

T N CHATURVEDI MEMORIAL

Research —
— Evaluation





GANDHIJI'S TALISMAN

“ I will give you a talisman. Whenever you are in doubt or when the self becomes too much with you, apply the following test:

Recall the face of the poorest and the weakest man whom you may have seen and ask yourself if the step you contemplate is going to be of any use to him.

Will he gain anything by it? Will it restore him to a control over his own life and destiny? In other words, will it lead to Swaraj for the hungry and spiritually starving millions?

Then you will find your doubts and your self melting away ”



Mohandas Karamchand Gandhi

Mohandas Karamchand Gandhi

FOREWORD

I am delighted to place on record the number of evaluation studies that have been completed this year. Though Covid-19 exerted acute crisis to cope up with the new normal, the zeal and enthusiasm that my colleague showed and practiced have profusely helped mitigate the crisis. This is the first volume of T.N. Chaturvedi Memorial Publications Series. I congratulate Dr. Saket Bihar for receiving the T.N. Chaturvedi Memorial Appreciation Certificate for completing the highest number of research during the year 2019-2020.

The public policy based evaluation studies are directed, among others, to fields where the administration and the citizen come into close and direct contact. More attention is paid to problem-solving. A proper and clear realization of the present is the springboard for all research efforts at improvement, modification, and projections for the future. Aligned with the visions of the Institute, the Institute completed a total of 43 study reports in record time. The studies majorly focused on planning, execution, outreach, and effectiveness of the schemes in terms of their coverage and usefulness.

The maximum number of studies were entrusted in the social sector, followed by climate change, consumer welfare, e-governance initiatives, and administrative reforms. More attention was paid to problem-solving and action research. Some of the research projects have been undertaken according to the needs of the government and other sponsoring organizations. While preparing the study reports, the emphasis has been given towards aligning the milestones of the schemes and programmes with result-oriented interventions. The interventions to be included to improve the effectiveness of the schemes, the key element for responsive and transparent governance has been found in strengthening the trust between state and citizens. Besides, the leitmotif for research strategies is also aligned with other sectorial, national goals and sustainable development goals, optimization of resource efficiency, social and financial inclusion, and use of new as well as emerging technologies. Instrumentally, the current programme evaluation strategies have been much more pragmatic premised on people's choice and priorities, organic linkages between governance institutions, and the community on the principles of cooperative federalism, leveraging financial and physical transparency.

I would be happy to congratulate and compliment those faculty members who took pains to complete the studies in the stipulated timeframe. The institute conveys its gratitude to the Ministry of Social Justice and Empowerment, Ministry of Rural Development, Ministry of Tribal Affairs, Ministry of Electronics and Information Technology, Ministry of Family and Health Welfare, Ministry of Human Resource Development, Ministry of Home Affairs, Ministry of Power, Department of Consumer Affairs, 15th Finance Commission, Department of Personnel and Training, Department of Public Enterprise, Govt. of Uttar Pradesh, NCT of Delhi, KVIC, Lucknow, HUDCO, Dr. Ambedkar Chair, Indian Council of Social Science

& Research, and Bureau of Energy Efficiency and all other agencies for their support for entrusting evaluation studies that assist the government's efforts to continuously upgrade the scheme design and quality of public serves.

I would place on record my gratitude and appreciation for the constant support provided by the Hon'ble Vice-President of India and President of IIPA, the Chairman IIPA, and the members of the Executive Council.

I am grateful to all those within and outside IIPA who have assisted and contributed to the success of our research activities and efforts during 2019-20 and look forward to more of the same.



Surendra Nath Tripathi
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Assistance for Skill Development Of Other Backward Tribes (Dnts)/ Economically Backward Classes (Ebcs).

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Indian Institute of Public Administration, New Delhi, 2019.

India is currently in transition to a knowledge-based economy and its competitive edge will be determined by the ability of its people and especially the deprived sections of the society to create, share and use the knowledge acquired more effectively. This will inevitably require an analytical, adaptable and multi skilled population, which can be developed through appropriate skill development efforts so as to achieve social inclusion, productivity and also meet the skill shortages in the country. The scheme of "Assistance for skill development of Other Backward Classes/ De-notified Nomadic and Semi-Nomadic Tribes and the Economically Backward Classes" is a conscious step in the pursuit of improving the socio economic conditions of the marginalised sections of the society by laying greater focus on skill training and development programmes.

