regard to utilization of funds under various sectors. District Kupwara had utilized Rs.1093.14 lacs during the reference period on Rural Development works as against nil expenditure in respect of Budgam and Bandipora districts. The same variation exists in respect of other sectors also.
- 13) The balanced development of the border blocks warrants that there must be fixed sectoral allocations as per the existing potential of the sectors compatible with the requirements and genuine aspirations of the people. The

District Development Commissioners and district sectoral heads should be allowed to exercise their choice only within a particular sector and should in no case be allowed to make inter-sectoral adjustments with little or no regard to the balanced development of the area. In district Samba Rs.572.50 lacs had been utilized on the Rural Development Sector during the reference period whileas more important and priority sector of Education and Health had got only Rs.4.23 lac and 19.00 lacs respectively.

- 14) The expenditure profile under R&B sector makes it clear that sufficient proportion of funds had been utilized for connectivity purposes during all the three years of reference period. This again warrants caution on the part of policy makers to ensure balancing of utilization among various sectors as per their justifiable requirements. Road connectivity is mostly required for boosting the economic development, but it should not be at the cost of investments in the economic sector. It is on these delicate and specialized issues, the policy makers, strategists and monitoring authorities have their role to play to maintain a balance among different sectors of the socio-economic development.
- 15) Out of the 1562 enquired knowledgeable persons, 1211(78%) were seen aware of the BADP being implemented in their areas. This percentage is below desired level in view of the educational and occupational status of the enquired persons and the fact that the programme is in implementation since 2 decades now. The awareness among the people need to be enhanced to facilitate their involvement and association with the implementation of the programme. The BADP in view of its multi-sectoral and multi-dimensional objectives had strongly provided for community participation at each stage of the implementation and formulation of schemes so as to strengthen the delivery system, identification process and ensure maintenance of created assets.
- 16) As per knowledgeable person's perspective, the association of people in formulation of BADP plan was just 28%, in the selection of beneficiaries 41%, in respect of execution of works 58% and for the maintenance of created assets 28%. The peoples participation in the formulation and implementation of BADP need to be made broad based.
- 17) The satisfaction percentage of knowledgeable persons calculated on various parameters across the border districts of the state suggests that the programme implementation had not been able to satisfy maximum number of people. The quality of work, the most important and non-compromising parameter had satisfied just 53% of the knowledgeable persons, the maintenance of assets 41%, environment protection 38% and selection of bonafide beneficiaries 45%. However, 68% have expressed satisfaction over the type of programmes being taken-up under the BADP.

- 18) While giving suggestions for effecting improvements in the BADP implementation, 66% of the knowledgeable persons advocated for beneficiary oriented schemes to be implemented in Agriculture, Horticulture, and allied activities for direct upliftment of the local people. A good percentage of enquired persons stressed for major irrigation projects so that vast fields available in the border area are brought under cultivation. Local involvement and proper supervision and monitoring of the programme were also proposed to be strengthened for improvement in the implementation of the BADP.
- 19) From the verified community based works/equipments executed/provided during the reference period in the sample villages under BADP, 76% works were found complete as on the date of survey(June-July 2009) and the remaining 24% were incomplete being spilled over works of the previous years. The work on most of the incomplete projects was under execution. Among 414 completed works, 369 were seen functional and 45(11%) works were either not handed over to the concerned departments or were running through some dispute.
- 20) In the verified works, only 22% works/equipments were rated “good” by the evaluation team, 73% were judged satisfactory and 5% rated “Bad” or of unacceptable quality. This situation again warrants for intensive supervision and monitoring by the concerned executing officers and monitoring authorities.
- 21) The instant evaluation study having revealed that some works executed under BADP lack quality, the Govt should put in place the system as advised in the revised guidelines of the BADP circulated in January 2009, which is expected to go a long way in ensuring execution of quality works and procurement of standard equipments under the programme. The placement of this system is highly desirable in view of the remoteness and inaccessible nature of the border blocks where the concerned supervising officers generally hesitate to supervise over, resultantly lower level executing functionaries taking advantage of this situation compromise on the quality parameters.
- 22) During the verification process the completed works were put on scale of satisfaction by the evaluation team on various parameters and 379 works qualified for such diagnostic testing. The overall results reveal that on specification of works, the evaluation teams were satisfied in respect of 87% completed works. On quality parameter, the works which satisfied the evaluation teams were only 69%. Similarly on “Site of Work” ,material used, durability of work, functional status of work and on maintenance, the evaluation teams were satisfied in respect of 90%, 74%, 89%, 87% and 83% works respectively. All these analytical figures bring this fact to the fore that BADP implementation is lacking supervision and monitoring due to which the

works executed could not fully satisfy the evaluation teams on a single parameter.

- 23) It has been observed over a period of time that the allocations under BADP are increasing year after year. The allocation for the current financial year 2009-10 stands at Rs. 100.00 crore and under the circumstances it is immensely felt that there should be proper monitoring of the projects/schemes being executed under the programme. For the purpose of effective and efficient monitoring of the programme additional manpower is required to be provided in the Planning Cells of Border Districts.
- 24) Keeping in view the specific objective of the study of ascertaining whether or not villages falling in the (0-10) Km belt were treated on priority under the BADP, the sampling procedure was appropriately designed to verify the same. But due to non-cooperation of the concerned departments, the stipulated procedure could not be adopted and the evaluation agency was left with no option but to go for random selection of villages, instead of selection on the basis of maximum coverage under components/schemes of BADP. However, the enquired knowledgeable persons were of the view that maximum works are being executed in the border belt of (0-10) Km area.
- 25) The verification of state sector works revealed that out of 5 sample checkdams claimed to have been constructed by the implementing department, the work on only two was in progress and in case of the remaining three the work is yet to start, though expenditure had been shown booked in the financial statements.
- 26) The verification of Model Village Sadho district Samba brought this fact to the fore that the works executed there were of good quality but most of the infrastructure created had remained unutilized due to lack of coordination at various levels. The constructed Ponds are without water, Community Information Centre devoid of any equipment and shopping complexes waiting for allottees.
- 27) The specialized evaluation teams constituted for the conduct of post verification check of the BADP works were unanimous on the fact that public participation in the programme has decreased to a greater extent over the years. A good number of people expressed unawareness about the BADP though they were aware of the works being executed in their areas. The second point on which the teams were unanimous was the non-existent maintenance system of the created assets particularly those which are open for community use and this aspect needs to be considered by the Government.

- 28) For improving the implementation profile of the programme and make it serve the purpose of huge investments being made under it various measures were suggested by the specialized teams which are summarized as under:-
- a) *Intensive supervision and monitoring;*
 - b) *People's involvement in a big way;*
 - c) *Sufficient provision for maintenance;*
 - d) *Construction of approved work within a specific time-frame;*
 - e) *Inclusion of scheme addressing the immediate needs of people;*
 - f) *Quality be ensured by all possible measures whether administrative, financial, supervision & monitoring;*
 - g) *Erection of the sign boards at the site of works.*

14

*Evaluation Study on
Accelerated Urban Water Supply Programme (AUWSP)
J &K State
(2003-04 to 2009-10)*

Introduction:

A Centrally Sponsored scheme “Accelerated Urban Water Supply Programme (AUWSP)” was included in the 8th Five Year Plan and implemented from 1993-94 for towns having population less than 20,000 as per 1991 Census. It was felt that smaller towns having low economic base are often given low priority by the State Governments and thus are neglected in the water supply arena even during normal times and worst hit during the periods of drought. Therefore, it was decided to extend financial support to the state governments/local bodies for providing water supply facilities in the towns having population of less than 20,000 as per 1991 census. The AUWSP was started in the country from the year 1993-94, but in J&K State, the programme was started from the financial year 2003-04.

In Jammu & Kashmir State, 11 towns (7 of Jammu and 4 of Kashmir province) were selected under AUWSP for treatment. These include Aknoor, Lakhanpur, Poonch, Thanamandi, Nagri Parole, Nowshera and Katra from Jammu province and Ganderbal, Achabal, Kupwara, and Kulgam from Kashmir province. The State Level Evaluation Committee (SLEC) in its meeting held on 17th June 2009 decided to get the programme evaluated. The study was conducted with the following objectives:

Objectives of the Study:

- i) To assess the extent to which the financial resources made available under the programme were utilized.
- ii) Assessment of qualitative and quantitative status of water supplied to the target group of population.
- iii) Assessment of Water Supply schemes in the selected towns with regard to completion, required infrastructure and accommodation facilities for key functionaries.
- iv) Assessment of beneficiary opinion with regard to maintenance, equitable distribution of water and satisfaction level.
- v) To Know the public involvement/participation in the selection of sites, source and maintenance system.
- vi) To know the bottlenecks/difficulties faced, if any, in the implementation of the scheme and suggestions for over-coming them in future.
- vii) To conduct physical verification of overground structures claimed to have been executed under the programme.

Reference Period:

The reference period of the study was the whole implementation period of the programme from 2003-04 to 2009-10. However, the primary data related to the date of survey i.e. August-September 2010.

Sample size & Selection Procedure:

All the 11 towns covered under the scheme were covered under the study. However if there are more than two or more towns covered in any district, only one town was covered at the first instance. In each selected towns, 30 beneficiaries, 6 each from East, West, North, South and Centre of the town were selected at random for interview with regard to their assessment of the water supply. It was ensured that approximately ½ of the beneficiaries/households possessed the domestic connections and the other half benefitting from Public Stand Posts (PSPs).

Besides this, 2 Public Stand Posts in each direction (East, West, North, South, and Centre) were physically verified and checked with regard to site, utility, suitability and functionality. In addition, the over-ground infrastructure created under the programme in terms of residential quarters, treatment plants, service reservoirs, approach roads etc. was physically verified. In towns where tube wells/dug wells were constructed under the programme, 50% of them to the maximum of 10 in each town were also physically verified with relation to the objectives of the study.

Summary of Main Findings:

- 1) The AUWSP was allowed to be initiated in the country from the annual plan 1993-94. But in J&K State, the programme was started from the financial year 2003-04 i.e. after a decade. In all, 11 towns were approved for treatment under the programme at an estimated cost of Rs.4794.73 lakhs. In the year 2003-04, an allocation of Rs.24.00 lakhs was sanctioned in respect of Achabal, Kupwara and Kulgam towns which was fully utilized during the same year. In the next year 2004-05, an allocation of Rs.1387.66 lakhs was made available for 10 approved towns against which Rs.1209.25 lakhs were utilized(87%). The expenditure profile of the programme showed an increasing trend reaching 90% in 2005-06 and further stepped-up to 96% in 2006-07 and finally reached 100% in the last two financial years. The availability of funds under the programme had remained steady with the result, the town projects were completed at the original estimated cost.
- 2) Though most of the taken-up towns under the AUWSP were reported to have been completed by the end of 2008-09, but the physical progress with reference to the ultimate objectives of the scheme were not provided by the implementing department at the state/regional level. Precisely speaking, the ultimate physical achievements with relation to objectives were not documented at the state/regional level. This state of situation was reflective of the insensitive nature of the monitoring mechanism of the programme.

The information on population coverage under 70 Litres Per Capita Daily (LPCD), 40 LPCD, and 25 LPCD should have been available and properly documented. Similarly, the information with regard to increase in the water supply, storage capacity, filtration capacity as a result of AUWSP implementation should have been available and provided.

- 3) The background paper of the AUWSP states that the aim of the programme would be to improve the quality of life of the poor especially the most vulnerable sections who do not have access to safe drinking water. The programme modalities and guidelines provide no specific way-out for achieving this objective. In fact, in all the water supply programmes, the rich and influential sections of the society have benefitted the most. The AUWSP also contains no provision for the poor and infact there is no room for any specification. So the provisions of the scheme stating to improve the quality of life of the poor through AUWSP are totally absurd. Again the objective featuring in the background paper of AUWSP is to enhance the productivity to sustain the economy of the country. The provision of safe drinking water has no direct bearing on the productivity of the country. However, it could improve the environmental conditions and thus facilitate better socio-economic condition for the development of industrial and commercial establishments.
- 4) The cooperation of the Public Health Engineering Department had remained at the lowest ebb with the result the time-frame within which the study was slated for completion was greatly disturbed. Secondly, out of 8 towns stipulated to be brought within the ambit of the study, the evaluation study was restricted to 6 towns only. Thirdly, the non-availability of desired information, particularly the micro level component-wise data and physical achievements profile, greatly hindered various phases of the evaluation audit.
- 5) The augmentation project of Achabal Town was phased out from 2003-04 to 2009-10 at an estimated cost of Rs.389.92 lakhs. The project was completed within the stipulated time-frame and on the original estimated cost. But analysis of the expenditure revealed that deviations from the guidelines/re-appropriations were resorted to within the project components to moderate extent.
- 6) Ganderbal Town which now is the headquarter of district Ganderbal was also covered under AUWSP. The augmentation plan was prepared at an estimated cost of Rs. 394.84 lakhs and completed by the end of March 2010 by utilizing Rs.384.99 lakhs at the rate of 98%. After augmentation, the PHE Department reported that it was now providing water supply at the rate of 70 LPCD to 23323 souls and at the rate of 40 LPCD to 2591 souls. In addition to this, it also covered floating population of 2387 persons. Thus in all it had

covered a total population of 28301 through a network of 2395 domestic connections and 135 Public Stand Posts.

- 7) The projected plan of work for augmentation of water supply in Kupwara town under AUWSP, prima-facie looks of ambitious type with little regard to the objectives. The items which happen to be of secondary nature, like construction of office buildings, compound walling and earmarking of huge amounts on account of contingencies were given undue priority. This priority was not only over-emphasized in works programme but also in executing the schemes. The basic components of the scheme were still incomplete but secondary components which had very little bearing on the objectives were got completed at the earliest. The physical achievements with regard to the objectives of the AUWSP had been reported zero by the concerned implementing agency.
- 8) The augmentation Plan to accelerate the water supply in Kulgam Town was also taken-up in 2003-04 and continued till 2009-10. The Project was estimated to cost Rs.616.82 lakhs for completion. The official data puts the utilization amount on different components of the scheme at Rs.613.30 lakhs. The PHE authorities of Kulgam Town has reported that they provided 710 domestic connections and installed 100 public stand posts from 2003-04 to 2009-10 as a result of augmentation project under AUWSP.
- 9) The augmentation of water supply under AUWSP in respect of Nagri Parole town of Kathua district was taken-up in the year 2004-05 and completed in 2008-09. The project was estimated to cost Rs.255.10 lakhs and was completed within the same ceiling, though major re-appropriations were made among different components of the scheme.
- 10) Thanamandi Town of Rajouri district was taken-up for augmentation in 2004-05 and completed in 2008-09 by utilizing an amount of Rs.172.58 lakhs against the same original cost. By completing the project, the PHE department reported to had achieved the intended objectives of providing water supply as per programme norms.
- 11) The field enquiry established the fact that the private domestic connections were provided by the PHE department even before AUWSP implementation and were to the extent of 35% of the present strength. However, 65% of the sample domestic connections were provided from 2004-05 to 2009-10, the period during which the programme under evaluation was implemented. In Ganderbal town all the 15 sample connections were provided prior to the AUWSP launch.
- 12) In Kupwara town, no sample was taken owing to the fact that zero physical performance was reported by the concerned PHE management under AUWSP. The deviations and violations detected in respect of Kupwara town scheme should be got investigated by the PHE Administrative Department

through an independent Agency or by conducting a high level departmental enquiry.

- 13) The water supply schemes of Ganderbal and Kulgam are of perennial type and schemes in respect of Achabal, Nagri Parole and Thanamandi are of fixed type nature. The supply schedule in respect of Achabal looks of sufficient type as maximum number of beneficiaries had reported supply schedule of more than 8 hours daily. The water supply schedule in the towns of Nagri Parole and Thanamandi was, however, very low.
- 14) Among the domestic beneficiary category, only 54% were satisfied with the quality of water which should be a cause of concern for the PHE Department. The Department must by all means ensure that the quality of water is maintained throughout, without any sort of compromise on this score. The high level and middle level supervisory staff must monitor the filtration and chlorination process regularly. The storage tanks/sump tanks must be cleaned on regular intervals and the leakages in the pipelines and distribution system rectified regularly and instantly.
- 15) Among the sample beneficiaries of Public Stand Posts (PSPs) category, 30% reported that the PSP under their use were installed prior to AUWSP whileas, 70% were benefitted from PSPs installed under the new scheme. In Ganderbal town, it had been reported that all the beneficiaries have got their private connections and no regular domestic beneficiary was obtaining water from PSPs. 19% PSP beneficiaries reported perennial supply and the remaining 81% revealed that water supply was available to them through PSPs for fixed hours only. 53% reported it for below 2 hours daily; whileas 40% revealed that it remains available for more than 8 hours daily.
- 16) The beneficiary enquiry revealed that 86% of the PSP beneficiaries regarded the site of PSP installation appropriate and 81% accepted that the PHE authorities consulted people of the vicinity and took them into confidence before selecting the site for installation. 19% beneficiaries reported that platforms were constructed in respect of their PSPs whileas, 47% reported about the construction of drainage system. Bibcocks were revealed fitted to the PSPs by 91% beneficiaries.
- 17) Among 43 verified PSPs, 33% were installed before AUWSP implementation and 67% were put in place after the programme was initiated for launch. Appropriate site was verified in respect of 98% PSPs and functionality of all of them was confirmed with reference to the date of survey. However, platforms were seen constructed only in respect of 21% Posts and drainage was provided for only 53%. Only 67% PSPs were fitted with bibcocks. In all 266 households were confirmed/verified as the permanent beneficiaries of these 43 PSPs.

- 18) The physical verification of overground infrastructure created under AUWSP was also done, though the exercise was restricted owing to very little cooperation of the Department concerned. The verification process requires complete biodata of assets together with technical assistance by the field functionaries of the Department concerned. In all 16 infrastructural assets were verified across sample towns and were found existing. The condition of most of the assets was not found good. Some works/assets were claimed completed by the Department but were seen still incomplete. The technical soundness of many items was observed questionable by the evaluation teams.
- 19) While offering suggestions for effecting further improvements in the water supply systems across the sample towns, water treatment was stressed the most. The other suggestions put forth by the beneficiaries were improvement in distribution system, maintenance and vigil by departmental functionaries, regularity in supply, leakage rectification and cleaning of OHTs (Over Head Tanks) and Sump tanks.

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*Evaluation study on Kathua Canal
Command Area Development Project (CADP)
Kathua.
(2003-04 to 2008-09)*

Introduction:

The J&K economy is predominantly an agricultural economy. More than 70 % of its population depends directly or indirectly on this sector. For the development of agricultural land, various schemes/programmes have been taken-up/implemented through various departments. Command Area Development programme is one such programme under implementation for the development of agricultural land in the State.

The Command Area Development (CAD) Programme was initiated in 1974 with the objective to bridge gap between irrigation potential created and utilized through micro level infrastructure development and efficient farm water management; to enhance agriculture production and productivity; and to improve socio economic conditions of the farmers.

The Kathua canal CAD project was initially proposed with a phasing of five years starting from 2003-04 to 2007-08 involving a cost of Rs. 581.59 lacs and subsequently revised to the tune of Rs. 1030.67 lacs and was likely to be completed by 2008-09.

In order to assess the effectiveness of the programme, the State Level Evaluation Committee (SLEC) in its meeting held on 17.06.2009 decided to conduct the evaluation study on Kathua canal Command Area Development Project, Kathua through the Directorate of Economics and Statistics.

Objectives of the study:-

The objectives of the study were:-

- I. To assess the impact of the project in bridging the gap between the irrigation potential created and potential utilized by introduction of On Farm Development works.
- II. The extent to which water logging has been reduced under the project by controlling seepage and deep percolation.
- III. The extent to which seepage and conveyance losses have been reduced under the project.
- IV. The extent to which shift in cropping pattern has taken place after adoption of the project activities.

- V. The extent to which the production and productivity had increased with the implementation of project activities.
- VI. To elicit the opinion of general public about the project and their level of satisfaction.

Reference Period:

Since the project was launched in Kathua Command Area during the year 2003-04 with a phasing of five years and after revision was likely to be completed by 2008-09, the whole of the project implementation period i.e. 2003-04 to 2008-09 was covered under the study.

Sampling Size/ Selection procedure:

The project activities were confined to two blocks of Kathua district namely Kathua and Barnoti spread over 35 villages, out of which 24 villages fall in Kathua block and the remaining 11 villages in Barnoti block.

At the first stage, 30% of the covered villages were selected at random in each of the two blocks. In the selected villages, all the works/activities taken up by the implementing department under Command Area Development Programme during reference period were brought under physical verification with special emphasis on scope and quality of works.

At the second stage, 10% beneficiaries to the maximum and minimum of 10 were selected under each activity i.e. Field Channels, Field Drains. Adaptive Trails, Demonstration Units and Farmers Trainings in each selected village. However, in case where the number of beneficiaries was less than ten, all were selected. Besides this, 5 knowledgeable persons in each selected sample village were also selected to illicit their opinion on different aspects of the programme as an independent feed back source. However it is important to mention that no work in land leveling was done, Water User Associations were also not framed in any of the sample villages. Thus, no one was interviewed with respect to these two components of the programme.

Summary of Field Findings and Suggestions

- 1) The Kathua Canal Command Area Development Programmes is a Centrally Sponsored Scheme shared between Central Govt and State Govt. in the ratio of 50:50 respectively. This scheme was launched with phasing of 5 years starting from 2003-04 to 2007-08 and subsequently revised and was likely to be completed by 2008-09.
- 2) The project was started with the main objective to reduce the gap between irrigation potential created and irrigation potential utilized and to carry out On Farm Development works covering both water and soil management programmes so as to raise production and productivity levels.

- 3) Out of total outlay of Rs.1073.93 lacs, a sizeable amount of Rs.789.73 lacs was kept for field channels which constituted 73.53% of project outlay. Against Rs.789.73 lacs kept for construction of field channels Rs.762.23 lacs was incurred which constituted 96.5% of total amount kept under the activity. In case of Field drains, an amount of Rs.83.93 lacs was incurred against an outlay of Rs.133.28 lacs registering utilization of 62.48%. On other activities an amount of Rs.131.23 lacs was utilized against 150.92 lacs. The overall expenditure was of the order of Rs.977.39 lacs against 1073.93 lacs giving utilization of 91%.
- 4) The physical achievement of the programme under different components had almost been in line with the financial achievement except in case of Warabandi under which the physical achievement was just 12.41% of the targets against 35.56% achievements on the financial side. 96.62% achievement of the revised targets under Field Channels was reported during the reference period by the Project Authorities. The achievement under Field Drains was 69.18% of the revised targets. The other secondary components like the Adaptive trails, Demonstration and Farmers Training were reported achieved by 108%, 87% and 63% against set targets respectively.
- 5) The Warabandi System under which Water User Associations are constituted to enforce the water sharing system and also to look after the maintenance of assets, were not framed. This on the one hand speaks of non serious attitude of Project authorities in implementing the programme as per the stipulated guidelines and on the other hand was an ample proof of the lack of monitoring system having not taken any notice of the partial implementation of the project activities.
- 6) The evaluation teams verified all the field channels which existed even prior to the CAD project but under CAD the same were converted into Pucca Channels. The quality of construction was good in case of 70% and the remaining 30% were of average quality. The present position of channels was mixed in nature. 38% of them were in good condition, 51% were partially damaged and 11% were completely damaged. This state of situation warrants that the maintenance system as provided in the scheme modalities be strictly provided to ensure safety and durability of assets.
- 7) In the sample villages water logged area was treated by construction of drains and as stated by 53% of sample beneficiaries the problem of water logging was reduced to some extent. 47% were of the view that the problem was fully controlled in respect of their lands and the area was now fully cultivable.
- 8) The cropping pattern did not change much in the area due to construction of drains and channels. However, the land was now easy for cultivation and the yield rate also increased beyond any doubt as reported unanimously by the

sample beneficiaries. Most significantly some treated water logged area was put to double cropping pattern.

- 9) As reported by the sample beneficiaries the yield rate of all crops has gone up considerably but it would not be justified to correlate it to the project activities alone. However, it could be concluded that the CAD activities having easing out irrigation facilities, reduced water logging, influenced the cropping pattern and raised the cropping intensity has had its role in the impact on production and productivity of the area.
- 10) The verification of the evaluation teams suggests that the sub-schemes of Adaptive Trials had been implemented in a casual manner with little enthusiastic approach. The identification of beneficiaries was done by lower level functionaries with no supervision of middle or high level officers. The guidance provided to the farmers on irrigation practices, cropping pattern and application of manures was termed as casual and useless by the enquired sample beneficiaries.
- 11) The participation of people in the process of implementation of the programme was low as only 30% of the Knowledgeable persons expressed satisfaction over it. The remaining 70% were dis-satisfied over the limited role provided to the people in the selection of sites, accommodation of suggestions and maintenance affairs.
- 12) None of the assets created, have any sign boards or hoardings on it. During the course of Evaluation study, the Evaluation Team faced a lot of difficulties in locating the assets i.e. Field Channels and Field Drains. The project authorities must have erected/affixed boards/hoardings on Field Channels/Field Drains constructed, along with name and nomenclature, so that the assets are easily traceable and accessible without much difficulty. This will also create awareness about the activities of project among the common masses.
- 13) None of the sample beneficiaries reported that any warabandi system was present in the project. All of them reported that they had framed some mutual groups among themselves for sharing of water and 56% of sample beneficiaries were unsatisfied with the present adhoc system of water sharing.
- 14) In both the sample Blocks, only in one village namely Chak Diwan Kripa Ram, farmers training camp was organized and training was imparted to 50 farmers during the reference period. 10 beneficiaries selected under Farmers Trainings have reported that only one camp was organized by project authorities. 6 out of 10 have admitted that it helped in providing knowledge to them about various farming and irrigation practices. None have reported

that they have been taken to any other CAD project within or outside the State.