The central sector scheme of 'Assistance for skill development of other backward classes (OBCs)/ De-notified, Nomadic and Semi-Nomadic Tribes (DNTs)/ Economically Backward Classes (EBCs)' was laid down in 2014-15 with a primary objective to involve the voluntary sector and the National Backward Classes Finance and Development Corporation (NBCFDC) to improve the educational and socio-economic conditions of the intended beneficiaries namely the OBCs/DNTs/ EBCs. The scheme is to be extended to the target group provided the income of their parents/guardians from all sources including their own income doesn't exceed Rs. 1.00 Lakh per annum. As far as provision of assistance to the voluntary organisations/NGOs are concerned, those NGOs stands eligible to subscribe to the scheme which have been getting the grants continuously under this scheme before the commencement of online process of the scheme i.e. 2014-15 and have been complying with the National skill qualification framework (NSQF) norms.

The basic objective of the scheme is to inculcate the importance of skill development among the target group which is believed to bring about a transformation in the lives of the people by opening up income generating opportunities and providing them gainful employment opportunities in various sectors of the economy. Moreover, the National Backward Classes and Finance and development corporation (NBCFDC) implements various soft loan schemes and programmes pertaining to Skill development for the OBCs/DNTs/EBCs in the country. Under the Scheme, grants shall be extended in favour of the voluntary organisations (VOs), NGOs, NBCFDC subject to the norms along with terms and conditions as specified by the ministry and revised from time to time. Upon following the due process, the Ministry sanctions the eligible amount online. The transfer of funds takes place in favour of the bank account of the organisation which should be jointly in operation of its President and Secretary in case of a NGO and the MD in case of the NBCFDC. The guidelines also states that the extent of financial assistance to the VOs/NGOs/NBCFDC for a particular category of the project is to be provided according to the financial norms as specified for that category of the project.

The skill development training is carried out in set categories of institutions, councils and training partners adhering to the NSQF and the common norms. The institutions can impart training under the scheme provided: a) the institute is under the aegis of central government and state government, b) the sector skill councils (SSCs) who sign the MOAs with NBCFDC and c) credible training partners registered with National Skill Development Corporation (NSDC) or Sector Skill councils (SSCs) especially in the area of skilling. The findings of the evaluation study are as follows:

1. NBCDFC continues to be a strong facilitator of skill development training through govt. training institutes/organisations and sector skill councils constituted by Ministry of skill development and entrepreneurship. Some notable institutes which have been imparting training under the scheme include: a) HIMCON, b) Apparel training and design centre, c) HARDICON, d) Central Institute of plastics engineering residential programme, e) Furniture Fitting Sector skill council etc.
2. Skill development and employability are considered to be two major factors which enables decent work and propels entrepreneurship skills among the youth. In this regard, the central sector scheme under study assumes significant importance. It serves SDG 4.3 which ensures equal access for all women and men to affordable quality education, SDG 4.4 which aims at enhancing skills and also promoting quality jobs and entrepreneurship and SDG 8.6 which strives to substantially reduce proportion of youth not in employment, education and training.
3. The approach adopted for the evaluation of the scheme under study is an approach which is goal based, process based and outcome based. The goal based approach measures if the objectives of the scheme are duly met. The

process based approach studies the strengths and weaknesses of the scheme and finally the outcome based approach evaluates if the outcomes aligns with the pre specified objectives of the scheme.