- 15) 202 Field Channels and 27 Field Drains were physically verified by Evaluation Team, 38% of Field channels were in good condition, 51% of Field Channels were partially damaged and 11% were completely damaged. This was mostly due to lack of maintenance provided by project authorities. In case of drains the present status of 56% was found good, 37% were in satisfactory condition and the remaining 7% were in poor condition.
- 16) Various types of assets created have got damaged in the normal course at the hands of men, animal and natural factors. Repairs and maintenance of assets has to be provided for, otherwise the assets will be damaged/washed away. The villagers/beneficiaries hardly attend to this problem as they are yet to be mentally involved in the process. The programme/guidelines have well conceptualized mechanism of warabandi and creation of corpus fund for maintenance of assets with co-operation of both Government and the users. For this purpose water user association has to be constituted. But this mechanism was not operationalized by the project authorities. The farmers must be motivated to take care of assets so as to ensure their sustainability. The project authorities should arrange farmers visit to other CAD projects within and outside the State where these mechanism are successfully running so as to make them aware of their responsibility towards community assets and take out their co-operation for said purpose. The authorities should seriously look into it and find out workable solution to operationalize the corpus fund for maintenance of assets to ensure their sustainability. In case farmers share was not available, an alternative mechanism, preferably the corpus fund consisting of Govt. Share only should be operationalized to repair the damage and ensure maintenance of assets. For that purpose, the scheme modalities should be amended as per the ground realities. Non co-operation of farmers should not become a hurdle in utilizing the funds available for such type of repairs and maintenance.
- 17) For achieving the planned objectives of the programme, all the components of it must be implemented in compact manner, otherwise it would disturb the implementation profile and consequently the objective would remain un-achieved/under-achieved. The controlling and monitoring authorities should periodically review the progress and exercise appropriate administrative and monitory powers to ensure implementation of the programme as per stipulated guidelines.
- 18) The field situation warrants that implementing department must strengthen the supervisory system within the organization to ensure proper identification of beneficiaries/sites and to streamline the delivery system of goods and services, whatever envisaged under the programme.

Introduction:

The Rehabilitation Council was setup in the year 1995-96 vide State Administrative Council's decision No. 21 dated: 14.02.1996. The council stands registered under societies act VI of 1998 under the name and style of "Council for Rehabilitation of Widows, Orphans, Handicapped and Old Persons (Victims of Militancy)" in Jammu and Kashmir, with the main objective of providing relief and immediate succor to the destitute victims of militancy in the State of Jammu and Kashmir. The objectives of the Council are to provide assistance for the physical, psychological and economical rehabilitation of the victims of militancy in J&K, with special focus on Widows, Orphans, Handicapped and Old Persons whose bread winner is killed or incapacitated as a result of militancy.

In order to assess the effectiveness of the scheme "Militancy Hit Victims" implemented by Rehabilitation Council in Doda district, the State Level Evaluation Committee (SLEC) in its meeting held on 17.06.09 decided to have the scheme evaluated.

Objectives of the Study:

The study was conducted with the following objectives:-

1. The extent to which the scheme has been able to provide relief to the victims of the militancy.
2. The extent to which physical and financial goals set under the programme have been achieved
3. The extent to which the scheme has been able to absorb the beneficiaries in various ongoing welfare and developmental schemes of the Government.
4. Satisfaction level of the beneficiaries about the programmes/activities undertaken under the scheme.
5. Difficulties/Bottlenecks faced in the implementation of the scheme

Reference Period:

The reference period for collection of official data under the study was the last four years starting from 2005-06 to 2008-09, whereas the primary data collected from the field related to the date of survey i.e. August 2010.

Sampling size/ Selection procedure:

The erstwhile Doda district was selected for the purpose of the evaluation study which comprised of three distinct units viz Ramban, Doda and Kishtwar. The whole erstwhile Doda district was covered within the ambit of the study.

As per the stipulated sampling procedure, a sample of 15% beneficiaries under each activity subject to a minimum of 20 beneficiaries from each activity was selected on simple random sampling basis. However, where the number of beneficiaries was less than 20 then all were taken up for enquiry.

Summary of Main Findings:

- 1) While taking a review of the financial profile of the scheme from its launch in 1998-99 to 2008-09, it seems that the releases were not systematic and in conformity with the field of implementation/requirements.
- 2) In 2000-01, the amount released was Rs.10.00 lacs which was appropriately responded by an expenditure of Rs.9.88 lacs(99%). But in the next year 2001-02, instead of giving a step-up to the allocation, it was slashed down to Rs.8.50 lacs inspite of the fact the number of victims for whom the scheme stands devoted was increasing by every passing day. Again in 2002-03, against an allocation of Rs.20.43 lacs, the expenditure was Rs. 19.53 lacs(95%). But even then the following year witnessed a decrease in releases from Rs. 20.00 lacs to Rs 12.00 lacs registering a decrease of 40%.
- 3) Overall the funds made available under the scheme during the implementation period of 1998-99 to 2008-09 for Doda district were of the order of Rs.238.34 lacs. The expenditure for the same period was reported to be of the magnitude of Rs.230.99 lacs at the percentage of 96.71. The utilization of funds under the scheme seems of satisfactory nature as compared to other developmental and social sector schemes which have come under evaluation audit in the recent past.
- 4) As reported by the Social Welfare Department, no fixation of targets was done neither for the district nor for the different components of the scheme. From the planning point of view it was a deficiency of grave nature having its negative consequences on implementation of the scheme. This deficiency, among other things is also an indication of the fact that the monitoring and controlling mechanism under which the scheme is being implemented had behaved too weakly to take note of such undesirable things during the eleven year period of its implementation.
- 5) During the implementation period, out of 1112 cases 622 cases belonged to the victim widows which constitute 56% of the total beneficiaries. The pension of Old Aged Persons was granted to 271 persons forming 24% of the total magnitude of sanctioned cases. The third most important component of the scheme- Marriage Assistance was provided to 165 grown up

daughters/widows @ Rs.10,000/- per case. The handicapped persons covered were 20, the orphan students 32, students under professional studies 2 and no one was benefited under exceptional cases category.

- 6) A minute review of the utilization profile on year wise basis brings this fact to the fore that the mode of payment to the beneficiaries was irregular. Had it been regular, the fund utilization over the years would have gone steadily up, keeping conformity with the steadily up going number of cases under different components. In 2006-07, the expenditure on pension to widows was Rs.29.98 lacs which went down to Rs.24.50 lacs in 2007-08 inspite of an increase of 116 new cases during the year which increased the gross total of cases from 465 to 581.
- 7) The total family members of 121 sample beneficiaries were 614, out of which 46% were males and 54% females. The average family size was 5.07 persons. The information suggests that by the coverage of a beneficiary under the scheme, the relief is infact being provided, at an average to more than 5 persons. It also provides an assessing tool to the policy strategists to think whether the meager assistance provided to the beneficiaries under different components was just enough for a family of more than 5 persons to settle down and feel some sort of relief.
- 8) Keeping in view the employment status of victim families, the Rehabilitation Council having top most representation of the Govt could rope-in other departments in providing better coverage of its beneficiaries under various ongoing schemes of the Govt like Self Employment, PMRY, EDI etc. The framework of the Council unambiguously mandated it to make efforts in this direction.
- 9) The information collected from the sample beneficiaries suggests that the sponsorship of cases was slow and delayed. The sanctioning process also seems on the slower side. The implementing department is required to provide immediate relief to the victims keeping in view the peculiar circumstances of the beneficiaries. Belated sponsorship of the cases and delayed sanctioning should be minimized to the possible extent. The Government must also provide sufficient manpower to the implementing department to facilitate speedy sponsorship and disposal of cases for early start of pension.
- 10) Out of 40 sample cases settled under Widow Pension, 7.5% were settled immediately, 2.5% within 3 months, 10% within 6 months and 80% in a period of 6 months and above. The process of settlement of cases must be expedited, so that the purpose of scheme i.e. immediate relief to victims be achieved. Delay in settlement of cases is unjustifiable, particularly in case of those who were already destitute or loosed the sole bread earner. The

timeframe for settlement of cases must be provided and strictly adhered to in future.

- 11) Cheque system had been reported as the mode of payment by all categories of beneficiaries and infact is a healthy sign which ensure transparency in such an incentive based scheme. This system must continue in future also. Regarding payment date, 100% beneficiaries stated that there was no fixed date and generally pension is being paid after expiry of two or three months. This matter also needs to be taken care of so that pension benefit could be paid at regular basis. The inconsistency and uncertainty in the payment of pension poses great hardship for these pensioners. The Rehabilitation Council must ensure timely release of funds and the implementing department must also take administrative and financial measures to ensure on time and regular payment of pension to the victim beneficiaries.
- 12) Taking all the aspects of the scheme components in consideration in terms of efforts, hardships, difficulties involved in getting the cases settled, ultimate amount of pension etc., the beneficiaries under all the components were asked to express whether they were satisfied with the scheme, the aggregate results showed that only 31% were satisfied. The reason for low level of satisfaction is the meager amount of pension which happens still at the level of 1996-97 when the scheme was originally devised and sanctioned for implementation.
- 13) For successful implementation of incentive based schemes, some mechanism is required to be evolved so that assistance provided under different components could be revised on scientific basis periodically. Linking the rate of assistance with some suitable index may provide a solution to this problem. The revision in the rate of assistance under all components of militancy hit victims is strongly recommended to enable the scheme to achieve its objective of providing relief to the victims.
- 14) All the components of the scheme are of burden sharing nature and provide a portion of the domestic expenditure of victim families. It is, therefore, difficult to measure the impact of the assistance. However, from the study of various parameters, it transpires that the target population had acquired a breathing space in their day to day expenditure. Real estimation of impact in these type of programmes is generally impossible due to various factors, particularly when two different time points have to be taken into consideration (before and after). Secondly, the situation of post programme parameters must definitely be related to the influence created by non-programme factors to exactly get the net programme influence. The effects and impacts of the scheme could, however, be visualized through other parameters of the programme interms of transparency, easy disposal, coverage, regularity, timely payment, satisfaction level etc. which have been amply brought to light in the report.

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*Evaluation Study on Martand Canal CAD Project
Anantnag, Kashmir
(2001-02 to 2008-09)*

Introduction:-

The Martand canal located in Anantnag district of J&K State is one of the CAD projects taken up under centrally sponsored scheme viz. Command Area Development and Water Management Programme. The Martand Canal irrigation project also known as “Shah khul” with take off point from Lidder Nallah on the left side near village Ganeshpora at distance of 30 kms from Anantnag town. The canal is designed to discharge 13 cusec of water and is the only source of irrigation for the entire project area. The canal has a gross command area of 6882 hectares which includes 4337 hectares of cultivable command area having cropping pattern of paddy, maize etc. as kharief crops and oil seeds, fodder etc. as rabi crops spreading over 62 villages from Ganeshpora to the tail end of Martand Kareva touching the out skirts of Anantnag town.

The Martand canal project under Command Area Development programme was taken up during the year 2001-02 and various activities like OFD works in the form of field channels, field drains & land leveling/reshaping, Adaptive trails/demonstration etc. approved under the project were executed by Command Area Development Department Kashmir and thereafter w. e. f 01.04.2004 Command Area Development Programme has been restructured. The instant project also stands implemented as per the restructured Command Area Development & Water Management (CAD&WM) programme (CAD & WM programme).

With a view to assess the achievements made under the Martand canal CAD project, the State Level Evaluation Committee (SLEC) in its 4th meeting held on 17th June, 2009 decided to get the programme evaluated through the Regional Joint Director, Evaluation & Statistics Kashmir.

Objectives of the Study.

The study was conducted with the following objectives:-

1. To assess the progress of the scheme viz-a-viz its targets both financial & physical.

2. To assess the quantum of additional land brought under Irrigation through better water management/On Farm Development (OFD) works.
3. To assess the level of increase in production & productivity of land as a result of implementation of CAD programme.
4. To assess the impact of the programme on socio-economic condition of the people.
5. To assess the formation of Water User Associations & their role in maintaining the system.
6. To assess satisfaction level of target group/beneficiaries of the project.
7. To assess the quality of infrastructural works undertaken under CAD programme.
8. To identify the bottlenecks/impediments faced in the implementation of the programme & suggest measures for bringing improvement.

Reference Period

The reference period for “Evaluation study” was earmarked as 2009-10. However, in view of closure/completion of the project ending 31.03.2009, the reference period for field study relates to the year 2007-08 & 2008-09. The official data stands reflected in the report with respect to physical/financial achievements against the set targets for the period 2001-02 to 2008-09.

Sample Size & Procedure.

Under Martand canal project 62 villages have been covered. Out of these, 20% villages were selected at random for detailed field enquiry. Moreover, in each selected village 10% beneficiaries were interviewed about various aspects of the programme together with the benefits accruing to them as a result of the scheme in terms of additional land brought under irrigation, increase in production & productivity, intensity of irrigation & the overall satisfaction level. 30% of the works executed under the programme in the selected villages were also brought under evaluation screening with regard to feasibility, quality, functionality & maintenance. 2 members from each Water User Association in selected villages were also interviewed for obtaining their views/comments about the specific parameters prescribed for Evaluation Study.

Summary of Field Findings:

- 1) The project profile of CAD project “Martand Canal” located in District Anantnag of Kashmir division, having gross command area of 6882 hectares, which includes 4337 hectares of cultivable command area, spread over 62 villages of tehsil Pahalgam and Anantnag, had been taken up under command area development programme in 2001-02 and completed by 31.03.2009. The scheme was restructured in April, 2004 with deletion of a few components and addition of some new components and renamed as command area development and water management programme. The instant CAD project had been implemented w.e.f April 2004 as per revised guidelines of restructured CAD & WM (CSS) programme.

- 2) The CAD project Martand canal stood evaluated as per the decision of 4th meeting of SLEC held on 17th of June 2009 under the chairmanship of the then Financial Commissioner, Planning and Development Department (Chairman, SLEC) with the objective to assess both Physical/financial performance together with impact and effectiveness in achieving the set goals.
- 3) The financial profile of CAD project Martand Canal reveals that original cost of all components was Rs.908.68 lacs which stood revised in 2004-05. As the CAD programme was restructured in 2004-05, the cost of CAD project Martand Canal was revised to Rs.865.03 lacs against which the funding had been done to the extent of Rs.747.21 lakhs, against which the expenditure was Rs.742.71 lakhs (99.40%).
- 4) Full funding had been done for construction of i) Field channels ii) Field drains and iii) Adaptive trials/demonstrations. The project cost of Rs.640 lakhs approved for construction of field channels had been released in full and utilized amounting to Rs.638.82 lakhs (99.81%). Similarly in case of Field drains, approved project cost of Rs.50 lakhs was released/ utilized in full. Likewise, under Adaptive trials /demonstrations against approved cost of Rs.12 lakhs, an amount of Rs.11.50 lakhs was made available which was utilized to the extent of Rs.11.45 lakhs (99.56%).
- 5) Poor funding was noticed for the components namely i) Reclamation of water logged area, ii) Survey and Planning, iii) Correction of system deficiencies, iv) Warabandi and v) Trainings. The availability of funds for these activities was of the order of Rs.11.60 lakhs, Rs.9.22 lakhs, 9.00 lakhs, Rs.7.26 lakhs and Rs.0.61 lakhs against the approved project cost of Rs.60.00 lakhs. Rs.13.00 lakhs, Rs.63.00 lakhs, Rs.13.00 lakhs and Rs.6.00 lakhs, respectively which had been expended to the extent of Rs.11.59 lakhs (99.91%), Rs.9.21 lakhs (99.89%), Rs.9.00 lakhs (100%), Rs.7.23 lakhs (99.59%) and Rs.0.61 lakhs (100%) respectively.
- 6) It is observed that full funding had been done for core activities of the project while as other activities approved under the project were not addressed to the needful extent. As a matter of fact CAD authorities should have monitored the activities of project closely to facilitate completion of codal formalities as prescribed under guidelines for release of balance funds for the activities approved under CAD project.
- 7) As regards physical performance of CAD project “Martand canal”, the project target area of 4337 hectares had been covered in full by way of constructing field channels. In a similar way project target area of 2500 hectares also stood covered in full by way of field drains. Likewise, 1718 No. of farmers as claimed were benefitted under adaptive trials/demonstrations by way of providing fertilizer incentive to farmers for trials/demonstrations of HYV

seeds. Moreover necessary training as claimed by the department have been imparted to farming community during the period 2001-09.

- 8) The project physical targets approved under the component of i) Reclamation of water logged area, ii) correction of system deficiencies and iii) warabandi observed to have been slashed down due to meager funding for these activities, with the result project physical targets were not achieved in full in respect of these components.
- 9) Close/ effective monitoring at each level was necessitated to ensure completion of codal procedural formalities required as per guidelines for release of funds in full for the components approved under the project. It is thus visible that effective steps in this behalf had not been initiated in due course of time.
- 10) The CAD project area spread over 62 villages, out of which a sample of 12 villages (20% in aggregate) was drawn for field enquiry, in which 64 works (field channels) were claimed by the CAD department to have been executed during the reference year 2007-08 and 2008-09 except in one sample village, Khayar. Overall 385 beneficiary farmers falling in 11 sample villages, were benefitted.
- 11) Out of 385 beneficiary farmers benefitted under CAD project “Martand canal” during the reference year 2007-08 and 2008-09 a sample of 50 (13%) beneficiary farmers were selected randomly. They were interviewed about various aspects of programme together with the benefits accrued to them in terms of additional land brought under irrigation, increase in production/productivity, impact on their socio- economic status and overall satisfaction.
- 12) The field enquiry with respect to CAD treatment to land holdings of 50 sample beneficiary farmers by way of constructing field channels to land holdings reveals as under:-
 - i) Actual size of irrigated land holdings in possession of 50 sample beneficiary farmers was 762 Kanals, out of which 571(75%) Kanals had been treated /covered under CAD project “Martand Canal”.
 - ii) 173(20%) Kanals of unirrigated land in possession of 30 sample beneficiary farmers was brought under better management of irrigation water as a result of which change in cropping pattern took place which in fact resulted in shift towards irrigated crops.
 - iii) The size of total irrigated land holdings of 50 sample beneficiary farmers was raised from 762 kanals to 935 kanals which reveals 23% increase in irrigated land and as such un-irrigated land was reduced from 879 kanals to 706 kanals, which shows 20% reduction in the size of unirrigated land holdings.

- 13) The field enquiry reveals that 43(86%) sample beneficiary farmers were having the size of land holdings 10 kanals and above, 5(10%) were having within the size of 5-10 kanals and 2(4%) were within the size of 0-5 kanals. It was thus noticed that maximum number of beneficiaries were falling within the size of 10 kanals and above.
- 14) 32 sample beneficiary farmers reported that their additional land had been brought under better management of irrigation water.
- 15) The field enquiry reveals that after implementation of CAD activities, production of paddy crop showed upward trend by 28% and production of horticulture crop also reveals increasing trend by 13%. Likewise, production of oilseeds increased by 39%. Although increased trend has been observed in the production but the results were not to the desired extent. The implementation of CAD activities alone were not instrumental for increase in production/productivity but other line Departments like Agriculture, Horticulture, Irrigation Department also had their specific role.
- 16) As regards impact of implementation of CAD activities over socio economic status of sample beneficiary farmers, 32(64%) sample beneficiary farmers who were interviewed agreed that their social status as well as the residential set up changed favourably as a result of increase in the production. While as the remaining 18(36%) reported that there had been no improvement in their social status.
- 17) All sample beneficiary farmers were interviewed to assess their overall satisfaction over implementation of CAD activities who reported as under:-
 - i) All sample beneficiary farmers expressed their satisfaction over implementation of CAD activities in view of the fact a smooth /controlled flow of irrigation water with increased capacity to individual holdings in an equitable manner within a fixed time schedule was ensured.
 - ii) Wastage/leakage of irrigation water was minimized, created potential of irrigation water was utilized in an efficient manner by way of efficient management. It was revealed by 32 sample beneficiary farmers that utilization of created potential also stood increased by way of bringing additional land under better management of irrigation water.
 - iii) All the sample beneficiary farmers expressed their satisfaction over execution of field channels but it was desired by all sample beneficiaries that for survival purpose created infrastructure/assets by CAD Department needs to be looked after/maintained through a proper mechanism.
 - iv) All sample beneficiary farmers were found satisfied over increase in irrigation water, judicious distribution of water and minimization in leakage/ wastage of irrigation water.

- 18) Water user associations were reported to have been formed in 7 sample villages while as in rest of the 5 sample villages no such association was formed. Two members from each water user association summing upto 14 were contacted in these sample villages and it was revealed that the assets created were handed over to water user associations. They had been consulted while preparation of plan, selection of sights and supervision of works during course of execution. It was reported that they play a vital role in water release schedule. All 14 members of the water user associations reported their satisfaction over implementation of CAD activities/execution of works due to which additional land was brought under irrigation. Moreover, judicious use of irrigation water by way of efficient management in an equitable manner was ensured.
- 19) Out of 64 works (field channels) 30% summing up to 21 sample works were selected randomly for physical verification with a view to ascertain the feasibility, quality, functionality and their maintenance. The sample works in each sample village were as such physically verified on ground by the Evaluation team in the field. The field enquiry revealed that all the 21 sample works were found existing on ground. All the sample works were found completed as per specifications of approved estimates but were having average quality material. However, one sample work in village Hapatnar was found of poor quality material and was partially functional due to its partial damage. All sample works were found of community oriented nature. It was further observed in the field that all the sample works were having technical feasibility. However, the maintenance system was found non-existent which could render the programme performance non-functional within a short span of time.

Introduction:

The Rehabilitation Council was set up in the year 1997 vide State Administrative Council's decision No. 22 dated: 14.02.1996 under the name and style of "Council for Rehabilitation of Widows, Orphans, Handicapped and Old Persons (Victims of Militancy)", with the main objective of providing relief and immediate succor to the destitute victims of militancy in the State of Jammu & Kashmir. The Council will also have to provide assistance for the physical, psychological and economical rehabilitation of victims of militancy in J&K, with special focus on widows, orphans, handicapped and old persons whose bread winner is killed or incapacitated as a result of militancy.

In order to assess the effectiveness of the programme "Rehabilitation of Militancy Hit Victims" in Kupwara district, the State Level Evaluation Committee (SLEC) in its meeting held on 17.06.2009 decided to conduct the Evaluation Study of the above programme.

Objectives of the Study:

The evaluation study was conducted with the following objectives:-

1. To assess the extent to which the scheme has been able to provide relief to the victims of the militancy.
2. The extent to which physical and financial goals set under the programme have been achieved.
3. The extent to which the scheme has been able to absorb the beneficiaries in various ongoing welfare and developmental schemes of the Government.
4. Satisfaction level of the beneficiaries about the programme/activities undertaken under the scheme.
5. Difficulties/Bottle necks in implementation of the scheme.

Reference Period:

The reference period for collection of official data under the study was the last four years starting from 2005-06 to 2008-09, whereas the primary data was collected from the field which relates to the date of survey.

Sampling Design/Sample Selection Procedure:

Kupwara District of Kashmir division has been selected for the purpose of Evaluation Study. Out of 1035 beneficiaries benefitted under all categories during the reference period 2005-06 to 2008-09, 155 beneficiaries representing 15% sample under each activity subject to a minimum of 20 beneficiaries was

selected on simple random sampling basis and where the number of beneficiaries was less than 20, then all were taken up for enquiry.

Summary of Main Findings and Suggestions:

1. The reference period for the Evaluation study was approved for the years 2005-06 to 2008-09. During this four year period, 1035 beneficiaries stood covered under the scheme amongst whom an amount of Rs.167.15 lakhs was distributed.
2. A sample of 15% viz. 155 out of 1035 beneficiaries was selected for field enquiry.
3. The sample consists of 127 females (82%) and 28 males (18%).
4. The field enquiry reveals that 152 sample beneficiaries (98%) out of 155 are existing reflecting thereby that the scheme stands implemented successfully at grass root level. However, the remaining three beneficiaries were reported expired on the date of survey.
5. Out of 1035 beneficiaries 15% sample consisting of 155 beneficiaries under all components viz. 52 from pension to widows, 54 from old age, 16 from handicapped/disabled, 25 from marriage assistance to widows/grownup daughters and 8 from scholarship without discrimination to orphans, were put to field investigation.
6. Total expenditure of Rs.25.56 lakhs has been incurred on sample beneficiaries as per the statement furnished by District Social Welfare Officer, Kupwara out of which Rs.10.305 lakhs on pension to widows, Rs.9.375 lakhs on pension to old age, Rs.2.30 lakhs on pension to handicapped/disabled, Rs.2.50 lakhs on marriage assistance to grownup daughters/young widows and Rs.1.08 lakhs on scholarship without discrimination to orphans.
7. The utilization of funds on the welfare of the victimized beneficiaries as per the sample investigation has enabled them to maintain at least their minimum livelihood.
8. Out of 365 villages of District Kupwara, 130 villages representing 35.62% have been covered / benefitted under the programme.
9. Out of the sample 98% beneficiaries were existing on the date of survey while as 2% were reported non-existing. The non existing beneficiaries were reportedly expired as revealed from the field enquiry.
10. The analysis of the sample beneficiaries reveals that the scheme stands implemented at grass root level. However, the department has not been able to settle the cases under different components of the scheme within the stipulated period of time.
11. The coverage under the component scholarship to orphans has been too meager as only 50 candidates forming 4.83% of the total beneficiaries 1035 have been covered during the reference period.

12. No beneficiary was covered under the components Psychological Rehabilitation & fee reimbursement / Hostel fees during the reference period.
13. During the field investigation, it was observed that out of 155 covered sample beneficiaries, 36 (23.23%) beneficiaries were falling in the age group of 18-30 years, 50 (32.26%) were falling in the age group of 31-45 years & 69 (44.51%) were falling in the age group of 46 years & above.
14. The occupation pattern of the deceased victims of 155 families is detailed as under:-
 - i. 79 (50.97%) were belonging to labour/Agriculture.
 - ii. 67 (43.23%) were belonging to private service.
 - iii. 01 (0.64%) was Govt. employee.
 - iv. 04 (2.58%) were unemployed.
 - v. 04 (2.58%) were not available for work.
15. Maximum number of casualties/victims had taken place in Rajwar Block of District Kupwara.
16. The beneficiaries were satisfied over the implementation of the programme but desired the enhancement of amount in respect of all components and reduction in the time lag of pension payments.
17. The field enquiry revealed that 56.13% cases under different components of the scheme were settled within a period of 6 months & 43.87% beneficiaries revealed that it took them more than six months to settle the cases, meaning thereby that a lot of time was being spent in the settlement of Militancy Hit Victim cases. This issue needs to be looked into by the Social Welfare Department so that remedial measures could be taken on this account.
18. The total population strength of the families of the sample beneficiaries was of the order of 606, out of which 304 (50%) were males and 302 (50% approx.) were females. Further, the field enquiry revealed that 51% population of sample beneficiaries were illiterate, 17% were educated upto primary level, 17% educated upto middle level, 10% were matriculate, 4% were of 10+2 level and just 1% were upto graduate level.
19. 99% sample beneficiaries were having total monthly family income below Rs.3, 000/- and as such, timely payment of pension benefits could enable them to survive in these hard times.

Suggestions/bottlenecks

1. The gradual payment after more than three months by crediting to the accounts of beneficiaries puts them to trouble. The payments should be strictly on monthly basis.
2. Some benefits in the shape of providing sewing machines or in the shape of other income generating kits need to be given to the families of victims which could help them to earn their livelihood with dignity.

3. Providing of adequate funds and its timely release is the need of the hour so that uncovered beneficiaries could be brought under the purview of the scheme.
4. Keeping in view price escalation and inflationary trends in the market, one time assistance of Rs.0.10 lakhs under Marriage Assistance needs to be raised to Rs.0.25 lakhs per beneficiary. The existing amount of assistance is too meager to meet the expenditure incurred on marriage ceremony of a daughter of the militancy related victim. Similarly, the amount of pension should be enhanced from Rs.750/- PM to Rs.1500/- PM as demanded by the beneficiaries.
5. More & more students should be covered under the component (Scholarship to Orphans) enabling them to continue their further studies which could result in the enhancement of their educational status and eradication of illiteracy.
6. In order to ensure effective monitoring, vehicles should be provided to the Departmental officers of Social Welfare Department at District / Tehsil level.
7. The field enquiry revealed that pension cases of 6% sample beneficiaries were settled within a period of 6 months and 40% reported that it took them more than six months to settle the cases, meaning thereby that a lot of time is being spent in the settlement of Militancy Hit Victim cases. The issue needs to be looked into by Social Welfare Department so that remedial measures could be taken on this account.
8. 99% sample beneficiaries were having total monthly family income below Rs.3,000/- and as such, timely payment of pension benefits could enable them to survive in these hard times.
9. The scheme needs to be evaluated after regular intervals and there should be a proper mechanism of supervision to implement the scheme in true letter and spirit.
10. In order to facilitate the militancy hit victims of far flung areas in the processing of cases, the Tehsil Social Welfare Officers need to be given added powers under the scheme.
11. The Department has to reach out to poor, illiterate, destitutes, widows/BPL segments with special reference to the press releases.
12. Activate village level functionaries/committees so as to extend various packages to the uninformed, neglected destitute segments of the population to be identified by them.
13. Intensify awareness campaigns for victimized segments for delivery of packages on priority.

Introduction:

The Jammu & Kashmir state is predominantly an agricultural economy. Nearly 75% of total population resides in rural areas and are directly or indirectly linked with this sector for their livelihood. For the development of agriculture land, various schemes/programmes have been implemented through various Departments. Accordingly, the Igophey Irrigation project was started in the year 1979 in District Leh of J&K State.

The objective of the scheme was to facilitate irrigation in the Command area of the Canal and bring more un-irrigated land under irrigation for raising the productivity and production of the area. The ultimate aim was to decrease the excessive dependence of the area on import of food grains which was expected to lead to the economic and social well being of the people.

The original project cost of the scheme was Rs.5.95 crores approved by Planning Commission in the year 1979. However, fourth revision at a revised cost of Rs.49.03 crores stands submitted to Govt. in December, 2004 which has not been accorded approval as yet. The cumulative expenditure on this prestigious canal by Igophey Irrigation Division, Leh amounts to Rs.55.25 crores ending March, 2011 as reported by the concerned Department. Besides this the CAD Leh has also incurred an amount of Rs.5.74 crores on completion of various CAD works such as construction of Field Channels, field drains and other allied works.

With a view to assess the achievements made under the scheme, the State Level Evaluation Committee (SLEC) in its 4th meeting held on 17th June, 2009 decided to get the programme evaluated through Regional Directorate, Evaluation and Statistics, Kashmir.

Objectives.

The objectives of the study were:-

- i) To assess the progress viz-a-viz targets both financial and physical;
- ii) To determine the efficiency of the Department in utilizing the irrigation potential created;
- iii) To assess the level of increase in production and productivity of land as a result of the implementation of the programme;
- iv) To assess the feeling of beneficiaries and non-beneficiaries about the canal and their suggestions for improvement of the same.

- v) To assess physically the canal and other heads constructed under the canal.
- vi) To identify the bottlenecks/difficulties faced in the implementation of the programme and suggest corrective measures.

Reference Period.

The reference period for the Evaluation study pertained to 2005-06 to 2010-11. However, the official data was collected from Igophey Irrigation Division, Leh and CAD Leh in respect of earlier years also.

Sample size procedure and methodology.

Out of 30 distributaries constructed, 6 distributaries were selected during the field enquiry which also includes the field channels constructed by Command Area Development. Besides, one work each from the list of major constructed structure was also taken up for detailed field enquiry. At the second stage, four villages namely Changa, Martselang, Shang & Stakna and four Govt. farms were taken under the command of distributaries upto distributory number 13. At the final stage of sampling, 05 beneficiaries each from four benefitted villages and one each from Govt. farms and 21 knowledgeable persons were selected from the benefitted village and 03 from the Govt. farms. Moreover, 40 non beneficiaries were also contacted from eight non benefitted villages.

Summary of Field Findings:

1. The Igophey canal was taken up for execution in 1979-80 by Igophey Irrigation Division Leh with an original approved cost of Rs.5.95 crores which was later on revised to Rs.49.03 crores (4th revised cost) in December, 2004. The cumulative expenditure ending March, 2011 works out to Rs.55.25 crores as conveyed by the concerned Department. This included Rs.1.87 crores released under District Plan for maintenance and repairs from the year 2005-06 to 2010-11.
2. The total command area of the canal is 4873 hectares but the potential has been created for 4300 hectares only. However, 900 hectares out of Potential created representing 21% stands utilized till date in the villages/Farms benefitted under the scheme.
3. The total length of the canal is 43.12 Kms and it consists of 30 distributaries. The source of the canal is the River Indus. The canal stands completed and commissioned in 2005.
4. During 1986, the Igophey canal was converted into a composite project by way of generation of 3.4 MW of power at village Martselang in addition to provisions of assured irrigation. The power house is presently operational at

village Igo being managed by Power Development Corporation. It is outside the ambit of instant evaluation study.

5. Besides, Igophey Irrigation Division, Leh, the command Area Development Department, Leh was also engaged with construction of field channels and other allied works around the canal w. e. f 1992-93. Accordingly, against the allocation of Rs.608.35 lakhs, an amount of Rs.574.44 lakhs only stands utilized by CAD upto 03/2011 representing an expenditure of 94.42%. An area of 2403 hectares of land was reportedly treated against the approved target of 4873 hectares. The construction of Field Channels, the major component of the programme showed 49% progress against the set targets. Moreover, 41% physical progress was reported achieved in respect of another activity viz. construction of Drains/paths in the Command Area of the canal.
6. In case of Land Reclamation and Renovation/Desilting, low progress viz. 24% and 3% respectively was recorded reportedly due to the slashing down of approved allocations in respect of these components.
7. Out of total 30 Distributaries, 6 (20%) distributaries named D1, D2, D15, D16, D29, D30 giving representation to head, middle and tail were put to field investigations. It was found during the field survey that irrigation facility is being provided up to Distributory No.13 only.
8. Sample distributaries viz. D1 & D2 are located in Changa village, D15 & D16 are located in Chushot Shamma and D29 & D30 are located in Spituk Farka. The total length of these distributaries was recorded to be 1235 mts. Besides, 104 outlets were found completed on these sample distributaries. The field enquiry revealed that all the distributaries got damaged during last 25 years as such need immediate repairs/renovations. Moreover, the following 4 Sample Farms were put to field investigations namely SKUAST Farm at Stakna, Fodder Development Farm at Stakna, Sheep Farm at village Matho and Equine Farm at village Chushot.
9. The field enquiry revealed that distributaries D1 & D2 were very useful for Changa and Martselang Villages. However, D15 was not found useful for village Chushot Shamma. It was found that D15 was broken and destroyed and not even repaired for so many years. D16 was found useless as no field channels were constructed on this distributory. D29 & D30 were found non functional.
10. Out of 11 villages falling in the domain of Command Area Project, 4 villages (36%) were selected for detailed field enquiry. The villages were Changa, Chushot, Gongma and Palam.
11. Out of total cultivable command area of 4873 hectares, 873 hectares only representing 18% were distributed among the sample villages/sample

- Farms by Revenue Department Leh. The remaining land could not be distributed reportedly due to dispute between villagers of the area.
12. During the field investigation it was observed that 109 field channels constructed at six sample Distributaries were built in dry masonry without leveling of land resulting in continuous wastage of irrigation water thereby defeating the very purpose of maximizing the full irrigation potential.
 13. The annual income of sample farmers amounting to Rs.6.31 lakhs in 2004 was raised to Rs.7.73 lakhs in 2011 after commissioning of the scheme indicating 23% increase in the income level during a span of seven years. This dismal 3% annual increase could not be regarded as satisfactory by any standards. However, the four Govt Farms were able to increase their production from Rs.7.15 lakhs in 2004 to Rs.62.24 lakhs in 2011.
 14. Due to the implementation of the Project/programme, it was assessed that more than 57% of un-irrigated land was converted into irrigated land in respect of sample beneficiaries and thus it changed the cropping pattern favourably and resultantly there was increase in the production.
 15. All the 20 sample beneficiaries contacted during the field operations were of the view that though production and income levels were increased but they consistently complained about the problem of leakage /seepage of water, low discharge of water and ill planning in the execution of the works. However, the respondents of all the four sample farms were fully satisfied over the execution of the project.
 16. Out of 40 knowledgeable persons 30 viz.75% of non benefitted villages were not in the favour of the scheme. They reported that due to the implementation of this programme/project their woes had increased owing to the fact that during sowing Agriculture season (April – May) the water level of Indus River recedes due to lifting of water for Igophey Canal.
 17. During the on-spot physical verifications, it was found that most of the structures such as gates/distributary's channels, lining of canal at weak spots, Downside protection bund of supper passages etc. were damaged during last 25 years and need to be repaired/restored immediately.
 18. The field enquiry revealed that the scheme was implemented in letter and spirit due to lack of co-ordination between line Departments viz. Irrigation Division Igophey Leh, CAD Department Leh and Revenue Department, Leh.
 19. Taking all the studied aspects of the project in consideration, the evaluation team had come to the conclusion that the Project was under-functional and most of the construction components remained un-utilized mainly due to poor estimations on the part of Project Designers. The Project

objectives could have been fully achieved provided the Project was fully made functional by successful cooperation and coordination of all the involved departments.

Suggestions:

1. The Government should consider sanctioning of NABARD 16th Project worth Rs.12.91 crores submitted by Igophey Irrigation Division, Leh so that impediments/bottlenecks as reflected above could be removed.
2. The Revenue Department Leh should take speedy measures for ensuring distribution of remaining command land.
3. Funds should be provided to CAD Leh for developing of field channels/land leveling/OFD works at various spots.

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*Evaluation study on
Reconstruction Programme of damaged infrastructure of
Education Deptt rebuild under National Calamity Relief Fund (NCRF)
J& K State- 2010*

Introduction:

The Earthquake of 8th October 2005 which struck heavily in the northern area of Jammu and Kashmir State destroyed among other buildings, the infrastructure of School Education Department in a big way. As per the estimates of the Department concerned as many as 404 school buildings were fully damaged and partial damage was reported in case of 442 other school buildings in Kashmir Division. The destruction of school buildings rendered the schools non-functional, particularly where the buildings suffered heavy damages and the school management was also reluctant to continue schooling in relatively low damaged buildings on account of an element of risk. At certain places, however, temporary alternative arrangements were made for carrying out schooling activities. These included construction of tin and timber structures, pitching of tents of appropriate size and specifications consistent with climatic conditions etc.

The enormity of damage and destruction was so huge that these temporary arrangements couldn't make much of a dent. Therefore, a massive re-construction programme was pursued. Out of 404 damaged school buildings, the Education Department was to reconstruct 84 school buildings under National Calamity Relief Fund (NCRF) in the districts of Baramulla, Kupwara and Bandipora as reported by the Revenue Department. The details in respect of Poonch district of Jammu division are also provided in the report.

While terming the physical and financial position at variance and mismatching, the Revenue Department requested the Planning and Development Department to have an evaluation study of the construction programme conducted through the Directorate of Economics and Statistics. The Planning and Development Department entrusted the job to the Directorate vide No: PD/DPA/P/Evl/227/10 dated:28-9-2010. The study was conducted with the following objectives.

Objectives:

The study was undertaken with the following objectives:-

- 1) Whether the programme was implemented with the zeal and devotion it deserved.
- 2) Whether additional funds requisitioned by the Education Department were justified.

- 3) Whether physical and financial position reported by the Education Department was at variance.
- 4) Fix responsibility for low/slow progress of the construction programme.
- 5) The difficulties/in-convenience faced by the students/teachers due to delay caused in the construction programme.

Reference period:

The reference year for the verification of works undertaken under NCRF was the year 2010.

Main Findings & Suggestions:

- 1) From the verification of the 84 school buildings, only 77 were located and the remaining 7 school building could not be located.
- 2) Among the 77 Verified school buildings, 52 were Middle Schools, 19 High Schools and 6 Higher Secondary Schools.
- 3) The total estimated cost of the 77 verified and located constructions was Rs. 3357.39 lacs against which an amount of Rs. 1559.20 lacs was utilized which constitutes 46% of the total estimated cost.
- 4) The verification exercise brought this fact to the fore that only 18% buildings were completed and handed over to the Department of Education till date.
- 5) The remaining 82% buildings were at different stages of progress. In respect of 9 school buildings which constitute 12% of the verified schools, work has not started as yet owing to land disputes, change of sites and non-identification of appropriate sites by the concerned.
- 6) It also needs special mention here that some of the handed-over buildings were still unfinalized in terms of release of balance cost.
- 7) The verification exercise regards the sites of construction for schools were appropriate in respect of 81% of schools. It needs mention here that in respect of 12% of schools the sites are either yet to be identified or are running in dispute. In respect of only 48% sites there is provision/space for a play ground.
- 8) The provision for sanitation has also not been included in the building plan of schools. However, space for construction of bathrooms stand provided in majority of schools.
- 9) Here again it seems the laxity on the part of R&B/ Education Departments by not keeping provision for sanitary system within the school complexes

being constructed approximately at an estimated cost of Rs. 40 lacs to Rs.68 lacs per school.

- 10) Instead the school buildings taken-up for construction under NCRF were provided funds in the financial year 2007-08 and as on the date of survey only 14 buildings stand completed and handed-over to the Education Department. This tantamounts to laxity on the part of all concerned Departments within their assigned jurisdiction.
- 11) The funds were provided belatedly, construction work taken-up indiscriminately with no regard to the plight of poor children and the Education Department ineffective in monitoring the programme in a desirable manner. All the three involved Departments seem equally responsible for delayed construction of the schools which should have been accomplished on war-footing basis in view of peculiar circumstances.
- 12) The present accommodation scenario of the damaged schools amply brings to light the plight of the students and other stake-holders. The system is running as such for the last 6 years now and the concerned Departments are involved in shifting responsibilities and escaping accountability. The schools pursuing studies in the old damaged buildings are always vulnerable to mishaps and those accommodated in Community Halls have no option but to go for multi-grade studies. This adversely impacts the quality dimensions.
- 13) These unfortunate schools have been forced to bear these hardships for 6 continuous years now. The concerned Departments are required to adopt a prioritized precise policy to ensure that the taken-up school buildings are got completed/ finalized within the shortest possible time-frame. It requires the release of balance funds by the Revenue Department and the executing agency needs to work on war footing basis. The Education Department equally must monitor the programme closely, besides settling the land dispute cases at the earliest.
- 14) The verification teams, on basis of their personal observations have also reported about the present status of structures together with the quality of construction and construction material used. The aggregate results suggest that the construction process was carried on without any effective supervision and monitoring with the result some construction structures have undergone damages during construction process itself. While grading the construction structures, the verification teams have rated 52% of average quality and 9% of below average quality. Only 39% have been graded as good/acceptable quality.
- 15) Almost the same analysis has been reported about the material used in the structures. In respect of 74% buildings construction material used has been verified of average quality and in respect of 7% it was of below average

quality. In respect of just 15 structures (19%) the material used has been reported of standard quality. Thus the verification exercise established the fact that slackness has been shown in the construction process by the executing agency. The Monitoring department (Education Department) has also not taken any note of this slackness with the result the quality parameters have been compromised in most of the cases.

- 16) The verification teams were also asked to ascertain whether the expenditure claimed booked by the executing agency commensurate with the physical progress of each individual work. In fact this exercise needs the services of Engineering Subject-matter specialists to establish the phenomenon. In some cases nothing concrete has been erected due to land dispute or non-identification of land but expenditure has been shown booked against the work. This includes purchase of store items as reported by the R&B department. The Verifying teams on prima-facie evidence have reported that the physical progress of 66(86%) structures does commensurate with the financial expenditure booked in respect of the school buildings keeping in view the approved estimated cost. This estimation/judgment is subjective and the departments concerned may like to go for objective assessment by involving the subject matter experts, if required. On the basis of original approved cost, the verification teams have justified the release of an additional amount of approximately Rs.15.00 crores plus the revalidation of un-spent balance of Rs.332.89 lacs to enable the (R&B) department to complete the buildings and handover them to the Education Department.
- 17) Among the 84 school buildings reportedly taken up for construction under NCRF, the detailed enquiry report stand presented in respect of 77 located structures. The remaining 7 school buildings could not be verified/located due to varied reasons which may involve/require further investigation to establish the real picture.
- 18) However, there seems prima facie evidence that in case of these non-verified 7 school buildings there exists some confusion or may be cases of overlapping/multi-source funding. The Education/Revenue Department owe the responsibility to go for in-depth enquiry into all the 7 school buildings to clear the clouded-over situation and establish the real picture.
- 19) In respect of Jammu division it was reported that 251 school buildings of the Education Sector in district Poonch were damaged due to Earthquake of 2005. The construction/repairs of these schools were estimated to cost Rs.504.20 lacs. The Government released an amount of Rs.328.12 lacs to the Director School Education Jammu for onward release to the Chief Education Officer, Poonch under NCRF. The amount was subsequently released to the Executive Engineer PWD(R&B) Poonch in March 2008 for repair/construction/renovation of damaged infrastructure.

- 20) The PWD(R&B) Poonch was unable to provide the information to the Evaluation Agency despite vigorous follow-up. They, however tactfully avoided the agency by providing some documents regarding the subject without any signatures/authenticity and eventually these were of no use.
- 21) The status of these 110 buildings as verified in the field by the District Statistics and Evaluation Officer Poonch is detailed below:-
- a) "Some of the schools taken up under SSA/District Plan/RSVY have been shown by the department taken-up under NCRF.
 - b) Out of released amount of Rs.328.12 lacs, the executing agency has shown full expenditure whereas on-spot verification shows only an expenditure of Rs.234.38 lacs. The funds were mis-appropriated.
 - c) The department had proposed 251 school buildings, out of which 110 works have been taken-up and only 89 school buildings have been repaired.
 - d) An amount of Rs.97.70 lacs is required to complete the works.
 - e) No construction has been done during 2010-11 under NCRF.
 - f) 85 School buildings have been handed over to Education Department.
 - g) Out of 110 school buildings, 84 were at appropriate places/sites.
 - h) 47 school buildings had no playground available.
 - i) 55 schools had no sanitation facility available.
 - j) In 67 schools no water supply was available.

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*Evaluation Study on
Indira Gandhi National Old Age Pension Scheme (IGNOAPS)
J & K State
(2009-10 to 2011-12)*

Introduction:

The Department of Social Welfare has been assigned the responsibility of mitigating the traditional exploitation of the poor and un-privileged sections of the society, besides bridging the social gaps among various strata of population. For the achievement of this objective, various benefit oriented schemes have been launched from time to time to bring unprivileged and underprivileged within the ambit of schemes so as to transform them into useful citizens of the society and facilitate their life with dignity and social honour.

The National Old Age Pension Scheme (NOAPS) was one of such schemes introduced in the year 1976 in Jammu and Kashmir. It remained in operation for several years but failed to bring the desired results mainly because of non-adherence of norms and faulty implementation. In order to overcome the deficiencies, the scheme was revamped in 1995 by Government of India and renamed as Integrated Social Security Scheme (ISSS), constituting of three sub-schemes viz National Old Age Pension Scheme (NOAPS), National Maternity Benefit Scheme (NMBS) and National Family Benefit Scheme (NFBS). The first component of the scheme was further rechristened as Indira Gandhi National Old Age Pension Scheme (IGNOAPS) and formally launched on 19th of November 2007. The revised version of the scheme in the form of IGNOAPS distinguishes itself from its earlier versions by rationalizing the procedure, regulating the sanctions, maximizing the awareness and minimizing the official interventions through strict vigil and eligibility criteria for coverage of beneficiaries.

The State Level Evaluation Committee (SLEC) in its 5th meeting held at Jammu on 25th of November 2011 decided to get the IGNOAPS scheme evaluate through the Directorate of Economics and Statistics.

Objectives of the Study:-

The objectives of the study were to:-

- I. To assess the progress viz-a-viz targets both Physical and Financial of the Scheme.
- II. To assess ground realities with regard to coverage, identification procedure, selection and sanctioning of cases.
- III. To assess the impact of the scheme on Targeted beneficiaries.
- IV. To review the mechanism adopted and adherence of norms prescribed for the scheme during implementation with regard to eligibility criteria, mode of payment and timely payments.

- V. To make assessment of new sanctioning of cases and weeding-out of beneficiaries due to non-eligibility and deaths etc.
- VI. To elicit the public opinion about the Scheme and extent of the level of satisfaction.
- VII. To identify the bottlenecks/impediments faced, if any, in the implementation of the scheme.
- VIII. To suggest corrective measures on the basis of feedback of beneficiaries/knowledgeable persons for effecting improvements in the implementation of the scheme.

Reference Period:

The reference period of the study was the three year span from 2009-10 to 2011-12. However, the list of beneficiaries for the year 2011-12 served as frame for field investigation.

Sample Size and Procedure: -

As per the aspirations of the State Level Evaluation Committee (SLEC), the study was to be confined to limited geographical areas. Accordingly two districts namely Samba and Shopian were selected at random giving representation to both the divisions of the state. In the selected districts, one Tehsil with moderate coverage was selected to avoid over estimation or under estimation of results. In the selected Tehsil, 25% villages/ wards were selected at random on area approach basis. In the selected villages/ wards, all BPL card holder families were covered to locate the eligible persons with reference to the frame obtained from Social Welfare Department. All the eligible persons whether covered under IGNOAPS or still uncovered were interviewed using two separate types of schedules. Beside this, three knowledgeable persons in each selected village/ wards were asked to express themselves on various parameters of the scheme on specific schedule. Instead of going for house listing of village/ ward for locating BPL families/ destitute, the services of AWW/ Headman were utilized as source of information on the subject. In respect of selected villages/ wards all the beneficiaries figuring in the frame were enquired/ interviewed.

Summary of Main Findings:

- 1) As regards allocation of funds by the Government under IGNOAPS, it had throughout been slightly less than the actual requirements in respect of both the sample districts. This state of situation had naturally left no room for the implementing Department to sanction and accommodate new cases but to make replacement of weeded out beneficiaries at the most.
- 2) In aggregate during the reference period, against the requirement of Rs.684.96 lacs, an amount of Rs.619.71 lacs was provided to the sample districts which was less by 10% of the requirements. The utilization of funds

in both the sample districts for all financial years of the reference period was 100% or very close to it.