4. In this light, the evaluation strategy relies on primary and secondary sources for the purpose of data collection. Primary data was collected in the form of a questionnaire which is designed to be administered to two groups in the context of the scheme namely the trainee (the beneficiary) and the training institute. The Questionnaire was made applicable to the trainees (the beneficiaries) in two stages namely before and after the beneficiaries have been impacted owing to the scheme. Changes in the responses are observed in the backdrop of the prevailing socio economic conditions before and after the skill training programme. The additional questionnaires encompassing process related issues and multiple issues is an attempt to delve deep into the intricacies of the effectiveness of the scheme.
5. A before and after approach is adopted in terms of changes in the socio economic conditions of the target population courtesy the scheme. The Questionnaire which contains process related and multiple issues provides the basis of a robust framework to critically examine the sustainability of the scheme under study. The beneficiary's profile and the responses obtained from the training institutes provide relevant information in the context of the scheme and specifically helped us in measuring changes in the socio economic outcomes such as income changes, improvement in employment opportunities, changes in skill standards etc.
6. The questionnaire was designed for respondents across 2 categories in the context of the scheme namely: a) the trainees and b) the SCA/Institutes. The contents in the Questionnaire pertaining to the beneficiaries include their basic profile and prevailing socio economic conditions before and after the skill training programme. Process related and multiple issues attempts to identify the opportunities the training programme generated along with the coverage and effectiveness of the scheme and the challenges it has faced. In depth interview was conducted with the heads of the SCA/institutes imparting the training programme, which helped in providing comprehensive details regarding the objective, structure, implementation and the existing challenges of the scheme. The objectives of the evaluation study are as follows:
 - Appraisal of the skill development training programme (SDTP) of the National Classes Finance and Development Corporation (NBCFDC) and suggest measures for improvement to ensure better employability of the target group.
 - Alignment of the Training programmes with the National Skills Qualification Framework (NSQF) of M/o Skill development and Entrepreneurship from time to time.

- To examine the impact of Skill Development Training Programmes in improving the economic status of the OBC/EBC/DNTs trainees through self-employment/ wage employment.
 - To examine the efficacy and performance of training institutions implementing skill development training programmes sponsored by the corporations.
 - To take into account the opinion of various stakeholders namely the Sector Skill Councils/ Training Institutes/ Training partners, Trainees and industry/ Employers.
 - The key findings are based on the data collected from the field on the objectives of the study.
 - The shortcomings identified in the design of the existing scheme if any;
 - Recommendations/suggestions for necessary restructuring to be carried in the scheme to achieve desired results and need for its continuation.
7. The sample considered under the evaluation study represents that the beneficiaries belonging to the OBC category forms a large part of the sample across the states of Madhya Pradesh, Bihar, Jharkhand and Uttarakhand, followed by EBCs and DNTs. However, in the state of Rajasthan, the sample represents a larger share of EBCs followed by OBCs and DNTs. That is to say that the states of Madhya Pradesh, Bihar, Jharkhand and Uttarakhand reported the highest number of beneficiaries belonging to the OBC category in the sample with 92%, 96%, 93% and 88% respectively of the total beneficiaries in each of the states. Moreover the primary data also suggests that around 37% of the respondents in the sample participated in the training programmes conducted in the state of Madhya Pradesh. Moreover, 20% of the beneficiaries attended the training programmes organised in the state of Bihar and Jharkhand, whereas 13% and 10% of the respondents participated in the skill development and training programmes held in Uttarakhand and Rajasthan respectively.
8. Changes in the income pattern (per month) across the beneficiaries in the sample suggests that although the larger share of the population in the sample continues to remain within the group of income earners of less than 10,000/-, there is a noticeable change in the composition of the population across the income levels. That is to say that the percentage of population in the lower income level (income of less than or equal to 10,000) has shrunk from 83.2% before the scheme to 56.5% after the skill development programme. This fall is complemented by a rise in the percentage of the population in the income bracket of 10,000 and 20,000, from 13 % before the scheme to 38% after the scheme. This indicates that there has been a steady migration of people from a lower to a higher income level validating the fact that skill development and training programmes have accrued considerable returns to the beneficiaries.
9. As far as the expenditure pattern is concerned, there is a 14.5% rise in the expenditure incurred by the population after the scheme within the bracket of

Rs. 5,300 and Rs. 10,299 per month. Hence, the expenditure pattern Vis-a-vis the income changes shows positive signs in the sense that there hasn't been a proportionate increase in expenditure in response to a rise in income, thereby indicating the tendency to save among the beneficiaries after participating in the training programme.