- 3) The physical progress of the scheme very clearly indicated that the Implementing Department had restricted the coverage of beneficiaries to a certain limit. The yearly allocations made available hardly allowed them to increase the number of beneficiaries. During the reference period, the number of beneficiaries in respect of district Samba was 3416 for 2009-10 and 2010-11 and reduced to 3251 during 2011-12. In respect of district Shopian, the number of beneficiaries remained stagnant at 1383 for all the three years of reference period. Given the fact that the allocations were not demand driven, the Implementing Department had chosen to accommodate new cases to the extent of weeded out beneficiaries on yearly basis.
- 4) In all during the reference period 2009-10 to 2011-12, the two sample districts managed to accommodate 921 new cases for benefit under IGNOAPS against 1086 weeded out beneficiaries with the result the number of beneficiaries virtually decreased from 4799 in 2009-10 to 4634 in 2011-12. Given the fact that scores of cases were pending in the Social Welfare Department awaiting sanction for coverage, the decrease in the number of beneficiaries was not justified.
- 5) The beneficiary profile of IGNOAPS brought one more peculiar feature to the fore i.e. the gender combination of beneficiaries. In Samba District, the number of female beneficiaries was more than 60% during all the three years of reference period. In district Shopian, it was in favour of males at a stagnant ratio of 60:40 for all the three years of the reference period. In aggregate by the end of 2011-12, there were 2624 female beneficiaries against 2010 male beneficiaries in the twin districts at the ratio of 57:43. These figures, among other things, brought this fact to the fore that the female gender of the population is the most vulnerable part of the society needing special concern by the Government.
- 6) The field enquiry at the very beginning came across the disturbing situation suggesting casual and non responsible attitude of the Social Welfare Department in implementing the scheme. A handsome number of 204 reported beneficiaries out of 1139 selected for verification which constituted 18% were not traced in the field. The Evaluation Agency has no reason to believe that such enlisted persons were the bonafide beneficiaries under IGNOAPS. Instead they were treated as fictitious cases which needs in-depth departmental enquiry for establishment of facts and fixation of responsibility.

- 7) Besides non-traceable cases, 129 cases were found dead on the date of survey which suggests that the Implementing Department was not prompt in reporting and consequently in weeding-out the expired beneficiaries from the live list of beneficiaries under IGNOAPS. The Department must put in place all administrative and monitory measures to enhance the legitimate activities of its field functionaries for in time and smooth delivery of assistance under various Social Security Schemes being implemented through it. In time reporting of expired cases would have also paved way for inclusion of other deserving people within the available financial resources of the Department.
- 8) The assistance under IGNOAPS is explicitly for destitutes above 65 years of age. The field study conducted across sample districts found that 13% of the contacted beneficiaries were well below the age of 65 years even on the date of survey and would have naturally been much younger at the time of sanctioning. Astonishingly instances of even 9th class students were found receiving old age pension under the scheme. A couple of students undergoing PG courses in Universities were found deliciously receiving the old age destitute pension.
- 9) The field observations were mostly suggestive of the fact that maximum number of beneficiaries belonged to the poor families but the instances of economically moderate families managing coverage under IGNOAPS were also there. For instance in Shopian district a couple of beneficiaries were the parents of two serving Govt employees each which implies that they were not eligible as per scheme norms.
- 10) The Social Welfare Department itself had been the basic source of awareness about the scheme for maximum number of beneficiaries followed by VLW/Village Panchayat. The village headmen and Anganwari Workers have also been the source of awareness to a sizeable number of beneficiaries.
- 11) Out of 752 contacted beneficiaries across the sample districts, 313 stated to have got their cases sanctioned from the Department within 6 months and 338 have managed their cases sanctioned within a period ranging from 6 months to 12 months. Thus in aggregate 651 beneficiaries which constituted 86% of the contacted beneficiaries have got their cases sanctioned under IGNOAPS in less than 12 months. The disposal of cases in so far as time taken is concerned was moderately satisfactory. However, the speedy disposal of cases should not result in indiscriminate sanctioning without any regard to rules, regulations and norms governing the scheme.

- 12) Out of 752 contacted beneficiaries, 334 beneficiaries described the procedure of sanctioning as easy whileas 14% stated it cumbersome and 38% regarded the procedure lengthy. 66 beneficiaries which constituted 9% stated that it needs approach to get the IGNOAPS cases sanctioned from the Social Welfare Department. 4 beneficiaries from Shopian and 43 from Samba expressed that money and support were required for sanctioning of cases; otherwise one has to undergo lengthy and cumbersome process.
- 13) Regarding payment of Pension 100 beneficiaries i.e. 13% stated that the payment was being made to them on monthly basis whileas majority of them i.e. 85% informed that payments were mostly released/provided on quarterly basis. 11 beneficiaries of Shopian district stated that till date they have not received any pension though their name figured in the list of pension holders under IGNOAPS.
- 14) As per expected lines, the majority of beneficiaries were feeling themselves socially and economically secure as a result of pension being provided to them. 286 out of 752 beneficiaries were feeling socially secure; otherwise their social position would have been disastrous. Likewise 384 beneficiaries constituting 51% of contacted ones expressed themselves economically protected by getting coverage under the scheme. 11% beneficiaries reported to have maintained their honour and dignity which otherwise would not have been possible in the given circumstances.
- 15) The beneficiary satisfaction level was miserably low in respect of all the different phases/facets of the scheme except the identification process which claimed satisfaction of 64% contacted beneficiaries. The process of sanctioning of cases, amount of pension, regularity of payments have claimed the satisfaction of limited number of beneficiaries. The Department must take a review of the implementation process at the highest administrative level. They must identify the lacunas/sluggishness in the process of implementation and take all administrative, monitory and other measures for improving the implementation efficiency of the Department.
- 16) Regarding the amount of Pension, only 15 beneficiaries constituting just 2% were satisfied over it which is currently `400/- per month in J&K. This low satisfaction level necessitates that it should undergo a revision at the earliest. The meagre amount of Pension was regarded as the basic problem of the scheme by 88% of the enquired beneficiaries, particularly in view of huge inflationary trends which took place in the recent past.

- 17) From the enquired beneficiaries, 736 which constituted 98% of the total were in favour of the scheme to be continued in view of its care taking character. However, some suggestions were offered by them for enhancing the efficiency of the scheme and enabling it to fulfill the objectives in the present economic and social scenario. The most intensified suggestion putforth by the beneficiaries was the enhancement in the rate of Pension.
- 18) In the surveyed villages/wards, the bonafide covered beneficiaries were only of the magnitude of 806 including those 54 beneficiaries who were not contacted due to their shifting to Behaks. Against this quantum of beneficiaries, the survey located 427 uncovered deserving old aged destitutes in the selected villages/wards. Thus these simple estimates brought this fact to the fore that the coverage of scheme was only 65% and the remaining 35% deserving persons were still uncovered under the scheme.
- 19) The field survey revealed that out of 427 located uncovered destitutes in the sample villages/wards, only 58% were aware of the IGNOAPS. For the remaining 42% destitutes, non-awareness naturally was the basic cause for them not applying for coverage under the scheme. In respect of 249 destitutes reported aware of the scheme, only 109 had applied for coverage under it and the remaining 140 constituting 52% of the aware destitutes stated to have never applied for coverage owing to multiple reasons, major of them were "No Approach", "No one to Guide", "Lengthy Process", "Meagre Amount", and "No hope of Sanction".
- 20) As per the information of enquired persons, 90 cases constituting 83% of the total applications were under process in the Social Welfare Department whileas the remaining 19 applications were reportedly rejected on various grounds which included non-fulfillment of formalities and non-eligibility as genuine reasons. 10 persons have stated that their applications were unwarrantedly rejected for want of necessary approach.
- 21) The Knowledgeable Persons were also asked to cite reasons responsible for non-coverage of eligible old aged destitutes in their village/ward. The reasons expressed by them do correlate with the reasons putforth by other tapped sources of the study. The main reasons as per Knowledgeable Persons perspective were the unawareness and meager amount of Pension. Some other reasons like "Not Applied", "Not Sanctioned" and "No Approach" were also cited for non-coverage of eligible destitutes in their village/ward.
- 22) The IGNOAPS is basically a burden sharing scheme and currently provides a lumpsum money of Rs.400/- per month which virtually is a part of monthly

expenditure incurred by the beneficiaries. As such this meager amount meets a portion of the expenditure borne by the old aged destitutes. In respect of destitutes having dependant family members, the Pension amount naturally meets a smaller portion of the expenditure incurred on day to day domestic purposes. In such a situation, it is difficult and almost impossible to measure the net impact of the scheme. However, from the study of various parameters, it transpires that the target population had acquired a breathing space in their day to day expenditure and were feeling a bit comfortable in the society.

- 23) For successful implementation of incentive based schemes, some mechanism is required to be evolved so that assistance provided could be revised on scientific basis periodically, at least after every five years, if not on annual basis. Linking the rate of pension with some suitable price index may provide a solution to this problem. The revision in the rate of Pension is strongly recommended to enable the scheme to achieve the objectives in an appropriate manner. The rate of pension is justified to be in the neighborhood of minimum per capita monthly expenditure required for survival of an individual in the given socio-economic conditions.

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*Evaluation Study on
Mahatma Gandhi National Rural Employment Guarantee Scheme
(MGNREGA), J&K State
(2009-10 to 2011-12)*

Introduction:

The Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) envisages to guarantee at least 100 days of employment in a financial year to any rural household whose adult members are willing to do unskilled manual work. The scheme was introduced in the country from 2005 and in the J&K State its implementation started on pilot basis in 2005-06 in districts of Poonch, Doda and Kupwara. The scheme was subsequently extended to all districts of the state from 1st of April 2008. The objective of the scheme is to enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual labour. A wage rate of Rs.131/- per day was provided to the registered job card holders under the scheme during the period under evaluation.

The State Level Evaluation Committee (SLEC) in its 5th meeting held at Jammu on 25th of November 2011 identified MGNREGS for evaluation during 2012-13 on representative basis in three districts, one each from Jammu, Kashmir and Ladakh regions.

Objectives of the Study:-

The objectives of the study were:-

- 1) To assess the utilization of resources made available under the scheme with bottlenecks , if any;
- 2) To assess the physical progress made under the scheme in creating durable assets and the final outcomes of the work done in terms of benefits accruing to the community;
- 3) To ascertain the quantum of person days generated with the feminine participation;
- 4) To assess transparency in registration, Job Card issuance, Work allotment, Payment of Wages, Un-employment Allowance etc;
- 5) To assess the impacts of the scheme on the socio-economic welfare of the MGNREGS workers/beneficiaries on the basis of their statements;
- 6) To ascertain the deviations, if any, witnessed/reported by the workers from the set guidelines of MGNREGS and satisfaction level of beneficiaries on various facets of the scheme;
- 7) To ascertain problems/bottlenecks being faced in the implementation, reasons thereof and measures to address them successfully.

Reference Period:

The reference period of the study was 2009-10 to 2011-12.

Sample Size and Selection Procedure:

As per the directions of the SLEC, only three districts were covered under the study, one representing each region of the state. Within the selected district, one block with moderate achievements under the scheme was selected on purposive basis to avoid over estimation/under-estimation of results. For this study, Pulwama, Leh and Jammu districts were selected by simple random sampling procedure. In the selected block, 20% of total villages were selected. In the selected villages, all the works executed during 2011-12 were put to evaluation audit with reference to different efficiency parameters. The Job Card Holders who offered services during 2011-12 were interviewed and their Job Cards audited with regard to person days offered, wages received etc. The Job Card Holders of the village who did not avail work/engagement under the scheme during the said year also came under evaluation exercise to ascertain the specific reasons for not providing/availing wage employment. 5 Knowledgeable Persons in each selected village were also interviewed to ascertain their viewpoint on the functioning of the scheme with special reference to creation of utility assets and generation of employment opportunities for rural poor.

Summary of Main Findings:

- 1) The information on the availability of funds under MGNREGA amply suggests that the scheme in the sample districts was progressing well. In the year 2009-10, the aggregate availability of funds was Rs.1485.06 lakhs which rose to Rs.2927.86 lakhs for the year 2010-11 registering an increase of 97% over the previous year. Again during the year 2011-12 the aggregate availability was of the magnitude of Rs.7633.08 lakhs showing an increase of 161% over the fund availability of 2010-11.
- 2) The utilization profile of the funds was also satisfactory which was 95% of the available funds during 2009-10 and dropped down to 90% in the subsequent year and attained 95% level during the year 2011-12. The overall expenditure in three sample districts was of the magnitude of Rs.11329.02 lakhs against the total availability of Rs.12046.00 lakhs during the reference period from 2009-10 to 2011-12 at the utilization rate of 94% of the availability.
- 3) The registration of Job Card Holders was on the rise during the reference period completely in consonance with the expenditure profile of the programme. Upto the year 2009-10, there were 68884 Job Cards issued in the sample districts which reached to 85485 in 2010-11 and further to 105515 in 2011-12 registering an increase of 24% and 23% over previous years

respectively. The number of applications seeking employment under the programme were also on the rise showing 53% increase in 2010-11 and 300% in 2011-12 over the previous years.

- 4) The Rural Development Department reported to have provided job days to the unemployed job seekers of the magnitude of 8.56 lakh person days during the year 2009-10 which touched 11.38 lakh days in 2010-11 and 35.89 lakh days in 2011-12 registering an increase of 33% and 213% over previous years respectively. However, the participation of women workers was very limited having almost no scoring relation with the overall job days generated.
- 5) In the sample districts, the quantum of works executed under MGNREGA was 1746 in 2009-10 which rose to 3104 in 2010-11 and further to 6573 in 2011-12. Thus there was an increase of 78% during 2010-11 and 112% in 2011-12 over the previous years. The aggregate sample data revealed almost identical prioritization of works over the three reference years of the study. The rural connectivity was priority first in the execution of MGNREGA works claiming 36% of the total works executed during 2009-10 and 2010-11 and 33% during 2011-12.
- 6) In the sample blocks, 70% Job Cards holders as stood on 31-3-2012 had applied for employment under MGNREGA during 2011-12. In response the Implementing Department had provided 4.90 lakh person days of which 54533 person days were availed by women workers at the rate of 11%.
- 7) The field enquiry results indicated that all the sample beneficiaries but 9 had been provided Job Cards by the Rural Development Department within 15 days of their submission of application. The Job Cards were issued to the beneficiaries as and when applied for. Maximum number aggregating to 1408(72%) were issued Job Cards before 2009-10 and during the remaining two years 245 Job Cards were issued in 2010-11 and 305 in 2011-12 in the selected sample villages.
- 8) The contacted beneficiaries had availed 66050 person days during 2011-12 against the maximum Job potential of 195800 days available as guaranteed right under the scheme. At an average, every Job Card Holder household had availed only 34 days against 100 days available for them. This simply means that only 34% benefit of the scheme was derived in the enquired villages both in terms of wages and assets creation.
- 9) While interacting with the beneficiaries, their Job Cards were also scrutinized with reference to Job days offered and wages received. It was given to know that adjustments were made regarding person days offered and payments

made in the Job Cards taking the Job Card holders into confidence. These adjustments were inevitable otherwise offering of labour under MGNREGA at current wage rate was not possible.

- 10) From the enquired beneficiaries, 1913 constituting 98% stated to have been provided wage employment within 15 days of application for work. Only a small number of 45 beneficiaries constituting 2% stated that the time limit of 15 days was not adhered to in their favour during 2011-12. No unemployment allowance was paid in their favour which had become due to them as per scheme norms.
- 11) In the surveyed villages, 1076 beneficiaries constituting 55% of the enquired number stated to have received wages within a week/ fortnight. The remaining 45% reported otherwise and majority of them had reportedly received wages after 30-60 days the work was done. This evidently is clear violation of norms and needs immediate attention of the Implementing Department.
- 12) Regarding worksite facilities the ground level realities reflected that these provisions of the Act/Scheme were mostly confined to papers only. Not a single Creche was provided during 2011-12 in any of the worksites in the sample villages inspite of the fact that maximum women participation was reported in Chuchot block of Leh district. The medical aid facility which is the need of every worksite was reported provided by only 1% beneficiaries. The facility of shed was reported provided by just 4% of the enquired beneficiaries.
- 13) The enquired beneficiaries expressed satisfaction over their engagement in MGNREGA, registration process, transparency and ensured payments. However, the satisfaction on worksite facilities and timely payments was observed low. The payments were also not provided within week/fortnight in sizeable number of cases which had amply been reflected in the low satisfaction level of beneficiaries on this very parameter. The Implementing Department must evolve all possible measures to ensure that the weak implementing aspects of the scheme are corrected by appropriate action on ground. It would, among other things, require intensive supervision and monitoring of the programme plus effective coordination with other involved agencies, particularly the financial institutions.
- 14) The enquiry of beneficiaries on the problems and bottlenecks suggested that only one problem was universal in nature i.e. the low rate of wages as compared to prevalent market rate. The other problems in terms of delayed payments, hard work, limited Job days etc were put forth by a small number of beneficiaries who had personally faced such problems and were not general in nature. In spite of 100 Job days available for every registered household, only

14% had applied for the maximum number. The reason behind this situation was evidently the low rate of wages as compared to market rate.

- 15) While offering suggestions for effecting further improvements in the programme, the enhancement in the wage rate was universally put forth. The other suggestions in terms of timely payments, enhancement in Job days were put forth by limited number of beneficiaries suggesting that these problems were local in nature and need to be redressed locally or set aside in view of being absurd in the overall scenario of the programme. The suggestion of enhancing the wage rate at least to the neighbourhood of prevalent market rate could boost the programme implementation at a very large scale.
- 16) In the surveyed 51 villages across the sample blocks there were 1233 non-beneficiary households who did not offered labour during 2011-12 inspite of Jobs in offering under MGNREGA. From the job seekers point of view the main reason for not offering labour under the programme was the low rate of wages as compared to prevalent market rate in the open market.
- 17) A minute analysis of data collected from the 51 surveyed villages revealed that the registered Job Card holders would have claimed 3.191 lakh person days as a matter of right from MGNREGA but they actually availed only 0.660 lakh person days during 2011-12 which was deficient by 79% of the total entitlements. The scheme being demand driven, it could be concluded that maximum utilization of entitlement of 100 person days by the registered households would have claimed 79% more investment of MGNREGA funds in the sample area.
- 18) In the normal lean periods the wage rate during 2011-12 was approximately in the range of Rs.200/- to Rs.250/- in rural areas and Rs.250/- to Rs.300/- in the urban areas. In the busy agricultural season the rates were higher by almost 20%. In such a situation, the Implementing Department could do a very little in enhancing the utilization of full entitlements of registered households who find best comparative advantage for working in the open labour market. However, the scheme could prove comparatively successful in remote and inaccessible areas of the state where employment opportunities are scarce.
- 19) The satisfaction level of Knowledgeable Persons on different aspects of the execution programme were mostly positive. The quality of works executed under MGNREGA was regarded satisfactory by 94% of the enquired Knowledgeable Persons. The satisfaction over scope of executed works, material used, durability, functionality was also 90% or close to it. This implies that moderately good quality works were being executed under the programme.

- 20) Regarding benefits accruing to the rural areas, 70% Knowledgeable Persons reported that village connectivity improved and 72% stated improvement in the irrigation facilities of the villages. The Land Development having taken place was reported by 41% Knowledgeable Persons and afforestation by 30%.
- 21) Among the verified works 86% were complete and 14% were incomplete. So far as specifications were concerned, 85% were coinciding with the official documents and 15% were deficient as reported by the evaluation teams. The quality of construction was put on a scale and only 37% were rated good and 57% of average quality. 6% of the total verified works were declared below standard. This situation again warrants that the labour material ratio under MGNREGA must undergo a realistic revision in view of huge price escalation in material costs. Further the supervisory system of the scheme must be strengthened to pave way for creation of durable and quality assets for ultimate well being of the rural poor.

Introduction:

The provision of adequate and safe drinking water supply is an index of socio-economic development of a country. Drinking water is one of the basic necessities of human life and as such the status of human health depends to a great extent on the purity of water. Supply of pure and protected water to all human beings has become essential in view of ever-increasing exposure of water resources to pollution and contamination. Earnest efforts are being made at the National as well as at the State level to reach the un-reached by providing safe and potable drinking water thereby help in curbing the water borne diseases and relieve women folk from the troublesome task of fetching water from long distances. Various Centrally Sponsored and State Sponsored programmes and projects have been launched to ensure better supply of safe drinking water to the ever-increasing population.

All the water supply schemes/programmes are identical in principles, objectives and ultimate goals. Government of India as well as State is giving focused attention towards supplying portable drinking water to people. It is only the policy which governs water supply programmes during a given period of time and distinguishes, revamps or renames one from the other. The Flagship scheme of “Accelerated Rural Water Supply Programme” was under implementation up to end of March, 2009. The said scheme has now been renamed as “National Rural Drinking Water Supply Programme” (NRDWSP) from 1-4-2009 with additional parameters. The vision of the renamed programme is to ensure permanent drinking water security to Households in rural India.

The State Level Evaluation committee (SLEC) in its 5th meeting held at Civil Secretariat Jammu on 25th of November, 2011 decided to get the NRWDSP evaluated through the Directorate of Economics and Statistics.

Objectives of the Study:

The study was conducted with the following objectives:

1. The extent to which the financial resources made available under the programme were prudently utilized with special reference to the components of O&M, sustainability, coverage, support activities and quality.
2. Assessment of water supply schemes completed under the modified programme (NRDWP) with population coverage, private connections domestic/commercial, public stands posts, schools, Aanganwadi centres, public places etc.

3. Assessment of beneficiary opinion with regard to maintenance, quantity, quality and equitable supply of water and satisfaction level.
4. To know the involvement of general public through PRIs in the implementation and ownership of water supply programmes as envisaged in NRDWP guidelines.
5. To know the bottlenecks/difficulties faced, if any in the implementation of the programme and suggest measures to overcome them in future.
6. To conduct physical verification of over-ground structures claimed to have been installed/constructed under the programme.
7. Assessment of measures taken under NRDWP for ensuring and maintaining high quality standards as per the prescribed potable standards at the production (water treatment plant) as well as at the consumption point (house hold level).

Reference period:

The reference period of the study was from the start of the implementation period of the NRDWSP i.e. 2009-10, 2010-11 and 2011-12. However, the primary data which happens to be the essence of evaluation study related to the date of survey i.e. June-July, 2012.

Sample size and procedure:

The State Level Evaluation committee (SLEC) while identifying the National Rural Drinking Water Supply programme for evaluation had decided to conduct the study of the Schemes executed in districts Kathua and Ganderbal giving representation to both the divisions of the State. In the selected districts, 25% of the water supply schemes completed during the reference period under NRDWP were brought under the ambit of evaluation study covering both new and augmentation schemes subject to a minimum of 10 schemes. In the catering villages of the selected water supply schemes, all villages were selected. In each selected villages, 30 beneficiaries; 6 each from East, west, North, South and centre were selected at random for interview with regard to their assessment of water availability with special reference to quality and quantity parameters. It was ensured that approximately 75% of the beneficiaries/households belong to private domestic connection category and 25% to public stand post category. Besides this, 2 public stand posts in each direction (east, west, north, south centre) were physically verified with relation to sites, utility, appropriation and functionality. In addition, the over-ground infrastructure created/procured under the programme in terms of residential quarters, filtration plants, reservoirs, tube-wells, dug-wells, mechanical items etc. were physically verified with reference to utility and functionality. Schools, Aanganwadi centres, public places also came under purview of evaluation study, so far as their coverage under water supply is concerned in respect of selected villages. Lastly, one member of Panchayats, preferably the Sarpanch of the selected villages was also requested to express his/her views on the role of

PRIs in water supply management, operation and maintenance as envisaged in the NRDWSP guidelines.

Summary of Main Findings:

- 1) In district Kathua an amount of Rs.1580.25 lakhs was allocated under NRDWSP during the year 2009-10 against which an expenditure of Rs.1403.25 lacs was made balancing an amount of Rs.177.03 lacs for the year 2010-11. With an allocation of Rs.2117.81 lacs during 2010-11 the total availability rose to Rs.2294.84 lacs against which an amount of Rs.2117.61 lakhs was utilized. In 2011-12 the allocation was reduced by 43% which with the previous year balance aggregated to Rs.1379.00 lacs against which an amount of Rs.1239.86 lacs was incurred. The availability of funds was moderately satisfactory for all the three years of the reference period.
- 2) In district Ganderbal against the initial allocation of Rs.1087.07 lacs the expenditure during 2009-10 was of the magnitude of Rs.971.99 lacs balancing an amount of Rs.115.08 lacs for the year 2010-11. An allocation of Rs.2683.20 lacs during 2010-11 aggregated the availability to an amount of Rs.2798.28 lacs against which an amount of Rs.2359.08 lacs was utilized. During 2011-12 the allocation was reduced by 52% and with the previous unspent balance of Rs.439.20 lacs the availability aggregated to Rs.1729.79 lacs against which Rs.1718.88 lacs was incurred. The expenditure profile in respect of district Ganderbal was 90% of the available funds during 2009-10, 84% during 2010-11 and 99% in the last year for the reference period. Apparently the reduction in the allocation during 2011-12 in both the sample district was unwarranted from the implementation point of view.
- 3) In Ganderbal district, 39 schemes were under implementation during the reference period and were started under the ARWSP before 2009-10. The total estimated cost of the schemes was Rs.11712.03 lacs. By the end of 2011-12, an amount of Rs.5615.14 lacs was made available under NRDWSP and the expenditure was to the tune of Rs.5049.50 lacs. During the reference period only 9 schemes were reported completed and the work on the remaining 30 schemes was on different stages of progress.
- 4) In Kathua district, 108 water Supply Schemes were under implementation during the reference period. Almost all the schemes were initiated during the ARWSP prior to 2009-10. The total estimated cost of the schemes was Rs.15026.25 lacs. By the end of 2011-12, an amount of Rs.4760.72 lacs was incurred during the three years of reference period under NRDWSP. During the reference period, 11 schemes were reported completed by the end of 2011-12. The completed schemes were of smaller size covering just 11 villages.
- 5) The Evaluation Teams conducted physical verification of the 9 completed schemes of Ganderbal district with reference to the basic parameters together

with the coverage and sustainability of source. The new scheme were taken-up either due to the depletion of the water source or to increase the service levels in the catering areas which was inevitable due to increase in population and extension of habitations.

- 6) In Kathua district, physical verification of 10 completed water supply schemes was conducted especially with reference to source and locations where basic infrastructure was constructed/installed. The distribution area of the schemes was limited consisting of only 11 villages.
- 7) The sample schemes of Ganderbal differ hugely from sample schemes of Kathua district. They differ in coverage, source and most importantly in the quantity parameters of supplied water. These differences had impacted the beneficiaries on their choice of obtaining a domestic connection or remain catered from a Public Stand Post (PSP). In Kathua district, only 32 domestic connections were reported in whole of the distribution area of sample water supply schemes spread over 11 villages. On the other hand, in district Ganderbal, the maximum population under sample schemes had obtained domestic connections and PSPs were sparsely installed.
- 8) In district Ganderbal, the maximum number of 682(59%) Household Domestic Connection consumers (HDC) reported that the water supply was perennial and 41% were being provided water on scheduled timings. Among the fixed scheduled beneficiaries, only 4% reported a supply schedule of below 2 hours and the remaining were getting sufficient water from 2 hours to 8 hours a day. Thus in the distribution area of sample schemes in Ganderbal district, the supply schedule was as per the norms of NRDWSP so far as quantity of water was concerned. In Kathua, all the 10 sample schemes were of fixed scheduled nature. 95% HDC category beneficiaries reported that the supply was below 2 hours and that too alternately. Thus the situation with regard to this parameter was far from norms in respect of sample schemes in Kathua.
- 9) The water supplied was reported being used by the enquired HDC beneficiaries for drinking, cooking, bathing and toilet use. 34% of the enquired beneficiaries were using it for cattle needs and 19% for watering plants also. To make people aware of using different sources of water for different applications and then persuade them to act-upon it is much difficult to materialize even in areas where different sources are available.
- 10) Unwarranted and unnecessary use of piped water must be checked by the PHE field functionaries through strict vigil. Awareness among the public on the matter is also required to ensure appropriate use of potable water. For irrigation purposes, alternative sources of water could be used to allow potable water to reach sufficiently and timely to all humans provided for. The use of potable water for toilet use and washing purposes by beneficiaries was reported

common. The concerned Department, though considers it improper, but has no workable system to avoid such deviated use.

- 11) The HDC beneficiaries were asked whether any treatment was being given to the supplied water at the production point. 26% of the enquired beneficiaries reported unawareness about any such treatment and 74% stated that treatment was being given to water before its supply. However, none of the beneficiaries reported any contamination in the supplied water.
- 12) While citing problems in the water supply system, irregularity of supply was regarded as one of the problems by 7% HDC beneficiaries. Leakage of pipes and non-maintenance was cited by 2% and 3% HDC beneficiaries respectively. Frequent breakdowns of water supply system were regarded as a problem by 13%, mostly from Ganderbal. These breakdowns were due to power shortage in winter seasons.
- 13) From the HDC beneficiary perspective, the role of PRI's was almost negligible in managing and maintaining the water supply schemes in the sample villages. The provisions of NRDWSP on this account were confined to papers only and nothing in this direction was seen in the sample area. Unless and until PRI Institutions get fully established on statutory lines and the required funds are provided to them from sustainable source for maintaining rural water supply schemes, no shift in the traditional way of operating and maintaining in-village WSS could take place. The sample water supply schemes were observed functioning conventionally under PHE control without any involvement of PRIs.
- 14) In Kathua district, under sample Water supply schemes the Household Domestic Connections(HDC) were very limited and people were using Public Stand Posts for obtaining water. The PSP beneficiaries were asked to cite reasons for not obtaining domestic connections. The responses revealed that lengthy process, costly, denied by the PHE and under process was cited by not a single beneficiary as the reason for not obtaining it. The water supply was occasional in most of the sample villages in Kathua and naturally people preferred to be catered through PSPs than to obtain HDC and pay for it unnecessarily. In Ganderbal district, the number of PSP beneficiaries was very small. The reasons cited by them were lengthy process, costly in case of 17 and 7 beneficiaries respectively. 4 PSP beneficiaries reported that their cases for sanction of HDC's were-under process.
- 15) In respect of water supply schemes Kathua, 280 PSP beneficiaries out of 298 reported that the water supply Schemes from which they are being benefitted were supplying water for fixed hours. The remaining 18 enquired beneficiaries, all from Kokhyal village reported that water supply scheme was totally non-functional. Regarding the schedule of supply, 251 revealed that the supply was for below 2 hours and precisely speaking it was reported at the most for (20-50) minutes for a day, alternately and in some villages after 2 to 3 days. Only under

WSS Bani, the supply schedule was 2-3 hours a day and was regular on daily basis. In Ganderbal district, both the schemes wherefrom the 38 PSP enquired beneficiaries were contacted were of perennial type.

- 16) In the Surveyed villages/Mohallas there was no complaint by the PSP beneficiaries on the quality of water. However, only 51% were satisfied on the quantity being supplied to them. The parameter of regularity in supply was even more poor claiming the satisfaction of only 34% PSP beneficiaries. The complaint on quantity and regularity parameters was exclusively from the beneficiaries of sample schemes of Kathua. In Ganderbal district, the enquired PSP beneficiaries were fully satisfied on this account.
- 17) The Public Stand Post beneficiaries were almost fully satisfied on the appropriate site of installation of Posts and asserted that the people of the area were taken into confidence by the Department in this behalf. The construction of Platforms was almost neglected and so was the drainage system as only 2% and 1% beneficiaries reported about the construction of these components at the installation sites respectively. Under WSS Bani and Sukrala in Kathua district and WSS Fatehpura Dugpora and Chattergul in Ganderbal all the provided PSPs were reported fitted with bibcocks. Under other sample schemes in Kathua, no bibcocks were fitted which needs to be looked into by the Department. Except under WSS Khokhyal, all the installed PSPs were reported functional by the concerned beneficiaries.
- 18) The regular vigil by the PHE functionaries for rectifying the leakages etc. and for regulating the water supply were the suggestions put-forth by 19% PSP beneficiaries. The fitting of bibcocks to all the installed PSPs, construction of Platforms and arranging of drainage system was also suggested by 15% beneficiaries which as per their perspective would prove hygiene friendly for the area in vicinity of PSPs. The suggestions need to be addressed appropriately by the concerned department for obtaining maximum possible user satisfaction.
- 19) In Kathua district, under the 10 sample WSS which had the distribution area spread over 11 different villages, 10 schools were covered, besides 7 other Public/religious places. No health Centre or Aanganwari Centre was covered for drinking water facility by the end of 2011-12. The Evaluation Team visited all the 10 schools and 7 other sites and verified the existence of water connection. The water supply was reported for below 2 hours and no respondent had any complaint on the issue of quality of water.
- 20) In the distribution area of 9 sample WSS schemes in Ganderbal, 17 water connections were verified provided to 9 schools, 4 Aanganwari Centres and 4 Public places during 2009-10 to 2011-12 under NRDWSP. The water supply was reported sufficient by all the related respondents. All of them were also satisfied over quality and regularity parameter of water supply.

- 21) While interacting with the sample Panches/Sarpanches, it was given to understand that the role as envisaged under NRDWSP in terms of managing the whole in-village distribution system by the PRI's was nowhere existing. It needs a complete shift in policy and may involve enactment of new rules, regulations and laws. However, the enquired Panches/Sarpanches have performed their role in the identification of sites for installation of PSPs. They also reported to have an influence over PHE field functionaries in the operation and management of water supply systems of the respective villages.

Introduction:

Since 1951, Ministry of Health and Family Welfare (MoH & FW), Government of India, has implemented different types of the programmes for improvement of maternal, child health, and family welfare on voluntary basis in a democratic manner. National Rural Health Mission (NRHM) is one such programme launched by the Govt. in April 2005. All efforts under NRHM are, directly and indirectly, aimed at providing accessible and effective health care to all the Citizens, particularly to the poor and vulnerable sections of the society with special emphasis on women and children.

According to need, experiences and feedback, various changes and modifications have been incorporated from time to time in the medical system and delivery system. Several new approaches, interventions and alternatives were initiated to reduce maternal morbidity, mortality ratio and child mortality rates.

Janani Suraksha Yojana(JSY) is a safe motherhood intervention under the NRHM being implemented with the objective of reducing maternal and neonatal mortality by promoting institutional delivery among the poor pregnant women. It was launched on 12th April 2005, by the Hon'ble Prime Minister, and is being implemented in all states and UTs with special focus on low performing states. Jammu & Kashmir is one of the states classified as Low Performing States (LPS) as well as Empowered Action Group (EAG) state in the context of demographic and health status.

JSY is a hundred percent centrally sponsored scheme and provides monitoring help to pregnant women among the poor families to encourage them to opt for institutional delivery and making medical facilities available to them during pregnancy, delivery and post delivery period.

The State Level Evaluation Committee (SLEC) in its 5th meeting held on 25-11-2011 decided to get the JSY scheme evaluated in Jammu division.

Objectives of the Study:

The objectives of the Study were:

- (i) To assess the progress viz-a-viz financial and physical targets of the scheme.
- (ii) To what extent the scheme has proved successful in promoting the institutional deliveries among the pregnant women.

- (iii) To what extent the scheme reduced the maternal and neo-natal mortality.
- (iv) The level of transparency maintained in the disbursement of incentives to JSY beneficiaries and honorarium paid to ASHAs.
- (v) To study the role of ASHA with special reference to maintenance of records in respect of pregnancy, deliveries at home, institutional deliveries, Maternal Death and Infant Deaths etc.
- (vi) To what extent the pregnant women have taken 3 ANC and got newly born babies at the age of 14 weeks immunized.
- (vii) To assess the satisfaction level and elicit opinion of the beneficiaries about the programme.

Reference period:

As the Scheme was started during the year 2005-06, the official data pertains to the whole period i.e. from 2005-06 to 2011-2012. The primary data pertains to the period July –Aug 2012 during which field operations were conducted.

Sampling Design/Sample Selection:

The JSY scheme is under implementation in all the districts of Jammu Division. Multi stage sampling procedure was adopted for selection of sample size. At the 1st stage, one district from Jammu Division was selected Viz; Udhampur. At the 2nd stage, a sample of two Medical blocks with moderate coverage was selected. At the 3rd stage, a sample of 20% of the registered beneficiaries who had opted for institutional deliveries and 10% from the registered beneficiaries who had not opted for institutional deliveries were selected from each sample block. Apart from this, none of the Non beneficiary was available in the sample block; hence they were excluded from the ambit of the study. Further, 20 ASHA workers from each selected block were interviewed, to analyze their working and to find out the difficulties and bottlenecks faced by them in implementing the scheme at the grass root level. Apart from this, 10 Knowledgeable Persons were also interviewed from each sample block as a source of extra information on the subject.

Summary of Field Findings and Suggestions:

- 1) The JSY is a 100% centrally sponsored scheme and the main objective of the scheme is to reduce maternal and neo-natal mortality through promoting institutional delivery and making medical facilities available during pregnancy, delivery and post delivery period.
- 2) The JSY Scheme was launched on 12th April 2005, by Hon'ble Prime Minister. The scheme is being implemented in all the states and UTs with special focus on low performing states, and J&K State is categorized as one of the low performing states. In J&K JSY Scheme is being executed by Health Department through Mission Director National Rural Health Mission, J&K.

- 3) The Evaluation study is based on primary as well as on secondary data. Many difficulties were faced by Evaluation team during the collection of official data. In spite of persuasion and follow ups the project authorities could not provide the data in the desired manner.
- 4) As per the official data, against the release of Rs.2963.15 lacs w.e.f 2005-06 to 2011-12, an amount of Rs.2853.62 lacs (96%) was utilized by the Implementing Agency in Jammu Division. Against the total releases of Rs.90.33 lacs for two Sample Medical Blocks i.e. Majalta and Tikri from 2007-08 to 2011-12, Rs.87.49 lacs (96.85 %) was incurred.
- 5) On physical side against the registration of 496785 beneficiaries w.e.f. 2007-08 to 2011-12, 222382 (44.76%) institutional deliveries were conducted in Jammu division.
- 6) In the sample blocks, out of 108 beneficiaries who had not opted for institutional delivery about 45% were SC and 8% were ST. Department should promote institutional deliveries for such categories by putting in additional efforts and by reinforcing community action either through ASHA or by organizing awareness camps. Furthermore, all PHCs need to be made functional 24x7 to ensure quality care availability at the nearest possible locations.
- 7) During the field enquiry it was observed that out of those who had opted for institutional delivery, 42% beneficiaries and 53% of their spouses were matriculate and above where as out of those who had not opted for the institutional delivery, 25% beneficiaries and 35% of their spouses were matriculate and above.
- 8) During the field enquiry it was found that about 2.4% of beneficiaries in the sample blocks were married below the age of 18 years. After lot of campaigning over the years, it is a matter of concern that girls are still married under the age of 18 years. Major reasons for continuation of this practice needs to be addressed and people need to be educated accordingly.
- 9) 100% beneficiaries were aware about the scheme and their source of awareness was ASHA. All of the beneficiaries reported that JSY Card, Antenatal card and Vaccination card were issued to them by the department and ASHA's help was instrumental in obtaining these documents.
- 10) About 93% of the beneficiaries had three and more than three ANCs and 7% beneficiaries had below three ANCs in case of those who had opted for institutional delivery. In case of beneficiaries who had not opted institutional delivery, 47% beneficiaries had three and more than three ANCs and 53% had below three ANCs.

- 11) 99.7% beneficiaries had live births and only 0.3% had still birth in case of those who had opted for institutional delivery. From those who had not opted for institutional delivery 87% had live births and 13% were either miscarriage or abortion cases. This clearly indicates that absence of professional medical advice corresponds to the complications during pregnancy, delivery of child and post delivery period.
- 12) 100% beneficiaries reported that they have received the incentives under the scheme JSY. It is worth to mention here that the list of beneficiaries who had not opted for institutional delivery as provided by the executing department does not correspond with the field enquires. Some beneficiaries who were shown as not opted for institutional delivery had delivered at health institutions and were paid the incentives under the scheme. The Department must rectify its records on the basis of final occurrences.
- 13) Out of the 461 beneficiaries, 74 beneficiaries were referred to other institutions for safe conduct of the delivery out of which 84% beneficiaries reported that transport was arranged for them and 16% reported that no transport was given to them. The guidelines clearly say that transport charges have to be borne by the referral Health institution. But in those cases where transport charges were paid by the beneficiaries themselves, no refund was made to them after the delivery as reported by the beneficiaries. This must be looked into by the department and necessary directions passed on to the concerned to implement the Scheme fully in consonance with its provisions.
- 14) From the category of beneficiaries who had opted for institutional deliveries, about 8% reported that at the time of birth, their children suffered from disease like Jaundice, Pneumonia and fever and about 9% reported that their children were under-weight.
- 15) 29% of home delivery cases cited reasons of overburdeness of the health institutions as cause of opting for home delivery. Almost 66% cited other reasons including deficiency in Medical facilities. In sample blocks of Udhampur district Only two PHC runs 24x7 hours which is a cause of concern and infringement of guidelines under the Scheme. Non-availability of sufficient medical and paramedical staff was the main reason for all Primary Health Centre not functioning 24x7 hours.
- 16) Non-availability of proper transport facilities to reach the health institution for institutional delivery was also one of the reasons for beneficiaries opting to deliver at home as in many cases the health institution was more than 10 Km away. Option of procuring mobile delivery ambulances could be explored to assist on site deliveries in far flung areas which would reduce the transportation time significantly and avoid complications arising out of delays.

- 17) Being illiterate, people prefer traditional methods of deliveries at home. All efforts should be made to educate and motivate beneficiaries to go for institutional deliveries, for safety of mother and child. This could be done by adopting multipronged strategy which includes organizing awareness camps, increase in quality services, supply of required equipment, deployment of technical manpower etc.
- 18) The essential facilities for safe conduct of delivery like Blood bank, Ultrasound facilities were not found in either of the selected medical blocks and when it was enquired from beneficiaries it was reported that for such facilities they had to go to Samba/Udhampur or Jammu and had to pay huge amount also. Installation or restoration of such facilities must be looked into by the Health Department.
- 19) A total of 879 beneficiaries were registered by 40 selected ASHA workers of both sample medical blocks. Out of these 879 cases, 712 cases were reported as institutional deliveries at the rate of 81%. Out of 712 institutional deliveries, 271 beneficiaries had delivered the child at the registered place and 441 had delivered the child at other places like District Hospital Udhampur/Jammu.
- 20) Out of selected 40 ASHA workers, 16(40%) had reported about abortion and miscarriage in their respective areas. A total of 33 cases of abortion and miscarriage were reported by 16 ASHA workers.
- 21) No case of maternal mortality was found in respect of selected sample beneficiaries and from the records of 40 selected ASHA workers. However, the records of 40 selected ASHA workers revealed that against 756 live births, 7 child mortalities had taken place in their jurisdiction during the JSY period. The calculation of rate/ratio for small demographic entities is not advisable.
- 22) 72.5% of ASHA workers reported that they got their prescribed remuneration immediately. 35% ASHA workers reported that they faced difficulty in getting incentive. Only 15% of them were satisfied with the quantum of incentive. 87.5 % of selected ASHA workers were satisfied with the facilities being provided to mothers under JSY.
- 23) It was observed that certain provisions of the scheme such as, predetermined place of delivery, reservation of private institutions for safe conduct of delivery, referral transport charges, payment to BPL families in case the delivery is conducted at home were not known to the selected ASHA workers. The Department must initiate and organize training programmes to educate the ASHA workers about the provisions of the scheme together with their rights and duties under JSY.

- 24) 100% of the knowledgeable persons knew that scheme JSY was being implemented in their respective areas. All of them reported that ASHA workers were locally employed and were satisfied with their working. 60% of knowledgeable persons rated JSY as average and 40% as good. No one attributed poor rating to the Scheme.

Introduction:

The Government of India has introduced Sarva Shiksha Abhiyan(SSA) which is a flagship programme for achievement of universalization of elementary education in a time bound manner, as mandated by the 86th amendment to the Constitution of India making free and compulsory education to children of ages 6-14 (estimated to be 205 million in number in 2001) a fundamental right. The programme aims to achieve the goal of universalization of elementary education of satisfactory quality by 2010.

The SSA scheme was launched in the country in the year 2000-01 and currently, SSA is implemented as one of India's flagship programme for universalizing elementary education. In J&K state, it was started during the year 2001-02 and is being implemented with the active participation of the community. The state project directorate of SSA under the overall supervision of the school education department is coordinating all the activities of the scheme. The scheme has been taken up in J&K in its totality.

The SSA scheme has completed more than 10 years in the state. In order to assess the effectiveness of the programme, the State Level Evaluation Committee (SLEC) in its 5th meeting held on 25-11-2011 decided that the scheme "Quality Interventions and its implementation under SSA" be evaluated in Jammu division.

Objectives:

The objectives of the study were:

1. To assess whether required infrastructure is being provided to improve the elementary education at the school level.
2. To assess the impact of Sarva Shiksha Abhiyan on enrolment, dropout rate, retention, gender and social category gaps.
3. To assess whether all the interventions envisaged under the programme especially interventions like supply of free text books, free school uniforms, teachers training are being implemented successfully or not.
4. To assess whether 25% reservation in Pvt. unaided schools has been provided to the children belonging to the disadvantage group and weaker section.
5. To identify the bottlenecks/difficulties faced, if any, in the implementation of the Programme and suggest remedial measures.
6. To assess the usefulness of the policies/strategies adopted under SSA in achieving the targets of the programme effectively.

7. To assess whether the community participation through Village Education Committee is being taken place at the school level.

Reference Period:

The reference period of the study was 2007-08 to 2011-12.

Sample size and selection procedure:

Multi-stage random sampling procedure was adopted for the study. At the 1st stage, district Samba was selected for the study. At the 2nd stage, two educational zones, one with maximum and other with minimum number of schools under SSA were selected. At the 3rd stage, 20% of the schools of the sample selected education zones were selected at random basis for detailed enquiry. Out of the selected schools, 10% parents of the students who were studying in the school were interviewed to elicit their opinion regarding the implementation of quality interventions as envisaged under SSA. Besides this, parents of 5 dropout students were also interviewed to find out the reasons for drop-out. In addition to this, one private unaided school adjoining to the schools selected under the study were also taken to assess that whether these schools have given admission to the 25% children belonging to the disadvantaged group and weaker section. Apart from this, one Village Education Committee member was also interviewed to elicit his opinion regarding the implementation of the scheme at the gross root level.

Summary of findings and Suggestions:

1. The Government of India has introduced Sarva Shiksha Abhiyan for achievement of universalization of elementary education in a time bound manner for providing free and compulsory education to children of ages 6-14 years.
2. The provisions of SSA includes opening of new primary schools, up-gradation of schools, construction of school building, additional class rooms, toilets, drinking water facilities and grants for Teacher for TLM, School Maintenance, Teaching Learning Equipment etc.
3. In J&K state, the scheme SSA was launched during the year 2001-02 and is being executed by Education Department through State Project Director SSA Jammu and Kashmir.
4. The Centre: State sharing pattern during the 9th Five Year Plan was 85:15, during the 10th plan it stood at 75:25. Thereafter it is 65:35 between the Centre and J&K state government.
5. The evaluation study is based on primary as well as on secondary data. Many difficulties were faced by Evaluation team during the collection of official data. In spite of various persuasions and follow-ups, the project authorities could not provide the data in the desired manner.
6. As per the official data, against the total released funds of Rs.123641.15 lacs, an amount of Rs.92821.32lacs i.e. (75.07%) funds have been utilized w.e.f. 2007-08 to 2011-12 in respect of Jammu Division. The percent utilization of funds is low, it is important that funds provided are utilized in

full so that the objectives of the scheme can be achieved in a time bound manner as stipulated.

7. During 2007-08 to 2011-12 a total of 172939 teacher's grants were provided to the teachers with the expenditure of Rs.864.71 lakhs, 69071 School Grants were provided to the schools with the expenditure of Rs.3502.48 lakhs, 53065 School Maintenance Grants were provided to different schools with the expenditure of Rs.3311.02 lakhs and Teaching Learning Equipment grants were provided to 2700 newly opened and upgraded upper primary schools with the expenditure of Rs.1115.20 lakhs, in respect of Jammu division.
8. As per the physical targets and achievement of TLE grants, against the achievement of 1036 newly opened primary schools, the TLE grants were provided only to 501 schools and against the achievement of conversion of 3487 EGS to Primary schools only 279 schools were provided TLE grants during the period 2007-08 to 2011-12, the same needs to be clarified from the executing agency.
9. During 2007-08 to 2011-12, against the target of 1190 opening of new primary schools, 1036 new schools were opened i.e. 87.06%, against the target of 3529 conversion of EGS into primary schools, 3487 were converted into primary schools i.e. 98.81% and against the target of up gradation of 1918 primary schools to upper primary schools, 1646 schools were upgraded i.e. 85.82% in the Jammu division.
10. During the year 2007-08, total enrollment of Jammu division under SSA was 485614 which increased to 551339 by the end of 2011-12 i.e. an increase of 13.53% over the base year. There was an increase of 8.20% in case of enrollment of boys whereas correspondingly there was a significant increase in the enrollment of girls i.e. 19.68% during the reference period.
11. The enrollment of SC boys fell down by 1.40% over the base year enrollment, similarly in SC girls the overall increase in enrollment was 4.47% during the reference period. In case of ST boys there was an increase of 18.20% and ST girls 38.42% over the base year. The change in the enrollment in the SC students does not correspond with the change in the other categories, efforts should be made to find out the reason and take corrective measures, if required.
12. In Jammu division during 2007-08 to 2011-12, 68310 nos. of trainings were provided to the different teachers at BRC level with the expenditure of Rs.1203.28 lakhs and 4780 resource persons had under gone refresher course with expenditure of Rs.95.60 lakhs. There were lots of discrepancies in the data provided by the SPD, SSA with regard to trainings in all the districts, this needs to be clarified.
13. In Jammu division 1043104 free text books sets were distributed to students of 3rd to 5th level, 956759 text book sets were distributed to students of 6th to 8th level and 262 nos. of computer centres were established which benefited the 10936 students during the period 2007-08 to 2011-12. None of the schools had provided free uniforms to students and no funds has been released in this respect in Jammu Division.