10. While administering a binary question to the beneficiaries i.e. whether any savings exists in the bank before the implementation of the scheme, a majority of the respondents (a total of 591) denied in engaging in saving activity. There seems to be a major change post the scheme wherein 97% of the respondents report having savings in the bank. This also validates the fact that the increase in income trickles down in the form of positive savings behaviour among the beneficiaries after availing the training programme.
11. The employment opportunities have been dissected based on the sector of employment such as the public and private sector, NGOs and self-employed. As evident from the Primary data obtained, there has been a significant increase in private sector employment opportunities followed by NGOs and self-employed employment opportunities for the beneficiaries after having participated in the training programme. It's interesting to note that the public sector employment opportunities have shrunk from 122 respondents being engaged in the sector prior to the scheme to 93 of the beneficiaries reporting to be engaged in the sector post the scheme. There has also been a significant shift of the respondents in the sample from remaining unemployed to getting employed post the implementation of the scheme.
12. Skill as per market standards refers to the skill sets of an individual in accordance with the National Skill Qualification Framework (NSQF) covers aspect of competence, credit, knowledge, learning and learning outcomes, qualification and the ability to apply knowledge and use know-how to complete tasks and solve problems. Skill set of 18% of the respondents didn't meet the market standards, whereas after the scheme, around 99% of the respondents report that their skills meet the market standards.
13. Some of the process related issues include the impact of the skill training on work experience and the uniqueness of the skill training imparted by the voluntary organisations. Post participating in the skill training and development programme, around 59% of the respondents were able to successfully get a job whereas 25% were able to engage as self-employment and the remaining 16% commenced entrepreneurial work. Moreover, the training programme was conducted with an objective to encourage self-employment among the participants. The teaching quality was rated to be excellent and the beneficiaries were given extra time over and above the stipulated training hours which allowed for one-to-one interaction among the participants and the professional trainers.
14. Before availing the skill development and training programme, around 53% of the respondents had no involvement in the decision making of the society whereas after the scheme, around 93% of the respondents engage in the major

decision making in the society. Skill development and training programmes indeed have brought in a sense of social inclusion among the target group.

15. The scheme deserves continuation taking into account the following suggestions & considerations.

- The skill development and training programmes should aim at supporting both demand side and supply interventions by means of enhancing the access of such programmes for socially excluded groups and at the same time spread awareness among the masses regarding the importance of skill development and training in generating employment opportunities.
- The skill development programme should aim at including modules, guidelines and protocols to provide counselling support along with life skills training as a complement to the job-specific training. This is to address the need of developing behavioural skills which employers often focus on. These skills also need to be covered as an integral part of the skill development program.
- Designing and evaluating pilots by the training institutes to test the cost effectiveness and impact of the financial incentive during the course of the skill development and training programme would help in gauging the viability of the scheme and at a later stage help in analysing if the skill development programme has indeed enhanced participation and placement of excluded sections of the society at the state level.
- Low income states and states with a larger concentration of the OBCs/EBCs/DNTs needs to be specifically focused in the form of supporting special strategies and incentivising them.
- The scheme should specifically improve exposure of the excluded sections to the non-traditional and non-stereotypical occupations which shall facilitate the support for self-employment.
- The scheme under study should also ensure that better accountability arrangements coupled with right incentives and community participation is used as a tool to enhance service delivery of the skill development programmes.
- Post the skill training programme, there is also a need to ensure that an efficient and a credible skill assessment is done by competent individuals following which skill competencies is to be certified in accordance with the NSQF norms.

Skill mismatch is a major challenge in the skill development and training programmes. The mismatch is between the skills needed by the industry/employer and the skills imparted by the training institutes. This results in a situation where in the individuals may be skilled but they won't be employable. In this regard, it becomes extremely important that the industry professionals are also inducted during the design of the training curriculum.



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Credit Enhancement Guarantee Scheme for SC.

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As per the Census 2011, the Scheduled caste population stands at around 20.13 crore which roughly amounts to 16.63% of India's total population. This stands testimony to the massive existing potential of the SC population to play a role in the nation's participatory growth process. With an objective to unleash the entrepreneurship potential among the young and start-up entrepreneurs belonging to the Scheduled Castes, Credit enhancement Guarantee Scheme was announced on July 18, 2014. The underlying objective of the Scheme is to boost entrepreneurship among the Scheduled Caste population of the country by supporting the banks and financial institutions in the form of Credit Enhancement Guarantee, which shall therefore ensure effective financial assistance to the SC entrepreneurs. The estimates of the Dalit Chamber of Commerce and Industry(DICCI) suggests that there exists around 1000 Dalit entrepreneurs with combined turnover of Rs. 60,000 Crore and around 50 companies with turnover of Rs. 10 Crore and above.