14. Under school grants, out of 36 sample selected schools only 33 schools had received funds. It is a matter of concern that three schools were not provided school grants. Moreover, funds to the tune of Rs.2.04 lakhs were provided to the sample education zone Samba during 2011-12 but only 80.88% were utilized.
15. Under School Maintenance Grants, 3 schools of Samba and 4 schools of Purmandal education zone were not provided funds under School Maintenance Grants. It is suggested that funds for school maintenance grants must be provided to all schools without any bias.
16. Out of 36 sample schools of both the zones, 33 schools had received the funds under teacher's grants during the year 2011-12, non-availability of TLM grants to 3 schools is a matter of concern. An amount of Rs.0.60 lakhs has been received by 33 schools of both the selected sample zones and 91.67% of the funds have been utilized.
17. There has been no change in the enrollment figure in the sample schools of Samba zone where as enrollment of Purmandal zone has decreased from 2007-08 to 2011-12.
18. In respect of the sample education zones out of 152 teachers only 67 teachers were given training under SSA during the reference period 2011-12.
19. 50% schools in the selected education zones were having shortage of teaching staff. This must be looked at seriously and posts of the teachers must be filled on priority.
20. 77.78% of schools were short of class rooms as per norms under SSA. This issue is of utmost importance and must be taken seriously by the administrative department. It is not possible to fulfill the basic objectives of the scheme when the basic infrastructure is not present in the schools.
21. It was observed that 16.67% sample schools were not having drinking water facility, 19.44% schools had no separate toilet facility and 8.61% of parents asserted that proper sitting arrangement was not present in the school. It is suggested that all the schools be provided with these important facilities.
22. It was observed that where drinking water facility is available, there also regular water supply was not available, moreover, water tanks were not cleaned at regular interval and some water tanks were not covered with lids. Similarly, it was observed that in the schools which had the toilet facility, the toilets were unhygienic and in some schools the toilets were found locked. Lack of drinking water & separate toilet facility discourages enrollment in the schools, provision of these facilities must be ensured in all the schools. The School Management itself needs to perform minor function like cleaning of tanks and toilets etc.
23. Very few schools had computer learning facility for students, out of 209 parents, 80.86% asserted that computer facility were not available in schools. It was also observed that there were no trained computer teachers posted in most of the sample schools. Computers and computer teachers must be provided to the schools so that students can get the knowledge and benefit of computer facility.

24. Though 100% students are being provided books by the schools, but it was observed in the field as well as reported by some parents of the students that the books are not provided in time. It must be ensured that books are provided well in the beginning of the academic session so that the students do not suffer due to non-availability of books during their regular classes.
25. Almost all the VEC members have actively participated in school management affairs meetings, given their suggestions in the meetings and school management has acted upon their suggestions.
26. 100% of the contacted VEC members were aware about the funding of the schools and asserted that transparency is being maintained in utilization of the funds. 97% VEC members told that the school procurements are being made through them. However, 58% of VEC members were not satisfied with the existing school infrastructure.
27. It was observed during the field enquiry that there were 3 children out of school. 2 of them were mentally retarded and 1 was not willing to go to school despite persuasion by school authorities as well as VEC members citing weak economic conditions as the reason.
28. There was 12 drop out students in Purmandal sample education zone. The main reason of drop out of children, as stated by the concerned schools was migration as the parents of these children were migratory labour working in the industrial area.
29. As per the Right to Education Act 2009, private un-aided schools have to give 25% reservation to the students of weaker section and disadvantaged groups. It seems that the Act has not yet been adopted in the J&K state. And it was observed in the field that no private un-aided school adjoining to the sample schools has implemented the Act.
30. As the field survey was done during summer season, it was observed by the evaluation team that in some schools the classrooms were without fans or the fans fixed were not working due to one or the other reason.
31. Some of the schools were without boundary wall and play grounds. Absence of these facilities discourages enrollment.

Despite completion of more than 10 years of implementation of SSA scheme there is still lack of basic infrastructure facilities in the government schools. Most of the schools are not having adequate class rooms, besides this, the safe drinking water facility, separate toilet facility, fans, adequate sitting arrangement were not available in some of the schools. The authorities must ensure provision of these basic facilities, as lack of these facilities discourages enrollment in the government schools and in many cases results in migration to the private schools.

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*Evaluation Study on Flood Management Programme (FMP)
Jammu Division
(2008-09 to 2011-12)*

Introduction:

Devastation by floods is a recurrent annual phenomenon in India. Almost every year, some or other part of the country is affected by floods. Floods cause enormous damage to life, property- public and private and disruptions to infrastructure besides psychological and emotional instability amongst the people. Many areas of the country are very vulnerable to floods and there is great risk of damage to National Assets like highways, roads, railway tracks etc. apart from damages to life and property. All these aspects were given due consideration and addressed appropriately by the Govt. of India during the 10th plan and in consequence, the following schemes were sanctioned to provide central assistance to flood prone states to take up flood control and river management works in critical areas:

- 1) Critical Anti-Erosion works in Ganga Basin States (Centrally Sponsored Scheme),
- 2) Critical Flood Control and Anti Erosion Scheme in Brahmaputra and Barrack valley States (State Sector Scheme),
- 3) Implementation in Drainage in critical areas in the country (State Sector Scheme)
- 4) Critical Anti Erosion in Coastal and other than Ganga Basin States (State Sector Scheme)

The above schemes were merged together and a restructured scheme, namely, “Flood Management Programme” under State Sector in Central Plan was approved in principle, for 11th five year plan.

Under this scheme, critical flood control and River Management works in the entire country are covered. These works include river management, flood control, anti erosion, drainage development, anti sea erosion, flood proofing works besides flood prone area development programme in critical regions. It also includes restoration of damaged flood control/management works.

The State Level Evaluation Committee (SLEC) in its 5th meeting held on 25-11-2011 decided to get the “Flood Management Programme” evaluated in Jammu division.

Objectives of the Study :

The study was conducted with the following objectives:

1. To assess the Physical and Financial progress of the projects under the programme;

2. To ascertain to which extent target group of the population stood benefitted ;
3. To assess the level of satisfaction of target group of the population through the implementation of Flood Management Programme;
4. To physically verify and ascertain the feasibility / genuineness of soil erosion/ Flood protection works with special reference to outcome of works executed.
5. To assess the bottlenecks/difficulties faced, if any, during the execution of works and suggestion of corrective measures to be taken to explore better implementation of projects.

Reference Period:

The reference period pertained to whole of the project implementation period i.e.2008-09 to 2011-12.

Sample size and procedure:

There were 08 Flood Management Projects undertaken in the Jammu Division. None of the projects was completed and all were still in progress by the end of March, 2012. At the Ist stage, out of 08 Flood Management Projects(FMPs) undertaken, 02 FMPs were selected, where the maximum amount was incurred up to ending March, 2012 for instant evaluation study. These projects were Master Plan for FPW (Flood Protection Works) on river Tawi and Master Plan for FPW on river Chenab. At the IInd stage, 50% of the sites where the works were executed were selected covering thereby Soil Erosion Control Works/Flood Protection Works. At the IIIrd stage, 3 knowledgeable persons were interviewed from each verified spot to elicit their opinion about the implementation and effectiveness of the programme.

Summary of Findings and Suggestions

1. The programme, Flood Management Programme (FMP) is a Centrally Sponsored Scheme; the funding pattern for central assistance to Special Category States is 90% central share and 10% State Share, while as of other states it is 75% central share and 25% state share. The Special category states cover North Eastern States, Sikkim, Himachal Pradesh, Jammu and Kashmir and Uttarakhand.
2. Eight Flood Management Projects were undertaken in Jammu Province. Two Flood Management Projects were started during 2007-08 and remaining 06 Flood Management Projects were started during 2008-09. As per the guidelines, FMP works were expected to be completed in a time bound manner, but none of the projects had been completed by the end of 2011-12.
3. The projects of FMP in J&K state are being executed by Department of Irrigation and Flood Control with the objective of providing relief from floods

by executing Flood protection works, anti-erosion works and improvement in drainages of the rivers/nallahs.

4. Out of 08 projects, 02 FMP projects where the maximum amount had been incurred, i.e. FMP of Master plan on River Tawi and FMP of Master Plan on River Chenab were selected for evaluation study. The project works on River Tawi were executed by Flood Control Division, Jammu and on River Chenab were executed by Flood Control Division, Akhnoor.
5. The total estimated cost of eight projects was Rs.12674 lacs out of which 90% was central share i.e. Rs.11406.60 lacs and 10% was state share i.e. Rs.1267.40 lacs.
6. Against the total estimated cost of Rs.12674 lacs of all the projects, an amount of Rs.8218.79 lacs, was released out of which Rs.8198.79 lacs, was utilized upto ending March, 2012.
7. The total availability of the funds of two sample projects w.e.f. 2007-08 to 2011-12 was Rs.2870.31 lacs, up to March, 2012 which was fully utilized by executing agencies, Rs.1458.06 lacs incurred on Master Plan on River Tawi and Rs.1412.25lacs incurred on Master Plan on River Chenab.
8. On physical side, against the target of 37557 mtrs. of Earth embankment, 23335 mtrs was completed. Against the target of 33861 mtrs of crate revetments, 32590 mtrs was completed and against the targets of 182 studs/spurs, 193 were constructed in the two sample projects.
9. The official data reveals that 81 villages with the population of 1.80 lacs in both the sample projects were benefited.
10. Since the works were executed on the banks of both the rivers, for selection Purpose, the whole area of Master Plan Tawi and Chenab was divided into sites where works were executed. A total of 41 sites were identified. Out of 41 sites, 10 sites from each project were selected for the purpose of Physical Verification.
11. The sites were found genuine and works were apparently seen on ground. It was very difficult for the investigating team to locate the works executed by the executing agency in both the sample projects. None of the sites had any sign boards or hoardings and practically it was impossible for any investigating team to locate and identify the work executed without being accompanied by the Executing Agency.
12. Approximately 12930 mtrs. of Earth embankment, 17590 mtrs crate revetment and 105 studs/spurs were physically verified in both sample projects. 90% Earth embankment works executed were found intact and in good condition. The remaining 10% were damaged in both the sample projects. Likewise 75% of crate revetment works were found intact and in good

condition and 25% were partially damaged. In both sample projects, 69% of studs/spurs were found intact and in good condition and 31% were found partially damaged.

13. No name and nomenclature was found on the site of embankments created causing thereby problems in locating and tracing the embankments constructed under both the projects as the team found that there were some other embankments also created under other schemes/projects.
14. During the course of evaluation/verification, it was also observed in master plan Tawi, that the Department had left some patches of land uncovered endangering the villages namely Chak Desa Singh, Wazirachak, Tope, Lakshampura, Sumb, Sampuranpur Kullian, Indru De kothey and other adjoining villages. During the course of field enquiry, two crusher sites were also found where no revetments were constructed and there was an apprehension of water entering into the villages. Similarly, in Master Plan Chenab, certain gaps in revetments at NS pura, Pangali and Chanjwan were also left behind which might endanger the villages during floods. It is, therefore, suggested that such things must be avoided as it causes heavy loss to the community as a whole. When a gap is left in embankment/revetment, it allows the water to enter into the villages thereby causing flood like situations and thus the whole purpose of creating embankment/revetments at such sites becomes meaningless and non beneficial.
15. In both the sample projects of selected sites about 4850 kanals of irrigated land and 400 kanals of un irrigated land was protected from erosion. Besides this, approx. a total of 6900 kanals of irrigated and 1050 kanals of un-irrigated land was also protected from submergence in sample area. The Department has done commendable job in protecting the irrigated and un-irrigated land from floods and converting such land for agricultural use to help the people to earn their livelihood. Land protected at newly constructed bridge at River Tawi is an example of land protection works being done by the Executing Department. The figures are purely based on eye-estimation of Evaluation Teams made on the spot of sites.
16. A total of 12 school buildings, 08 Govt. and public buildings and 07 temples were protected in the sample area. Shamshan Ghat at Bhagwati nagar, Babu Asa Ram Ashram and Yatri Bhawan at Bhagwati nagar , pumping station at Sikanderpur were prominent buildings protected under the project works. So far as protection to private assets is concerned, it was observed that the work executed had protected the whole villages which included houses, shops, commercial establishments etc. The impact of such protection work was visible in the adjoining villages also. Approximately 1200 houses which are situated on banks of both the rivers, 30 shops and 13200 kanals of

private land were also protected through creation of revetments, embankments and studs/Spurs.

17. In order to have an assessment of the effect and impact of various activities implemented in the project areas, enquiries were made from 60 Knowledgeable Persons from 20 nearby villages of the selected sites. 3 Knowledgeable Persons from each of the selected sites as proposed in the sample design of the study were asked to express their views in respect of various components of the project and implementation process of the scheme as observed by them in their areas.
18. 100% of Knowledgeable Persons asserted that the sites selected for execution of FPW were feasible and appropriate. In all the selected sites of both the projects, 100% works were executed. So far as nature of works is concerned, these included Erosion Control Works, Submergence Works and Flood Protection works.
19. Out of 60 Knowledgeable Persons from both the sample projects, only 38% were of the view that quality of works executed was good, 57% rated them as average and only 5% opined the quality of works executed as poor.
20. 83% of Knowledgeable Persons were of the view that works were executed with the consultation of local people. 75% of Knowledgeable Persons asserted that local people were engaged in FPWs as labourers, 85% were satisfied with the works executed by the Department, 50% asserted that they had approached the Department for the execution of works in their areas and 100% believed that the works executed were beneficial for both the individuals and the community as a whole.
21. No doubt, the department has done a great job in preventing villages from floods, yet as revealed by certain Knowledgeable Persons that in some areas the height of embankments was too low to protect occasional huge floods. They suggested that the gaps left during execution be filled-in immediately and the repairs be done on periodical basis so that embankments, revetments and studs/spurs were protected. Further-more, it was also revealed by the Knowledgeable Persons during the course of physical verification that standard crate boxes were not installed which needed to be looked into.
22. Various types of assets created have been got damaged in the normal course at the hands of men, Tractor trolleys and from natural factors. Repairs and maintenance of assets be provided, otherwise the assets would be damaged/washed away. The people must be made aware by organizing awareness campaigns in the project areas so that people could understand the scope and utility of these assets and work for their safety, maintenance and protection.

23. Although the provision of plantation was provided in the projects guidelines, but to the contrary, it was observed that no plantations were made along the earth embankments. The planting of trees/plants holds the land intact and protects the soil erosion. The Department must look into this aspect and plantation must be done at both the banks of the rivers as it can lessen future expenditures on repairs and maintenance. Non adherence of guidelines is a matter of serious concern and must be looked into seriously by the Executing Agencies.
24. During the course of physical verification it was observed that tractors trolleys while extracting sand, stones and other materials from the rivers cause damage to the studs/spurs and embankments. This must be stopped particularly at vulnerable spots. The extraction of material at some spots may prove fruitful where it could be allowed/ encouraged. As such the flood control Department should classify the spots where extraction could be allowed and those where it should be strictly dis-allowed. This way the assets would be protected besides ensuring smooth flow of rivers.

Introduction:

Prime Minister's Employment Generation Programme (PMEGP) is a credit linked subsidy programme launched by Govt. of India in the year 2008 by merging the erstwhile two schemes viz. Prime Minister's Rozgar Yojna(PMRY) and Rural Employment Generation Programme(REGP). It aims at generation of employment opportunities through establishment of micro enterprises in Rural as well as Urban areas. This is a centrally sponsored scheme being administered by Ministry of Micro, Small and Medium Enterprises i.e. MoMSME. The scheme is in operation through KVIC, a statutory organization under administrative control of the Ministry of MSME as the single nodal agency at the National level. At the state level the scheme is under implementation through State KVIC Directorates, State KVIB,s , DIC,s and banks. The Govt. subsidy under the scheme is routed by KVIC through the identified banks for eventual distribution to the beneficiaries/ entrepreneurs in their bank accounts.

The main objective of the scheme is to generate employment opportunities in Rural as well as Urban areas of the country through setting up of new self employment ventures/projects /micro enterprises and to bring together widely dispersed traditional artisans and un-employed youth and give them self employment opportunities to the extent possible at their place and to increase the wage earning capacity of artisans. The maximum cost of project under manufacturing sector is Rs.25.00 lakhs and service sector Rs.10.00 lakhs. The quantum of beneficiary contribution is 10% in case of general category with subsidy component of 15% in urban and 25% in rural. Likewise 5% of the total project cost in case of special category with subsidy component of 25% in urban and 35% in rural. The balance amount of the project cost is to be provided by banks as term loan. Minimum qualification prescribed is 8th pass and selection of beneficiaries is done through interview process by the District Task Force Committee headed by the District Magistrate/Deputy Commissioner. The programme is now under implementation in all the districts of J&K state.

The State Level Evaluation Committee (SLEC) in its 5th meeting held on 25-11-2011 decided to get the PMEGP scheme evaluated in Kashmir Region.

Objectives of the evaluation study:

The objectives of the evaluation study were:

- i. To assess physical/financial progress under PMEGP.
- ii. To assess physical status of units/projects established under the scheme.

- iii. To assess impact of scheme over the economic status of sample beneficiaries benefitted under the programme and generation of employment opportunities.
- iv. To assess the problems/inconvenience confronted by the sample beneficiaries, bottlenecks/difficulties faced by implementing department if any, and suggestion of remedial measures for better implementation of the programme in future.
- v. To see whether the norms laid down for the programme were adhered to, particularly with regard to selection of beneficiaries.
- vi. To see whether the subsidy element provided under the scheme was disbursed to the beneficiaries in time.

Reference Period:

The reference period of the study was 2008-12.

Sample size and selection procedure:

Budgam district was selected on random basis for conducting the study in Kashmir region. Out of eight CD blocks of district Budgam, the evaluation Study was conducted in CD block Budgam having maximum coverage under the programme. Units established in urban areas of Block Budgam were also included during the course of field investigations.

The evaluation study was conducted in sample block Budgam with 40% sample size out of total number of projects/units (sanctioned/ disbursed) within the reference period 2008-12. For making Evaluation study result/ outcome oriented, the selection of units was done as per the percentage weightage procedure to ensure selection of more units having completed gestation period.

The sample size which finally emerged was in the ratio of 4:3:2:1 in respect of four reference years from 2008-09 to 2011-12. The ultimate selection of sample was done through simple random sampling covering thereby sample units of each category of beneficiaries across urban/ rural divide.

Summary of field findings:

- 1) During the reference period from 2008-09 to 2011-12, the number of units reported established under the Prime Ministers Employment Generation Programme(PMEGP) in Kashmir division were 5028 with employment generation of 34111 persons. The Project Cost of these units was of the magnitude of Rs.18723.50 lacs. The KVIB had sponsored maximum number of cases to the extent of 3070 followed by DIC at 1631 and the remaining 327

cases were sponsored by the KVIC. The Project cost per unit works-out to Rs.3.72 lacs.

- 2) The maximum units were reported established under industrial sector to the extent of 3134 followed by 1712 units under Services Sector. The Business sector claimed established of 150 units and the remaining 32 units were of miscellaneous nature. All the established units were reportedly of individual character and no joint venture was reported established in Kashmir division.
- 3) In sample district Budgam 530 units were reported established during the reference period with the project cost of Rs.2308.65 lacs at an average of Rs.4.35 lacs per unit. At the sample district level also the maximum cases were sponsored by the KVIB to the extent of 459 followed by 50 cases by DIC and the remaining 21 cases by the KVIC. The reported employment generation in the established units was 4912 at an average of 9.26 persons per unit.
- 4) In Budgam district, the maximum numbers of units established under PMEGP were under Industrial Sector to the extent of 482. The remaining 48 cases were of Services Sector. The loan component of these established units was of the order of Rs.1390.24 lacs and beneficiary share of the magnitude of Rs.115.43 lacs. The remaining amount of Rs.802.98 lacs was provided as Margin Money by the sponsoring agency under PMEGP.
- 5) In the ultimately selected block of Budgam 176 units were reported established during the reference period at the project cost of Rs.881.99 lacs which works out to Rs.5.01 lacs per unit. The loan component of these 176 units was of the magnitude of Rs.529.21 lacs and beneficiary share of the order of Rs.45.09 lacs. The remaining amount of Rs.308.59 lacs was provided as margin money by the Sponsoring Agency. All the established units were reported of Individual nature and the employment generation was of the magnitude of 1421 at an average of 8.07 persons per unit.
- 6) While adapting the sample procedure as per the ground level situation, 70 units reported established were put to evaluation exercise in the sample block Budgam. The facts established as a result of the physical verification revealed that 49 units (70%) were set-up and functional on the date of survey. 13 other units (18%) were set-up but closed subsequently due to various reasons. 4 units (6%) were not set-up at all and the remaining 4 units (6%) were not traced in spite of capacity full efforts, as such were treated as

fictitious. The Sponsoring Agency of these fictitious cases was persuaded to accompany the Evaluation team for locating the units/beneficiaries but they declined to do so.

- 7) Out of the 13 non-functional units, only 7 unit holders could respond to enquiry conducted by the Evaluation Teams. All the enquired closed sample unit holders put forth many reasons responsible for closure of their units which included marketing problems, no post establishment support, huge interest charging by banks and non profitability of units.
- 8) In the 49 functional units, 586 persons were employed comprising of 441 males and 145 females. The employment per functional unit works out to 12 persons. From the functional units the Brick Klins and Embroidery Units were the most employment intensive entities.
- 9) From the functional unit holders, 53% sample beneficiaries reported that it took them six months to get the loan amount disbursed, whileas 41% revealed that the loan was managed in their favour within three months only. The remaining 6% reported to had been disbursed loan within a period ranging from 1 year to 2 years.
- 10) Out of 49 sample functional unit holders, 10% reported that margin money was released immediately in their favour. 18% revealed that it was released within 3 months and another contingent of 18% reported to had received it within 6 months. But majority of the unit holders to the extent of 54% had received it within one year time.
- 11) Among the 46 non-beneficiaries enquired in the field with regard to PMEGP, 70% cited lengthy process as the main cause for not applying for the scheme despite being un-employed. 17% were of the view that they do not like to be burdened under debt. 9% revealed that they did not possess any technical knowhow to establish the units and 2% lacked entrepreneurship qualities as reported by them.
- 12) 98% enquired non-beneficiaries were of the view that Government must explore possibility of providing interest free loans to the un-employed youth for setting up of their venture under PMEGP.
- 13) While taking all the established facts in view with regard to the PMEGP implementation, it is suggested that the scheme must be supervised over extensively to ensure sponsorship of genuine beneficiaries only. The trend to

apply under the scheme for obtaining margin money alone ultimately proves fatal for the scheme and the beneficiaries as well. The selection of beneficiaries under the scheme must be done in the right perspective and for that matter the sincerity of entrepreneurs and implementing Agencies is required to prevail. The Supervision and Monitoring of the scheme implementation at all possible levels and at every stage would arrest the wrong doing to a great extent. If the scheme is allowed to be implemented by the lower level functionaries, it is bound to prove counterproductive. The scheme is very likely to be hijacked by malafide people and the potential beneficiaries would get the least priority at all stages starting from sponsorship to the disbursement of loans and margin money etc.

Introduction:

The National Family Benefit Scheme (NFBS) was introduced by GOI throughout the country in August 1995 with the aim to provide immediate succor to those Below Poverty Line (BPL) families whose lone bread earner expires due to natural or accidental cause. Till 2002-03 it was fully funded by GOI under centrally sponsored scheme. Thereafter it was shifted to State Sector and is currently in vogue under the same pattern. The instant Scheme is being implemented by the social Welfare Department throughout the state.

Under National Family Benefit Scheme one time financial assistance of Rs.10000/=(ten thousand) is being paid to the bereaved family living below poverty line whose lone bread earner expires due to the natural or accidental death and is having no substantial source of income. The deceased bread earner should be in the age group of 18-64 years.

The State Level Evaluation Committee (SLEC) in its 5th meeting held on 25.11.2011 decided to get National Family Benefit Scheme”(NFBS) evaluated in Kashmir Region.

Objectives:

The objectives of the study were to:-

- i. To know the physical/financial progress under the scheme viz-a-viz physical coverage of beneficiaries and disbursement of financial assistance.
- ii. To assess actual quantum of beneficiaries along with disbursement of financial assistance and their genuineness on ground.
- iii. To assess the impact of the scheme with regard to social security of benefitted families.
- iv. To know the difficulties/bottlenecks faced by the Implementing Authorities during implementation of the scheme and suggestions. If any, offered for improvement.

Reference period:

The reference period for the study was 2008-12. However, field data was collected in respect of sample Tehsil in the month of March 2013.

Sample size and selection procedure:

Kulgam district comprises of three tehsils. As per the stipulated procedure, the tehsil with maximum coverage was to be selected for field enquiry. As per the

information provided by the concerned Department, tehsil Kulgam qualified for selection and was, accordingly selected. In the selected tehsil, 40% of beneficiaries covered during the reference period 2008-12 with representation to each year were drawn through simple random sampling for the purpose of field enquiry.

Summary of Main Findings:

- 1) During the reference period from 2008-09 to 2011-12 the actual requirement of funds in respect of the cases received for assistance in Kashmir division was Rs.1364.00 lacs. The maximum requirement of the funds was in respect of district Baramulla at Rs.379.50 lacs and minimum for district Leh to the extent of Rs. 8.50 lacs. Against the actual requirement of Rs.1364.00 lacs, an amount of Rs.937.70 lacs (68.75%) were allocated and thus creating a gap of 31% between allocation and actual requirement of funds. Further against the allocated amount of Rs.937.70 lacs, the availability was made only to the tune of Rs.925.70 lacs, thereby withholding an amount of Rs.12.00 lacs. All the districts except Leh were able to utilize the available funds fully. Infact District Leh was provided Rs.13.70 lacs against the requirement of only Rs.8.50 lacs, thus resulting in non utilization of Rs.5.20 lacs.
- 2) In Kashmir division, 14013 applications for assistance under NFBS were received during the reference period out of which 2290(16%) were backlog of previous years and the rest 11723 (84%) were fresh ones. Out of 14013 cases received under the scheme 13378 (95%) were recommended for sanctioning and ultimately 9203 cases (69%) were sanctioned and disbursed during the reference period. The quantum of available funds restricted the Social Welfare Department to sanction and disburse the assistance to only 69% of the received cases. By the end of 2011-12 there were 4810 cases across Kashmir division which spilled over to the next year. In the same manner at the beginning of the reference period 2008-09 there were 2290 backlog cases which had to be accommodated during the reference period. This situation clearly indicated that the assistance which warrants to be immediate, was provided belatedly in most of the cases.
- 3) In the sample district Kulgam, the requirement of funds for 2008-09 was Rs.20.00 lacs which increased to Rs.30 lacs in 2009-10 and further to Rs.37.00 lacs and Rs.42.00 lacs in the subsequent years. The allocation / availability of funds was Rs.15.00 lacs during 2008-09 i.e less by 25% of the requirement. In 2009-10 against the requirement of Rs.30.00 lacs, the availability was Rs.23.00 lacs again less by 23%. During the two subsequent years the availability was not only less viz-a-viz requirements but slashed down to Rs.20.00 lacs in 2010-11 and further down to Rs.16.30 lacs in 2011-12. This curtailment in the availability of funds against the ever increasing requirements was unwarranted and bound to affect the

efficiency and impacts of the scheme. In aggregate Rs.74.00 lacs were provided to the district during the reference period against the requirement of Rs.129.00 lacs which was less by 42%. The resultant effect of the decreased allocation was spill over of cases to the subsequent years and conversely belated payments to the beneficiaries.

- 4) The physical profile of sample district kulgam reflected the same situation as was observed at the division level. The number of backlog cases was on the increase year after year. In 2008-09 there were 200 cases identified for assistance but only 150 could be accommodated from the allocated amount. The financial resources could not kept pace with the growing number of prospective beneficiaries with the result the number of spilled over cases had increased gradually from 50 in 2008-09 to 257 in 2011-12. The only solution to this problem is the enhancement in the allocations proportionately to the victim beneficiaries. This would also do away the problem of belated disbursement which is most unwelcome feature of the scheme on practical front.
- 5) The field enquiry revealed that out of 150 sample beneficiaries 140(93%) were found existing and had received the assistance under NFBS. Out of the remaining 10 sample beneficiaries 8 could not be traced in the field and 2 reported that no such assistance was provided to them as claimed by the Department. This needs an in-depth Departmental enquiry by the Social Welfare Department at the highest possible level for ascertaining facts and fixing the responsibility.
- 6) 79% of the enquired beneficiaries were in possession of BPL ration card, 2% were possessing AAY card and the remaining 19% were having APL cards. Although, as per the observations of the field investigators certain APL card holders were deserving assistance in real sense but the criteria as laid down in rest of the APL cases was violated which needs to be looked into by the Department. To ensure that only the deserving lot of the society gets the envisaged benefit, it is of utmost importance to implement the scheme under proper supervision. The incentive based schemes are most vulnerable on the account of coverage of undeserved people. At the implementation level, it is only the proper supervision of middle level and higher level officers which could arrest this malpractice. Once instances of such undeserving people are noticed, the Department must act promptly to weed-out such cases. This practice is expected to act as a deterrent and discourage people for managing malafide coverage under the scheme.
- 7) The field enquiry results revealed that 97% deceased persons were falling in the criteria fixed under the guidelines of the scheme and consequently their families were qualifying for assistance. In 3% of the cases the age of the deceased was above 65 years and their families were undeservedly covered

under the scheme which again tentamounts to undermining the norms of the scheme.

- 8) The primary information revealed that 91% sample beneficiaries reported that they received the assistance through cheque and the remaining received it through the bank. The mode of payment of assistance must necessarily be under proper scrutiny and checks, particularly, in case of incentive oriented schemes. In spite of strict directions for effecting payments through post office/bank, 10 cases (Annexure A) were found either not traceable or had denied to have ever received the assistance. The norm of effecting payments through post office/ bank alone would not ensure transparency. It needs strict vigil and supervision by the officers at the helm of affairs. Mere regime of norms with faulty implementation and in-effective supervision is very unlikely to pave way for transparent coverage of prospective beneficiaries.
- 9) The enquiry results revealed that all the beneficiaries who had received the assistance were of the view that it proved fruitful to them. While elaborating on the scope of assistance 28% stated that the amount of Rs.10,000= provided under NFBS saved them from begging. The same percentage of beneficiaries revealed that without this assistance they would have sold their household assets for surviving the family.20% reported that had the assistance not been provided, they were left with no option but to obtain loans from the banks.21 beneficiaries (15%) admitted that the assistance was fruitful as it allowed their family children to continue the studies which otherwise were not possible. The remaining 9% were facing no such emergency problems as reported by them. However, it augmented their household income substantially at the time of distress. It was thus established that all the beneficiaries had in one way or the other acquired a breathing space on the eve of the death of the breadwinner of the family. The immediate assistance enables the family to settle down and think ahead for new openings/arrangements for pursuing sustainable economic activity.
- 10) 90% of the enquired sample beneficiaries had not faced any difficulty in getting the assistance under NFBS. The beneficiaries who reported to had faced difficulties in settlement of their cases were 14 (10%). The difficulties faced by them were reportedly different in nature and implementation in character. 8 beneficiaries reported that it takes huge time to settle the cases, 3 reported that sanctioning needs political approach and 3 more reported that sanctioning is a lengthy process. The Department must evolve all possible measures to ensure speedy disposal of cases as the assistance under NFBS requires to be immediate if not instant.
- 11) In respect of the amount of assistance only 31% beneficiaries were satisfied. The rest 69% regarded it meager in the present economic and market situation. Though on the mode of payment also only 49% were satisfied but

factually it has to remain under proper checks and balances to promote transparency. If the mode of payments is simplified as per the aspirations of the beneficiaries, the transparency is very unlikely to remain intact. The process of sanctioning of cases also claimed very low satisfaction to the extent of just 20%. The Department Implementing the scheme is required to streamline the process to the possible extent.

- 12) While offering suggestions for further improvements in the NFBS, 58% sample beneficiaries suggested that the amount of assistance should be raised as it is too meager to support a family which suddenly loses the breadearner. 14% beneficiaries suggested that the assistance should be provided instantly and later on adjusted.
- 13) 50% enquired knowledgeable persons suggested enhancement in the amount of assistance in stressing present day socio-economic conditions. 16% stated that the target group of population needs instant assistance enabling them to sustain themselves economically, socially and more so psychologically. 18% knowledgeable persons have put forth another weightful suggestion that the assistance be continued for a specific period of time. This will definitely provide a breathing space to the bereaved family to look for a sustainable source of income. The transparency in the system was also suggested by 16% knowledgeable persons in order to ensure coverage of deserved ones only.
- 14) While boosting the assistance of Rs.10000 as per the price index for agricultural labourers (general) J&K state, it should have been nearly Rs.30000 during 2012-13. But the rate of assistance had remained stagnant for all the years, thus rendering the scheme less effective as compared to its initial years of implementation. In other words it could be concluded that the amount of assistance was three times more effective during 1995-96 as compared to 2011-12 in terms of its value and consequently in terms of boosting the purchasing power of the beneficiary families. In case of NFBS an appropriate revision is strongly recommended at the earliest. Further, to ensure that the assistance provided under the scheme remains ever effective and impact oriented, its enhancement must be linked to a suitable price index and periodical revision in the amount of assistance made biennially, if not on annual basis.

Introduction:

Devastation by floods is a recurrent annual phenomenon in India. Floods occur suddenly causing enormous damage to human/animal life, public property and disruption to infrastructure besides psychological and emotional instability amongst the people. Many areas of the country are vulnerable to floods. In view of great risk of damage to the public and private assets apart from damages to human and animal life, all these aspects were given due consideration and addressed appropriately by the GOI. During 10th Five year plan following four schemes were sanctioned to provide central assistance to the flood prone states for taking up flood control and river management works in critical areas:-

1. Critical Anti-erosion works in Ganga Basin States (Centrally Sponsored Scheme).
2. Critical Flood Control and Anti Erosion Scheme in Brahmaputra and Barak Valley States (State Sector Scheme).
3. Implementation of Drainage in critical areas in the country (State Sector Scheme) and
4. Critical Anti-Erosion Works in Coastal and other than Ganga Basin States (State Sector Scheme).

The above schemes were merged together and a restructured scheme namely “Flood Management Programme” under State Sector in Central Plan was approved for 11th Plan period.

Under “Flood Management Programme” critical flood control and river management works in the entire country are covered. These works include river management, flood control, anti erosion, drainage development, anti sea erosion, flood proofing works, besides flood prone area development programme in critical regions. It also includes restoration of damaged flood control/management works.

The State Level Evaluation Committee in its 5th meeting held on 25th of November 2011 decided to get the Flood Management Programme evaluated in Kashmir division.

Objectives-

The objectives of the evaluation Study were:-

- i) To assess physical and financial progress of the sample projects.
- ii) To ascertain to which extent target group of population stood benefitted.

- iii) To physically verify and ascertain the feasibility / genuineness of soil erosion / flood protection works with special reference to outcome of works executed.
- iv) To assess level of satisfaction of target group of population over implementation of FMP Projects.
- v) To assess bottlenecks/ difficulties faced, if any, during execution of works and corrective measures, to be taken to explore better implementation of projects.

Reference period:

The reference period for the Evaluation Study was 2008-09 to 2011-12.

Sample size:

In view of the SLEC instructions, two projects were selected at random for detailed field study. In the selected project, 50% works representing each Nallah was the sample size at the first stage in each sample project covering thereby Soil Erosion Control works/Flood protection works proportionately.

At the second stage, 3 knowledgeable persons of benefitted area representing each sample work were interviewed in the field. Thus the field findings are based on physical verification by the evaluation teams and the views of the people living in the vicinity of the executed works representing as the primary stakeholders.

Summary of Main Findings:

- 1) In Kashmir Division the total estimated cost of the 15 taken-up projects under Flood Management Programme was Rs. 21984.76 lacs. Among the taken-up projects 2 were started in 2008-09, 9 in 2009-10, 1 in 2010-11 and the remaining 3 in 2011-12. All the projects were having multiple components which mainly included flood protection works, erosion control works and drainage development works.
- 2) In aggregate an amount of Rs.12260.76 lacs was utilized during the reference period against the released amount of Rs.14287.94 lacs at the expenditure rate of 86%. The aggregate amount released by the end of March 2012 was to the magnitude of Rs.14287.94 lacs against the approved estimated cost of Rs.21984.76 lacs which form 65%. Thus an amount of Rs.7696.82 lacs more were required to be released to enable the Implementing Department to complete the taken-up 15 projects in Kashmir Division.
- 3) The projectwise information suggests that not a single project was completed by the end of 2011-12. Financially, 8 projects were completed to the extent of

more than 80%, 4 projects were in the midway of completion and the remaining 3 projects were on the initial stage by the end of 2011-12 as only 10% expenditure was incurred on each of them viz-a-viz estimated cost. The low releases and expenditure in respect of these 3 projects were understandably so because these were taken up in 2011-12 itself. The token provision provided for the projects during the year of start was fully utilized.

- 4) In respect of 2 sample projects, an amount of Rs. 576.03 lacs were released in favour of JK-13 (Anantnag) against the estimated cost of Rs.698.00 lacs and Rs.422.52 lacs in favour of JK-11 (Baramulla) against the estimated cost of Rs.744.00 lacs. The amount released was reported fully utilized during the reference period.
- 5) At the Division level, the Implementing Department was unable to provide the details of physical achievements in respect of the taken-up projects. However, in respect of 2 sample projects the same was obtained from the respective Executive Engineers. In aggregate under the 2 sample projects the Department claimed to had achieved the village targets by 91%, population targets by 84%, erosion control targets by 94% and submerge protection targets by 82% by the end of 2011-12.
- 6) While taking all the mandays generated into consideration, the Department claimed to had generated 130867 mandays under the 2 sample projects during the reference period. The amount utilized on the labour component was of the order of Rs.231.65 lacs which constitute more than 23% of the total expenditure incurred on the projects by the end of 2011-12.
- 7) The main component of works executed in the sample projects were retaining walls, Boulder Bunds/toe crates, culverts and channelization. A total of 188 works were executed in both the sample projects out of which 100 works (53%) were selected randomly for on-spot physical verification and estimation of impacts. 38 works under the project Jk-11 (Baramulla) and 62 works under JK-13 (Anantnag) were put to physical verification/ impact assessment.
- 8) The physical verification exercise is confined to the existence of work, present status, genuineness of work site and other visible parameters which could be gauged even by a common man. The delicate technical and mechanical aspects of the executed works are beyond the mandated assignment of Evaluation teams. Out of 100 sample works reported

executed, 99 works were found existing on the ground and only 1 work under channelization could not be verified. The non-verified work was reported executed at the initial stage of the project but no debris/ mud/ silt extracted was found on the spot of work by virtue of which the work could have been verified as executed.

- 9) Regarding present status of works 96% sample works were found complete and 4% works were still in progress as on the date of survey. Furthermore, 94% sample works were found genuine and the rest 6% were observed not genuine and feasible so far as site of construction was concerned with relation to the specific objectives of the programme. No sign boards were found anywhere on the site of construction which was mandatory for the concerned department for evolving public interest in the development programmes which ultimately aims at ensuring transparency and desired prioritization of works.
- 10) Almost all the individual works were found to be a little deviated from the approved specifications in all the dimensions of length, width and height. The Executing Agency owes the responsibility to explain the reasons of deviations noticed by the Evaluation teams.
- 11) As a part of physical verification, the Evaluation Teams attempted, as per the stipulations of the study, to make an eye estimation of the land protected from erosion and submergence as a result of the works executed at each selected site. Besides this, assessment was also made in respect of villages and population managing protection. The aggregate results showed that as a result of 100 sample works, protection was ensured for approximately 96039 souls. In addition to it 1945 kanals of irrigated land and 2495 kanals of un-irrigated land was given protection from erosion. Similarly, an area of 517 kanals of irrigated and 870 kanals of un-irrigated land was protected from submergence.
- 12) The primary objective of flood protection works is to protect life and property which mainly includes human life, livestock, standing crops and residential houses. But while providing protection to these basic entities, various public and private assets of economic and social value also got protected. The 100 sample works verified reveals that protection has been provided to 171 public assets, 5 private assets and 12 religious places as well.

- 13) The response of knowledgeable persons revealed that 97% were satisfied about the feasibility of sites of flood protection works taken-up under the sample projects. 95% knowledgeable persons reported that they were consulted prior to the execution of works, 91% revealed that local labour force was engaged during the execution of works and 95% asserted that the works executed were of community oriented nature.

Introduction:

The Indira Awas Yojana (IAY) is the biggest and most comprehensive rural housing programme ever taken up in the country. It has its origin in the wage employment programmes of the National Rural Employment Programmes (NREP) which began in 1980, and the Rural Landless Employment Guarantee Programme (RLEGP) which was started in 1983, as though construction of houses was permitted under these programmes, however, there were no common norms. It was in June 1985 that Indira Awas Yojana was launched as a sub scheme of RLEGP by earmarking a part of the fund for SCs/STs and freed bonded labourers. With effect from January 1996 this scheme was made an independent scheme and is now a flagship programme of the ministry of Rural Development as part of the large strategy of rural poverty eradication.

The main objective of the scheme is to provide a financial aid to the members of scheduled castes/scheduled tribes, freed bonded labourers and also to other non scheduled castes/scheduled tribes rural poor below the poverty line for the construction of their dwelling units by providing them a lump sum amount as financial assistance.

During the reference period of the study (2012-13 to 2014-15), the Govt. was providing a lump sum financial assistance of Rs.75,000/- per unit for construction of new house and Rs.15,000/- for upgradation of dilapidated Kutcha house.

However, the scheme of IAY has been re-structured into Pradhan Mantri Awaas Yojana Gramin (PMAY-G) w.e.f. 1st April, 2016 by the Govt of India with the commitment to provide "Housing for All" by 2022. As per revised guidelines, the unit assistance has been enhanced from Rs.70,000 to Rs.1.20 lakh in plains and from Rs.75,000 to Rs.1.30 lakhs in hilly states, difficult areas and IAP districts.

In order to assess the effectiveness of the scheme, the State Level Evaluation Committee (SLEC) in its 6th meeting held at Jammu on 24th of February 2015, decided to conduct evaluation study on Indira Awas Yojana (IAY) at the State level through the Directorate of Economics and Statistics

Objectives of the Study:-

The objectives of the study were:-

- 1) To assess the extent to which the objectives of the scheme have been achieved;
- 2) To assess whether the identification of beneficiaries was proper and in accordance with the guidelines of the scheme;

- 3) To ascertain whether the funds earmarked under the scheme were utilized for the specific purpose;
- 4) To assess the extent to which the administrative, technical and financial discipline was followed in the implementation of the scheme;
- 5) To assess the impact of the scheme on the quality of life of the beneficiaries;
- 6) To see whether the houses under the scheme were actually constructed on the ground;
- 7) To ascertain problems/bottlenecks being faced in the implementation of the scheme, reasons thereof and measures to address them successfully.

Reference Period:

The reference period of the study was 2012-13 to 2014-15.

Sample Size & Selection Procedure:

Multistage sampling procedure was followed in the selection of Sample. At the 1st stage, one District from each division of the State was selected as Sample following simple random selection procedure. The Districts selected as Sample following simple random selection procedure. The Districts selected as Sample thus were Ganderbal from Kashmir division and Udhampur from Jammu division. At the 2nd stage, two blocks one with maximum financial coverage and another with minimum financial coverage was selected. At the 3rd stage, 20% villages of each Sample block subject to a minimum of 10 villages were selected on random basis for detailed field enquiry. In the selected Sample village, all the IAY beneficiaries were covered. Besides this, 10 eligible non-beneficiaries (subject to availability) from each Sample village were also questioned with regard to their non-coverage under the scheme. This apart, 5 knowledgeable persons of each Sample selected village were interviewed so as to have their opinion about worthiness of the implementation of the scheme in their village. On the basis of above laid down sampling procedure, District Ganderbal from Kashmir division and District Udhampur from Jammu division deserved selection as Sample Districts for detailed field enquiry and were, accordingly selected.

Summary of Main findings:

- 1) Indira Awas Yojana(IAY) is a flagship programme of the Ministry of Rural Development launched primarily to help the construction of dwelling units for members of SC/STs, freed bonded laborers and also non- SC/ST rural poor below the poverty line.
- 2) During the reference period 2011-12 to 2014-15, the programme was being implemented as a Centrally Sponsored Scheme on cost sharing basis between Centre and State in the ratio of 75:25. The Government was providing financial assistance of Rs.75000/- for new construction and Rs.15000/- for upgradation during the period under reference.

- 3) The scheme of IAY has been re-structured into Pradhan Mantri Awaas Yojana Gramin (PMAY-G) w.e.f. 1st April, 2016 by the Government of India with the commitment to provide “Housing for All” by 2022. As per revised guidelines, the unit assistance has been enhanced from Rs.70,000 to Rs.1.20 lakh in plains and from Rs.75,000 to Rs.1.30 lakhs in hilly states, difficult areas and IAP districts. The cost of unit (house) assistance is to be shared between central and state governments in the ratio 60:40 in plain areas and 90:10 for north-eastern and hilly states.
- 4) Since the scheme revision took place after the reference period of the study(2012-13 to 2014-15), therefore, the evaluation study had nothing to do with the revised norms and had to concentrate on what was prevailing during that time period. The rates and the norms prevailing during that period only were verified in the field.
- 5) The allocations and expenditure figures under the scheme at the State level during the reference period (2012-13 to 2014-15) reveal that the programme has remained less focused by the planners and also by the implementing agencies.
- 6) Normally the progressive programmes claim more and more allocations year after year but here the case is otherwise as the allocations under the Scheme were slashed down year after year.
- 7) Starting with the allocation of Rs.8994.10 lacs in the 1st year (2012-13) of the reference period, the allocation under the scheme were slashed down by 6% to Rs.8452.06 lacs in the 2nd year (2013-14). In the 3rd year of reference period i.e. 2014-15, the allocation was again slashed down by 16% to Rs.7097.12 lacs.
- 8) On the expenditure side, the story is no different as expenditure percentage fell down year after year. The expenditure was 87% during 2012-13 and the same also got down by 14 percentage points to just 73% in 2013-14. In the last year of the reference period i.e. 2014-15, the expenditure utilization percentage also gone further down to just 66% of the allocations.
- 9) The overall allocation for the reference period 2012-13 to 2014-15 was of the order of Rs.24543.28 lakhs of which the expenditure was of the magnitude of Rs.18688.10 lakhs registering an expenditure of 76% for the State.
- 10) On the physical front, during the reference period 41093 IAY houses were constructed/upgraded against the target of 74238 at the State level. Thus the achievement on physical front was only 55% against the financial achievement of 76%. During the first year of reference period i.e, 2012-13 the

physical achievement viz-a-viz targets was 72% which got down to 49% in the 2nd year and further to just 40% in the 3rd year of the reference period. This State of affairs shows that the programme performance is decreasing year after year. The District level achievements were reflective of the same situation as witnessed at the State level.

- 11) At the Sample District level, the situation is no different. The availability of funds in Sample District Udhampur has declined from Rs.279.80 lacs in 2012-13 to Rs.57.88 lacs in 2014-15 registering a drop of 79%. In Sample District Ganderbal, though the allocation has remained almost constant during the three years of reference period but utilization has constantly declined with every passing year.
- 12) The physical performance at Sample District level has also remained dismal. Achievement of just 43% of the physical targets and mounting figure of spill over cases over the three years of reference period from 2012-13 to 2014-15 in both the Sample Districts clearly reveal the unrealistic fixation of targets by the implementing department without taking into account the available resources, manpower, the capacity to utilize and other related inputs.
- 13) There has been dismal physical achievement of cases targeted in both the Sample Districts. Ganderbal District has been able to achieve only 55% of cases targeted during the reference period 2012-13 to 2014-15 while as Udhampur District has fallen even below and covered just 33% cases targeted.
- 14) It is necessary to ensure linkage between the targets and financial resources made available for the programme so that the targets are physically achievable within the resources. This has to be done realistically by the executing department. Fixation of targets for the programme and then its disaggregation on the basis of geographical area–District/project is, in fact the starting point for launching a particular programme. The un-realistic fixation of targets among other things makes it difficult for the monitoring agencies to watch performance in comparison to the targets and thus could mislead in identifying shortfall and problem areas. So, fixation of targets for the programme completely compatible with the resources, manpower and other inputs is much desirable in the programme implementation.
- 15) In order to strike a comparison between the official claims of the Implementing Department regarding achievements made under IAY and what actually existed on the ground and also to ascertain the impact and extent of

success of the scheme, a field enquiry was launched in Sample Districts of Ganderbal and Udhampur.

- 16) In the Instant Evaluation Study, a field study was launched in 47 Sample panchayats of the two Districts covering 40 villages as per the stipulated sample size and selection procedure. 333 beneficiaries had been slated for coverage under the scheme in the Sample villages of twin Districts of Udhampur and Ganderbal during the reference period (2012-13 to 2014-15). However, 322 beneficiaries had actually been covered and were selected as Sample. In addition to this, non-beneficiaries in the surveyed villages were also contacted to ascertain the causes of their non-coverage under the scheme. In the Sample villages, a sizeable number of Knowledgeable persons was also contacted to ascertain their views on the success/failure of the scheme together with the adherence of norms by the Implementing Department. The views expressed by all of them about the scheme are given in the ensuing paras.
- 17) Out of 333 beneficiaries claimed covered in Sample villages, 322 cases/beneficiaries had actually been covered under the scheme by the Implementing Department. 11 beneficiaries in Sample villages of Udhampur District had not disbursed any amount of assistance under the scheme as on the date of survey. During the field verification, all the covered 322 selected Sample beneficiaries were located and contacted in the field. The response percentage achieved thus is 100%.
- 18) During the field verification, it was found that 96% (310) Sample beneficiaries had constructed the huts/houses fully with roof. While as the construction of house was still incomplete in respect of 4% (12) Sample beneficiaries..
- 19) The reasons responsible reported for incompleteness of houses by most of Sample beneficiaries 4(34%) was the non-release/delayed release of amount of assistance by the implementing department. It is in place to mention here that the department implementing the scheme had not been able to cover even a single beneficiary in the Sample District Udhampur during 2014-15. 5 (42%) reported that non-availability of material/workers was the reason for incompleteness of their houses. 8(3%) reported that the assistance proved inadequate to complete the construction of his house. 2(17%) had migrated to other places as such leaving the construction incomplete.
- 20) The guidelines that funds under the scheme should be transferred to beneficiaries accounts and not in cash has been followed fully as no Sample beneficiary reported to have been paid in cash. All the 322(100%) Sample

beneficiaries who were provided financial assistance under the scheme reported that they were given cheques which they deposited in the bank and the money was credited into their account.