As far as the fund allocation is concerned, the scheme as announced during the Union Budget speech 2014-15 had proposed allocation of Rs. 200 Crore for the purpose of enhancing credit facilities for the young and start-up entrepreneurs, with a maximum guarantee cover of Rs. 5 crores. The fund has been structured to be placed with the IFCI Ltd following which the Credit Enhancement Guarantee is extended to the Member lending institutions (deducting guarantee cover already issued by IFCI). The fund plays the role of a guarantee provision to the Member Lending Institutions (MLIs), which subsequently encourages the MLIs to finance the SC entrepreneurs at reasonable rates to ensure creation of profitable ventures and at the same time enhance the contribution of the capital formation in the country.

The scheme also enlists a concrete eligibility criteria to be considered by the Member lending institutions for seeking a guarantee cover, which are as follows: a) Enterprises, projects that are established, promoted and run by Scheduled castes in primary, manufacturing and services sector with an underlying objective of asset creation under any State/central/Grant scheme deserves consideration, b) Registered companies and societies/registered partnership firms/Sole partnership firms/Individual SC entrepreneurs, having more than 51% shareholding by SC entrepreneurs/promoters/members with membership control for the past 6 months, c) SC entrepreneur for Start-up is also considered for extending credit guarantee, d) The Scheme also states that the Individual SC entrepreneurs are eligible for a guarantee cover of a loan amount of up to RS. 1,000 Crore and e) The documentary proofs confirming SC status is to be submitted by the entrepreneurs/promoters/partners etc. at the time of submission of the proposals.

The credit enhancement guarantee shall be extended out of this fund to the Member Lending institutions. The MLIs (Member Lending Institutions) will then undertake the process of loan financing to the SC entrepreneurs at reasonable rates. Under the Scheme, Sole proprietorship, Companies, registered Partnerships and Societies belonging to SC are eligible for loans from Rs. 15 Lakh and above, subject to a maximum guarantee cover of Rs. 5 Crore. As of now, 31 banks have been registered under the Scheme. The finds of the evaluation study are as follows:

1. The sectors covered under the scheme include borrowers engaged in Primary, services and manufacturing sector who will be considered for assistance by the Member Lending Institutions. The Standing committee on social justice and empowerment noted that only 13 candidates have been extended credit under this scheme since its inception in 2016-17 till 30th of September, 2019.
2. The credit enhancement Guarantee Scheme assumes significant importance in the light of the 2030 agenda for Sustainable Development. This is because the SDG with its universal vision adopted a pledge that no one is left behind with a specific focus on the vulnerable and less represented section of the society. SDG 8 which aims at promoting sustained, inclusive and sustainable economic growth also closely aligns with the objective of the Credit enhancement guarantee scheme.
3. The Scheme best serves the spirit of Article 338 of the Indian constitution which outlines that the safeguard of the interests of the SC population in the country is of primary importance. Moreover, article 46 of the Directive Principles of State Policy (DPSP) also outlines the responsibility of the states to promote the socio economic interests of the SC/ST communities to implement schemes to empower their communities. In this light, the scheme richly conforms to the true essence of Article 46 of DPSP.
4. As far as the budgeted allocation and expenditure pattern of the scheme is concerned, the secondary data tends to suggest that there exists depicts

uniformity in the past 5 years wherein the budgeted expenditure has ended up being spent as the actual expenditure figures suggest. However, there has been a significant slowdown in terms of financial expansion and coverage of the scheme as evident by a sudden drop of budgeted expenditure of 0.01 Crore in FY16 from a budgeted expenditure of 200 Crore in FY15.