- 21) To see whether the selection and sanctioning process under the scheme was fair or not, an enquiry from the Sample beneficiaries was conducted. Majority of the Sample beneficiaries 313(97%) reported that the selection and sanctioning process under the scheme was fair. However, 3%(9) Sample beneficiaries from Ganderbal District reported that it was not fair as they were forced to pay bribe to officials for getting financial assistance under the scheme.
- 22) The field enquiry revealed that due coverage has been given to the targeted group of population by the implementing department while selecting beneficiaries for coverage under the scheme. Out of total of 322 Sample beneficiaries, 156(49%) have been selected from SC/ST category. 107(33%) from OBC category and 59(18%) from others falling below poverty line.
- 23) During the field enquiry, all the Sample beneficiaries 322 (100%) were found belonging to Below Poverty Line (BPL) and were on the rolls of BPL lists maintained by the Department. The guideline in this regard has been fully followed.
- 24) Regarding sanitary situation and availability position of other necessary facilities to the houses constructed under IAY by Sample beneficiaries, it was observed that majority of the houses constructed by the Sample beneficiaries under IAY scheme does not have a latrine facility. Only 52(17%) of Sample beneficiaries had constructed sanitary latrines. Smokeless chullas has not been installed by almost all. As regards other facilities, 88% reported to had been provided electricity and 71% reported provided water supply. When enquired why they have not constructed sanitary latrine/Soakage pit, the Sample beneficiaries reported that they had not enough money to construct soakage pit. The absence of drainage system in their areas was the other reason reported for non construction of sanitary latrines by the Sample beneficiaries.
- 25) The facilities like toilet, smokeless chullas, electricity, water supply, connectivity etc. were as per the guidelines of the scheme to be provided to the IAY beneficiaries by the State by putting in place a robust system of support services. Convergence of other State/Central programmes for providing these facilities was the responsibility of the State Govt. as per the guidelines of the State. In order to bring about convergence, the guidelines of the scheme clearly, spells out that a State level meeting may be held exclusively for the purpose by the Chief Secretary of the State by January every year in all State level departments/agencies responsible for different

schemes may be called and action plan for convergence prepared to ensure that there is automatic and simultaneous convergence in favour of IAY beneficiaries, as they belong to the families in real need. The Implementing Department of the scheme, however, has taken this part of the guidelines casually and, as such, not put in place a support services system as envisaged under the Scheme.

- 26) As per guidelines governing the scheme, IAY house has to be pucca in the sense that it should be able to withstand normal wear and tear due to usage and natural forces including climatic conditions, with reasonable maintenance for at least 30 years. In contravention to these scheme guidelines, majority of the Sample beneficiaries 203(65%) have constructed semi-pucca type of houses and most astonishingly 15(5%) have constructed katcha type of houses. Construction of katcha type of house after availing assistance under IAY is a brazen violation of the guidelines. How come the field functionaries of department implementing the scheme allowed such violations is a matter of concern. It reveals lack of monitoring/supervision over the scheme by the department concerned.
- 27) As envisaged in the guidelines that houses under IAY should have a built-up area of at least 20 square meters was observed followed by the majority of the Sample beneficiaries. 92% of the Sample beneficiaries have constructed the houses which had a built-up area of 20 square meters or more. Only 24(8%) Sample beneficiaries had the houses which have a built-up area of less than 20 square meters. Dereliction of guidelines/directions by the Sample beneficiaries demands strict supervision of the scheme.
- 28) On completion of an IAY dwelling unit, the scheme guidelines prescribe that a display board/nameplate indicating the IAY logo, year of construction, name of beneficiary etc. should be fixed on each house. This guideline too was observed not followed as display board on only 8(3%) completed houses were found fixed by the evaluation teams during the course of field verification. Majority of houses 302(97%) constructed under IAY in the Sample Districts had no display boards fixed on them. Why display boards were not fixed on the completed houses by the implementing department if the funds were available for this demands an in-depth departmental enquiry.
- 29) Technical guidance was reported provided by 218(67%) Sample beneficiaries. Details on the housing designs and construction technologies available and their costs for labour and materials were reported provided by these Sample beneficiaries.
- 30) Supervision over the construction of house by the officers/officials of the implementing department was reported by 322(100%) Sample beneficiaries. Scheme guidelines prescribe that supervision at Foundation laying and lintel should be conducted at least at these two stages. The feedback from Sample

beneficiaries reveals that supervision at these two stages was not cent percent. Supervision at foundation/plinth level was reported conducted by 80% Sample beneficiaries whereas at lintel level it was reported by 69% Sample beneficiaries. Lack of supervision by the field functionaries of the implementing department has resulted in incompleteness of construction of houses by a sizable portion of the Sample beneficiaries. In order to ensure that all the assisted beneficiaries construct the houses, supervision over the construction of houses should be intensified.

- 31)The satisfaction level of the Sample beneficiaries with regard to different parameters of the scheme was elicited. Almost all the Sample beneficiaries (99%) were not satisfied with the amount of assistance. Amount of assistance of Rs.75000/- as per their viewpoint is too low and difficult to manage. Keeping the market rates for construction material and labour in view, all the beneficiaries pleaded for enhancement in the financial assistance. The Sample beneficiaries, however, expressed satisfaction with regard to other parameters of the scheme like mode of payment, timely payment, selection procedure and technical guidance.
- 32)All the Sample beneficiaries reported that even after putting-in their own saving and other resources in addition to amount of assistance provided under the scheme, they are not able to manage the construction of house as envisaged under the scheme. They therefore pleaded that the amount of assistance should be enhanced to somewhere around Rs.1.50 lakhs. Keeping the market rates of construction material/labour in view, the beneficiaries demand on this account is justified and therefore requires consideration by the Govt. Enhancement in the amount of assistance by the Govt as per revision in guidelines in 2016 Rs.70,000 to Rs.1.20 lakh in plains and from Rs.75,000 to Rs.1.30 lakhs in hilly states, difficult areas and IAP districts is a step in right direction. This will enable the beneficiaries to construct the house as per the stipulations of the scheme without making too many compromises.
- 33)After constructing the house under the scheme, majority (77%) of the Sample beneficiaries reported feeling comfortable now in their new houses. They were fully satisfied and were reportedly feeling socially secure. Only a small portion (4%) of the Sample beneficiaries reported were feeling still uncomfortable due to multiple reasons like insufficient space, lack of inner furnishing, non-availability of other facilities like latrine/water/electricity etc.
- 34)In order to gather impression about the scheme from those who though belonging to targeted group i.e. SC/ST/BPL category but were not covered under the scheme, a field enquiry in the Sample villages as per stipulations of the study design was conducted and non-beneficiaries were also covered.

- 35)The response of the non-beneficiaries reveals that majority (84%) of them had BPL ration card and were eligible for coverage under the Scheme. Almost all (97%) were desirous to get covered under the scheme. 285(85%) have already applied for coverage under the scheme but were not covered till date.
- 36)Inefficiency of the implementing department to provide coverage under the scheme to the eligible, desirous and applying non-beneficiaries was quoted as reason by majority (64%) of the non-beneficiaries. Whereas 36% reported that they lack influence/approach to get covered under the scheme.
- 37)The non-beneficiaries had a very good impression about the scheme and 100% of them regarded the scheme beneficial and almost all of them (97%) were willing to get covered under the scheme. Keeping the high hopes of the non-beneficiaries in view, the department implementing the scheme should gear-up its machinery and cover all of them in a planned manner.
- 38)A good number of knowledgeable persons (200) from the Sample villages were selected for eliciting their opinion about the scheme. 100% of the KP's considered the scheme beneficial and voted for its continuance.

SUGGESTIONS OFFERED:

- 1) Like a progressive scheme, the funds allocation/utilization under IAY over the years should increase rather than decline as has been witnessed during the instant evaluation study. Every possible effort right from the administrative level to the execution level should be made to make the scheme a progressive one. Not only the allocations under the scheme over the years should increase but the fund utilization should also improve.
- 2) Regarding non-achievement of physical targets and mounting figure of spillover cases, it is suggested to ensure linkage between the targets and financial resources made available for the programme so that the targets are physically achievable within the resources. This has to be done realistically by the executing department. Fixation of targets for the programme and then its dis-aggregation on the basis of geographical area, in fact, the starting point for launching a particular programme. The un-realistic fixation of targets among other things makes it difficult for the monitoring agencies to watch performance in comparison to the targets and thus could mislead in identifying shortfall and problem areas. So, fixation of targets for the programme completely compatible with the resources, manpower and other inputs is much desirable in the programme implementation.

- 3) Installments due under the scheme should be released in favour of the beneficiaries on time so that they could complete the construction of houses/huts. This is because in the field it was found that 4 Sample beneficiaries could not complete the construction of house due to non-release/delayed release of amount of assistance by the implementing department.
- 4) Beneficiaries slated for coverage under the scheme during the year should necessarily be covered and all the necessary arrangements like arrangement of funds etc should be made with due seriousness. This is because the department implementing the scheme had not been able to cover even a single beneficiary in the Sample District Udhampur during 2014-15 citing the reason that funds were not released on time.
- 5) Sanitary situation and availability position of other necessary facilities to the houses constructed under IAY by Sample beneficiaries was observed very poor as majority of the houses constructed by the Sample beneficiaries under the scheme does not have a latrine facility. Only 52(17%) of Sample beneficiaries had constructed sanitary latrines. Smokeless chullas has not been installed by almost all. As regards other facilities, 88% reported to had been provided electricity and 71% reported provided water supply.
- 6) The facilities like toilet, smokeless chullas, electricity, water supply, connectivity etc. were, as per the guidelines of the scheme, to be provided to the IAY beneficiaries by the State by putting in place a robust system of support services. Convergence of other State/Central programmes for providing these facilities is the responsibility of the State Govt. as per the guidelines of the State. Every possible effort should be made by the department implementing the scheme to bring about such convergence.
- 7) Supervision over the scheme was observed poor as dereliction with regard to the size of house, fixing of IAY logo/nameplate and construction of houses by the sample beneficiaries was observed in the field. The department implementing the scheme should therefore gear-up its machinery and improve the supervision over the scheme.
- 8) Amount of assistance of Rs.75000/- was reported too low and difficult to manage by almost all the sample beneficiaries. Keeping the market rates for construction material and labour in view, all the beneficiaries pleaded for enhancement in the financial assistance. Therefore it is proposed that the amount of assistance should be enhanced to somewhere around Rs1.50 lakhs.
- 9) Due publicity to the scheme should be given so that the entire eligible and desirous candidate could apply for coverage under the scheme. This is

because reason for not applying by majority (64%) non-beneficiaries was quoted as lack of awareness about the scheme.

- 10) The non-beneficiaries had a very good impression about the scheme and 100% of them regarded the scheme beneficial and almost all of them (97%) were willing to get covered under the scheme. Keeping the high hopes of the non-beneficiaries in view, the department implementing the scheme should gear-up its machinery and cover all of them in a planned manner.

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*Evaluation Study on
Indira Gandhi National Widow Pension Scheme (IGNWPS)
Jammu Division
(2011-12 to 2014-15)*

Introduction:

In J&K State, the Department of Social Welfare had been assigned the responsibility of mitigating the traditional exploitation of the poor and unprivileged sections of the society besides bridging the social gaps among various strata of population. For the achievement of this objective, many benefit oriented schemes had been launched from time to time to bring unprivileged and underprivileged within the ambit of these schemes so as to transform them into useful citizens of the society and facilitate life with dignity and social honour.

The Indira Gandhi National Widow Pension Scheme (IGNWPS) in one such scheme which came into existence in J&K State in February 2009, with the objective to provide financial assistance @ Rs.400/- per month (Rs. 200/- Central share+Rs.200/- State share) to all identified widows of the age group of 40-64 which was subsequently revised to 40-79 years in November 2012. The beneficiaries selected must be from BPL families.

The State Level Evaluation Committee (SLEC) in its 6th meeting held at Jammu on 24th of February 2015, decided to get the evaluation study on IGNWPS conducted in Jammu division.

Objective of the Study:

The study was conducted with the following objectives:-

- I. To assess the progress viz-a-viz targets both Physical and Financial of the Scheme.
- II. To assess ground realities with regard to coverage, identification procedure, selection and sanctioning of cases.
- III. To assess the impact of the Scheme on Targeted beneficiaries.
- IV. To review the mechanism adopted and adherence of norms prescribed for the Scheme during implementation with regard to eligibility criteria, mode of payment and timely payments.
- V. To make assessment of new sanctioning of cases and weeding-out of beneficiaries due to non-eligibility and deaths etc.
- VI. To elicit the public opinion about the Scheme and extent of the level of satisfaction.

VII. To identify the bottlenecks/impediments faced, if any, in the implementation of the Scheme.

VIII. To suggest corrective measures on the basis of feedback of beneficiaries/knowledgeable persons for effecting improvements in the implementation of the Scheme.

Reference Period:

The reference period of the study was the four year span from 2011-12 to 2014-15. However, the list of beneficiaries for the year 2014-15 served as frame for field investigation.

Sample Size & Selection Procedure:

The Multi-stage random sampling procedure was adopted for the study. At the 1st stage, two districts one with maximum number of beneficiaries and the other with minimum number of beneficiaries were selected. At the 2nd stage, two tehsils from each selected district, one with maximum and the other with minimum number of beneficiaries were selected. At the 3rd stage, 30% of the beneficiaries of each selected sample tehsils were taken at random basis for detailed enquiry subject to the minimum of 20. In case the number of beneficiaries available was less than 20, then all were selected for field enquiry. The same percentage of sample was also being taken for weeded-out beneficiaries, if any, during the reference period from the categories other than "Deaths". Out of the selected tehsils, one knowledgeable person against each beneficiary on matching basis was interviewed to elicit their opinion regarding the implementation of scheme as envisaged under IGNWPS subject to the maximum of 20 per tehsil. Apart from this, subject to availability, 5 numbers of non-beneficiaries in the selected sample tehsils were interviewed to ascertain the reasons for not managing/getting coverage under the scheme.

Summary of Main Findings & Suggestions:

- 1) Indira Gandhi National Widow Pension Scheme (IGNWPS) came into existence in our State in February 2009, with the objective to provide financial assistance @ Rs.400/ per month to all identified widows of the age group of 40-64 which subsequently, revised to 40-79 years in November 2012. The beneficiaries selected must be from BPL families.
- 2) Indira Gandhi National Widow Pension Scheme (IGNWPS) is a centrally sponsored scheme with sharing pattern of 50:50 between centre and state.
- 3) The central contribution of pension under the scheme is Rs.200/-per month per beneficiary which was enhanced to Rs.300/- w.e.f. 1st October 2012 and the State Govt. can contribute over and above to this amount out of State resources. However, during the reference period (2011-12 to 2014-15), the Govt was paying the pension at old rates i.e. Rs.400/- per month and this revision has no effect on the overall pension amount of the beneficiary.

- 4) The Evaluation study is based on primary as well as on secondary data. Many difficulties were faced by Evaluation team during the collection of official data. In spite of various persuasion and follow ups, the implementing authorities could not provide the data in the desired manner.
- 5) In the sampling procedure at the first stage out of 10 Districts in the Jammu Division, 2 Districts were selected one with maximum and other with minimum number of beneficiaries i.e. Jammu and Samba. At the 2nd stage, two tehsils one with maximum and other with minimum number of beneficiaries from each selected district were selected.
- 6) As per the official data, against the release of Rs.530.04 lakhs w.e.f 2011-12 to 2014-15, an amount of Rs.481.125 lakhs (90.77%) has been utilized by implementing agency. Against the total releases of Rs.135.223 lakhs for two sample Districts i.e. Jammu and Samba w.e.f 2011-12 to 2014-15, Rs.105.70 lakhs (78.17%) has been utilized.
- 7) On physical side out of the total sanctioned 2306 beneficiaries w. e. f. 2011-12 to 2013-14 only 2286 beneficiaries were getting pension and during the year 2014-15 up to ending March, 2015 only 3239 beneficiaries were getting pension out of 3386 sanctioned cases. Similarly, in sample Districts, out of the total sanction 649 cases in Jammu District, 586 were getting pension and against 127 cases in Samba District, 108 were getting pension. It means that considerable numbers of cases were pending in the Social Welfare Department awaiting sanction for coverage and such beneficiaries were deprived of the benefits of the scheme. It needs to be taken care of by the department.
- 8) As per the secondary data furnished by the Social Welfare Department 3239 beneficiaries were getting pension @ Rs.400/- per month up to ending March, 2015. The financial expenditure shown w.e.f. 2011-12 to 2014-15 does not correspond with Physical Achievements.
- 9) Out of the total sample beneficiaries, 45% belongs to SC category, 4% ST, 20% OBC and 31% General category.
- 10) As per the guidelines of the scheme, the assistance under IGNWPS is explicitly for destitute within the age group of 40 to 79 years. During the field enquiry it was observed that 1 sample beneficiary was below the age of 40 years which is contrary to the guidelines.
- 11) One sample beneficiary had died nearly one year back from the date of survey though her name figured in list of beneficiaries getting pension but not weeded out up to 31st March, 2015. Department should weed out such cases from time to time so that other deserving cases could take the benefit of the scheme.
- 12) Primary data reveals that there was a casual and non responsible approach of the Social Welfare Department in implementing the scheme. 4 number of

sample beneficiaries figured in the list of getting pension were those whose husbands were alive on the date of survey. This is beyond the guideline of the scheme.

- 13) 62% sample beneficiaries were illiterate, 26% were primary & middle, 9% were matric and 3% were above matric.
- 14) Primary data collected from the field regarding occupation of the beneficiaries' husband (deceased) reveals that approximately 46% working as labourer, 20% were engaged in agriculture, 14% were self-employed and 20% were engaged in Private Jobs.
- 15) Primary data regarding educational status of family members reveals that 10% were illiterate, 40% were primary & middle, 22% were matriculate and 24% were above matric.
- 16) Primary data collected from the field reveals the employment status of sample beneficiaries as 57% were House wives, 32% Agricultural labourer/Household worker and only 10% were self-employed.
- 17) During the field enquiry it was found that one beneficiary figured in the beneficiaries list of getting pension was student and unmarried. This is again gross root violation of the scheme which needs to be enquired.
- 18) 70% sample beneficiaries were having income below Rs.4000 per month whereas the income of 18% were in the range of Rs.4001 to Rs.8000 per month and only 12% sample beneficiaries were having income above Rs.8000 per month.
- 19) During the field enquiry it was observed that 47% family members were children & student, 11% were house wives, 22% were labourer and 19% were engaged in self employment, private job and Govt. job.
- 20) Primary data collected from the field reveals that 6% sample beneficiaries possessed AAY ration card, 46% having BPL ration card i.e. approximately 52% cases were eligible under the scheme and 48% beneficiaries possessed APL ration card which according to the guidelines of the scheme were not eligible.
- 21) Out of the total 150 sample beneficiaries, 8 (5%) sample beneficiaries reported that they had not faced any problems in the settlement of pension cases, 82 (54%) sample beneficiaries reported that they faced the problems to some extent and 53 (35%) sample beneficiaries reported that they had faced so many problems in settling the pension case.
- 22) Primary data collected from the field reveals that out of the 150 sample beneficiaries, 4 (3%) beneficiaries reported that their case were settled within six months, 29 (20%) reported more than six months and 110 (77%) sample beneficiaries reported that it took more than one year to get their pension cases settled.

- 23) It must be noted that the majority of the beneficiaries were feeling themselves socially and economically secure as a result of pension being paid to them. 21% beneficiaries reported that pension had provided them benefits of social protection, 66% reported that pension had made them economically protected and 12% said pension saved them from begging.
- 24) 100% sample beneficiaries reported that the current rate of pension i.e. Rs.400 per month is not sufficient, 13% reported that it should be at least Rs.1000 per month whileas and 87% replied that it should be more than Rs.1000 per month.
- 25) Primary data collected from the field regarding benefits availed other than the scheme IGNWPS reveals that out of 143 sample beneficiaries contacted, 9 beneficiaries had received Sewing Machine, 2 beneficiaries had received vocational training and 31 beneficiaries benefited under National Family Benefit Scheme (NFBS).
- 26) 91% of the sample beneficiaries were not satisfied with the scheme and the reasons behind their dissatisfaction with the scheme was the high cost of living as compared to incentive, meager amount, lengthy procedure and too many formalities.
- 27) 100% of the sample beneficiaries were not satisfied with the incentive amount.
- 28) 53% non-beneficiaries were illiterate, 27% were primary pass, 13% were middle pass and 7% were matric pass.
- 29) 60% non-beneficiaries were having BPL ration card and 40% having APL ration card.
- 30) 20% non-beneficiaries had no income, 66% were having income below Rs.2000 per month and 13% were in the range of Rs.2001 to Rs.4000 per month.
- 31) 53% non-beneficiaries had applied for pension and 47% had not. When enquired the reason for not applying for pension, 28.5% reported that sanctioning procedure is very lengthy, 43% reported that it requires political approach and 28.5% reported that no proper guidance provided to them about the scheme.
- 32) Primary data collected from the field reveals that out of 15 non-beneficiaries contacted, 8 non-beneficiaries had applied for pension out of which 7 reported that their cases are still under process.
- 33) 93% of the knowledgeable persons were of the view that identification is transparent, 77% admitted that the pension cases were recommended through Panchs and Sarpanchs and 92% of the knowledgeable persons reported that the cases were deserving.

- 34) 100% knowledgeable persons reported that the rate of pension is not sufficient. 98% reported that pension had not been paid timely and 93% reported that pension provided social security to the beneficiaries.
- 35) On enquiring about weather all eligible cases covered, 72% of the knowledgeable persons reported that the eligible cases were not covered. 75% of the knowledgeable persons reported that there should be enhancement in the pension and 19% reported that there should be transparency in the scheme.
- 36) It is suggested that care must be taken by the implementing department while selecting the cases of pension since it is a widow pension scheme, the pension must be given to the eligible widows only. Students/unmarried female should not be made part of the scheme. The female whose husbands are alive may be given other benefits in some other schemes if they are socially and economically weak. The widows who are not alive must be weeded out from the scheme so that some other deserving candidates can get the benefit under the scheme.
- 37) The field observations were mostly suggestive of the fact that maximum number of beneficiaries belonged to the poor families but the instances of economically moderate families managing coverage under IGNWPS were also there, at least, 12% of the beneficiaries were seen from those families which had a monthly income of more than Rs.8000/- per month.
- 38) Even after sanctioning of cases under the scheme, if non-eligibility is noticed, there should be no hesitation in weeding out such cases for realizing the basic objectives of the scheme. This weeding out should be on yearly basis so that investigating teams/surveyors should not come across with faulty cases.
- 39) Mere sanctioning and speedy disposal of cases with least regard for modalities and norms of the scheme is not desirable. For maintaining transparency in the sanctioning of cases and ensuring that only the deserving widows are covered under the scheme, a proper supervisory/scrutiny system must be put in place. For that purpose manpower requirements of the department must be considered on priority. The services of the gross root level functionaries would be of tremendous scope in identifying and verification of case with reference to the norms of the scheme.
- 40) The unhealthy practice of political interference, irregular payments and uneasy disbursements although stated by a limited number of beneficiaries but as such should be treated as a particular in nature so that no flaws remain unplugged. It is highly recommended that the monthly amount of pension should undergo a revision from time to time at least to the extent of minimum per capita consumer expenditure necessary for survival of an individual.

- 41) Problems/difficulties reported by the implementing department faced in implementation of the scheme were:
- i) Due to limited resources and funds, the aspiration of all the beneficiaries cannot be fulfilled.
 - ii) Lack of awareness among the beneficiaries regarding the schemes.
 - iii) Inadequate data base.

Suggestions offered:

- 1) It is suggested that care must be taken by the implementing department while selecting the cases of pension since it is a widow pension scheme, the pension must be given to the eligible widows only. Students/unmarried female should not be made part of the scheme. The female whose husbands are alive may be given other benefits in some other schemes if they are socially and economically weak. The widows who are not alive must be weeded out from the scheme so that some other deserving candidates can get the benefit under the scheme.
- 2) The pension under the Scheme is explicitly for destitute within the age group of 40 to 79 years. During the field enquiry it was observed that 1 sample beneficiary was below the age of 40 years which is contrary to the guidelines. During the field enquiry it was found that one beneficiary figured in the beneficiaries list of getting pension was student and unmarried. This is again gross root violation of the scheme which needs to be enquired.
- 3) One sample beneficiary had died nearly one year back from the date of survey though her name figured in list of beneficiaries getting pension but not weeded out up to 31st March, 2015. Department should weed out such cases from time to time so that other deserving cases could take the benefit of the scheme.
- 4) Primary data reveals that there was a casual and non responsible approach of the Social Welfare Department in implementing the scheme. 4 number of sample beneficiaries figured in the list of getting pension were those whose husbands were alive on the date of survey. This is beyond the guideline of the scheme and needs to be looked into by the implementing department.
- 5) The unhealthy practice of political interference, irregular payments and uneasy disbursements although stated by a limited number of beneficiaries but as such should be treated as a particular in nature so that no flaws remain unplugged. It is highly recommended that the monthly amount of pension should undergo a revision from time to time at least to the extent of minimum per capita consumer expenditure necessary for survival of an individual.
- 6) Mere sanctioning and speedy disposal of cases with least regard for modalities and norms of the scheme is not desirable. For maintaining

transparency in the sanctioning of cases and ensuring that only the deserving widows are covered under the scheme, a proper supervisory/scrutiny system must be put in place. For that purpose manpower requirements of the department must be considered on priority. The services of the gross root level functionaries would be of tremendous scope in identifying and verification of case with reference to the norms of the scheme.

- 7) Even after sanctioning of cases under the scheme, if non-eligibility is noticed, there should be no hesitation in weeding out such cases for realizing the basic objectives of the scheme. This weeding out should be on yearly basis so that investigating teams/surveyors should not come across with faulty cases.
- 8) Due to limited resources and funds, the aspiration of all the beneficiaries cannot be fulfilled. Funds availability under the scheme should be increased so that more eligible persons could be benefitted under the scheme.
- 9) Lack of awareness about the scheme was reported among the beneficiaries regarding the schemes. Intensive awareness campaign should in this behalf should therefore be launched.