5. As stated by the Department when asked about reasons of low allocation of funds as RE under the Scheme, it was notified that “the scheme envisages guarantee for loans obtained by the SC entrepreneurs from Banks and the utilisation of the funds largely depends on the sanction of loans and invocation of guarantee by the banks. So far the outstanding guarantee commitment is Rs. 28.01 Crore and the funds available with IFCI are Rs. 265 Crore as on 30.09.2019 (i.e. corpus of Rs. 200.04 Crore and interest thereon). Hence Rs. 1 Lakh for each year was sought. More funds may be required in future as per need depending on the sanction of loans by the Banks.”
6. The approach adopted for the evaluation of the scheme under study is an approach which is goal based, process based and outcome based. The goal based approach measures if the objectives of the scheme are duly met. The process based approach studies the strengths and weaknesses of the scheme and finally the outcome based approach evaluates if the outcomes aligns with the pre specified objectives of the scheme. In this light, the evaluation strategy relies on primary and secondary sources for the purpose of data collection.
7. The secondary information on Budget estimates, revised estimates and actual expenditure have been collected from the reports of the Department of Social Justice and empowerment. Primary data was collected in the form of Questionnaires. The Questionnaire was made applicable to the SC entrepreneurs (the beneficiaries) in two stages namely before and after the beneficiaries have been impacted owing to the scheme. A process related Questionnaire was also administered to the SC entrepreneurs, which provided a brief idea regarding the awareness of the participants with regard to the scheme as well as regarding the businesses they deal with. The Questionnaire pertaining to the entrepreneurs is further extended to get an idea about the entrepreneurs’ perception of the scheme.
8. A before and after approach is adopted in terms of changes in the socio economic conditions of the SC population courtesy the scheme. The Questionnaire which contains process related and multiple issues provides the basis of a robust framework to critically examine the sustainability of the scheme under study. Four companies have been selected from four states, as classified by NSSO. The companies are listed as follows namely: 1) M/s. PJS construction Pvt. Ltd. Basti Goarkhpur (Uttar Pradesh), 2) M/s. Laxmi Barter Pvt. Ltd. (Bihar), 3) M/s. Siva Sai Seeds-Munagala (Telangana), and 4) M/s. 20th March Ventures Pvt. Ltd. (Maharashtra).

9. The questionnaire was designed for respondents across 3 categories in the context of the scheme namely: a) SC entrepreneurs, b) Member Lending Institutions (banks), c) employees/workers engaging in the business units run or managed by the SC entrepreneurs (through focus related discussions). In depth interview was conducted with the representative of IFCI limited. Comprehensive details pertaining to the objective, structure, implementation, challenges, concerns and existing opportunities of the scheme was obtained during the course of the discussion
10. Key observations were made during the course of incorporating the responses in the Questionnaire of the beneficiaries, banks and workers. The observations drawn from the responses provided deep insights into the implementation and the benefits experienced by the demand side stakeholders namely the beneficiaries and the workers. The in-depth interview and focus group discussion enhances the qualitative and quantitative findings.
11. The objectives of the evaluation study are as follows:
 - a. To examine the problems, challenges and constraints in the implementation of the scheme.
 - b. To study the criteria adopted for the identification of eligible SC entrepreneurs, their selection criteria and method applied for motivating them to undertake financial inclusion.
 - c. To obtain feedback from the SC beneficiaries and impact of the scheme for furthering the growth of SC communities on the Scheme.
 - d. To analyse the payback capacity of the beneficiaries.
 - e. To examine if the Scheme has resulted in generating employment.
 - f. To conduct the strengths, weaknesses opportunities and threat analysis of the Scheme.
 - g. Key findings based on the data collected from the field on the objectives of the study.
 - h. Shortcomings identified in the design of the existing scheme if any, and
 - i. Recommendations/suggestions for necessary restructuring to be carried in the Scheme to achieve desired results and need for its continuation.
12. The beneficiaries under the credit enhancement guarantee scheme seems to have expanded their businesses in terms of involving in increasing number of activities. The transition of one of the beneficiary (M/s. Siva Sai Seeds-Munagala) from a micro level entrepreneur to manufacturer is a positive sign which hint towards the capacity creation of the guaranteed loans. This transition is also reflected in the change in annual turnover of the business (as tabulated below) which notices a change from 4 Lakh to 10 Crore.

13. The guarantee cover provided by the IFCI is theoretically perceived to be greater than equal to the amount of loan sanctioned by the banks. However, banks can sanction loans over and above the guarantee cover provided by the IFCI if the credit worthiness of the borrowers is high. This is reflected in the case of three beneficiaries in the sample under study namely M/s. Siva Sai Seeds- Munagala, M/s Laxmi Barter Pvt. Ltd. and M/s. 20th March Ventures Pvt. Ltd.
14. M/s. PJS Construction Pvt. Ltd. Basti Gorakhpur is the only beneficiary wherein the sanctioned amount by the bank doesn't exceed the eligible guarantee cover provided by IFCI. This also depicts the fact that under the guarantee scheme the Member lending institutions have been extending loans over and above the guarantee cover which also puts them at high risk in situation of default by the borrowers.
15. The sample beneficiaries have been sanctioned 695.05 Lakhs for the borrowing purposes ranging from term loans, working capital enhancement and for availing other non-fund facilities. Moreover, on an average basis the MLIs have sanctioned Rs. 173.8 Lakhs to the sample beneficiaries with a range of Rs. 387 Lakhs. The range provides the extent of variability in the sanctioned facility amount which indicates the heterogeneity of the size of the companies/ sample beneficiaries under the scheme.
16. As of 20th February, 2020 a total of Rs. 2,898 Lakh has been reported to have been sanctioned by the MLIs to the SC beneficiaries under the scheme, with a total of 13 beneficiaries having availed the facility amount under the scheme. The sample under study comprising of 4 such SC beneficiaries comprises of around 24% of the total facility amount that has been sanctioned by the MLIs.
17. The sample under study have been provided with a eligible guarantee cover of 534.25 Lakhs which forms about 25% of the total eligible guarantee cover as provided by IFCI until 20th February, 2020. The maximum guarantee cover amongst the sample beneficiaries cover has been availed by M/s. Laxmi Barter Pvt. Ltd. which also has been sanctioned with the highest credit facility.
18. In specifically analysing the changes in the income expenditure pattern of M/s. PJS Construction Pvt. Ltd., the primary data as obtained suggests that although the income of the entrepreneur has gone up by 20% after availing the credit guarantee scheme, the monthly expenditure has increased by 67%. This also implies that around 13% of the 20% rise in income is exhausted in domestic, health and education expenditure. In the case of this beneficiary, the basic purpose of the scheme stands defeated wherein not much changes is observed in creation of employment opportunities which tends to suggest that existing businesses haven't grown and new businesses haven't gained momentum.
19. Generating employment opportunities is one of the key performance indicators of the scheme. Full time employment opportunities have gone up

post the beneficiaries availing the scheme. This hints towards the potential of the credit guarantee provided by the MLIs to finance the SC entrepreneurs which isn't reflected in the primary data as obtained from the beneficiaries. While the overall employment generated has gone up as for most of the beneficiaries as compared to the period before the credit guarantee scheme, it's pertinent to look at the broad categorisation of the employment generation in terms of full time, part time and seasonal employment opportunities.

20. After availing the credit guarantee scheme, the full time employment opportunities of all the beneficiaries has marginally gone up while the part time employment opportunities have shown no growth. The seasonal employment opportunity of one beneficiary in the sample has shown a significant rise from no seasonal employment before the scheme to generating 200 seasonal employment opportunities after the scheme. Seasonal employment is often devoid of job security and employment benefits and therefore an increase in seasonal employment isn't an encouraging sign.
21. The process related issues in the questionnaire when administered to the respondents provided valuable insights into the lending purpose and threw light on the production capacity, technology used in the production process etc. The primary data as obtained suggests that working capital financing and term loan are the two areas where the beneficiaries borrow the money for. M/s Laxmi Barter is one such beneficiary where around 4.36 Crore was availed for term loan and working capital financing. However, in the process of administering the process related questionnaire, the entrepreneur representing M/s Laxmi Barter was of the opinion that the payback system of the credit availed under the scheme needs to be relaxed. The beneficiaries covered under the sample were of the common view that one of the major opportunity received by virtue of availing the scheme was to scale up the existing business.
22. Training of the administrative authorities before implementation of the scheme is a pre-requisite for the smooth execution of the scheme. The credit enhancement guarantee scheme has no provisions for training or capacity building of the administrators.
23. Under the Scheme, the facility amount sanctioned by the banks and the eligible guarantee cover follow a common trend. Moreover, the total facility amounts sanctioned by the banks have remained above the eligible guarantee cover provided by the IFCI throughout the past four years. There seems to exist a high degree of correlation between the total facility amount sanctioned by the banks and the eligible guarantee cover provided by the IFCI wherein an increase(decrease) in the guarantee cover provided by the IFCI is accompanied by a rise(fall) in the amount sanctioned by the banks.
24. Taking a simple output to input ratio, a measure of input use efficiency has been computed. The low input use efficiency ratio tends to suggest that the number of beneficiaries who have been extended the guaranteed loans have

been far from satisfactory. Even though, the efficiency ratio marginally went up during FY17 and FY19, the rate of increase in FY18 and FY19 as compared to the previous financial year was a mere 0.08% and 0.14% respectively. This is particularly the case owing to the limited coverage of the scheme in terms of beneficiaries covered, which therefore raises concerns about the further continuation of the scheme.

- 25.** The secondary data pertaining to the fund allocation provides a clear indication of the gradual stagnation of the scheme. This is to say that, following the budgeted expenditure of 200 Crore in FY15, there has been a significant slowdown in terms of financial expansion and coverage of the scheme as evident by a sudden drop of budgeted expenditure of 0.01 Crore in FY16 from a budgeted expenditure of 200 Crore in FY15. This also hints towards the low sanction of loans by the banks under the scheme and it's clearly a demand side deficiency.
- 26.** Moreover, this clearly indicates the low input efficiency of the scheme i.e. the initial budgeted allocation in FY15 didn't bring about any significant change in the number of beneficiaries affected. Had the number of beneficiaries increased and the coverage of the scheme widened, the budgeted expenditure in the scheme would have gone up as against remaining stagnant throughout the last four years. The secondary data seems to also reflect the primary data, wherein the respondents echo the common problem of procedural difficulty and lack of assistance from the member lending institutions in the form of helping the beneficiaries during the application process, given the limited knowledge base of the SC individuals.
- 27.** The Scheme under study has not been able to meet its pre specified objectives and has clearly failed in terms of maximising its coverage. Therefore, the scheme needs serious considerations regarding further continuation. The key set of recommendations are as follows:

 - a.** Since the scheme has covered 13 candidates (as noted by the standing committee on social justice and empowerment) who have been provided credit under the scheme, there is a need to review the implementation mechanism so as to ensure that the scheme reaches out to the eligible candidates.
 - b.** IFCI in collaboration with the Department should channelize efforts towards advertising the details of the schemes so as to spread more awareness among the intended beneficiaries. As noted by the standing committee on Social Justice and Empowerment in its report (2019-20) that in order to increase the number of beneficiaries in the scheme, an extensive outreach program should be conducted for the target population. Using other tools for publicizing the scheme such as promotional audio vans will also help in sensitizing people in rural as well as urban areas.

- c. Efforts should be made to publicize the scheme through electronic and print media in order to nudge the Banks and financial institutions to be supportive of the SC entrepreneurs who are the credit seekers. Moreover, camps should be established to collectively aware the target group regarding the scheme. Specifically, awareness regarding the scheme coupled with training before financing needs to be given due importance in order to ensure smooth implementation of the scheme.
- d. The procedure for filling the application forms and the formalities that follows is a complex process. Moreover, the target group i.e. the SCs who belong to the most vulnerable section of the society in terms of their socio economic status, find it an extremely strenuous process to fulfill the formalities. This further prevents them from accessing the scheme. So, in order to invite more applications and subsequently increase the number of applicants under the scheme, an urgent need of simplification of the procedures is thus the urgent need of the hour.
- e. There have been instances wherein the Member Lending Institutions (MLIs) have shown lack of support and cooperation in assisting the SC entrepreneurs in terms of extending credit and imparting necessary information pertaining to the procedural formalities. In this regard, there is a need for the Banks/Financial institutions to be supportive towards the SC entrepreneurs without compromising on its norms and required procedures.
- f. There is a significant dearth of consulting and training services available for the SC entrepreneurs. The training services with a purpose to make the beneficiaries informed about the effective utilisation of credit would lead to increased new firm activity. It can also help in equipping the entrepreneurs with the knowledge base before they undertake business operation.



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Dr. Ambedkar scheme of Interest Subsidy on Educational Loans for Overseas Studies for Other Backward Classes (OBCs)/ Economically Backward Classes (EBCs).

Ministry of Social Justice and Empowerment, Government of India,
Indian Institute of Public Administration, New Institute of Public
Administration, New, 2019.

- Dr. Ambedkar Scheme of Interest Subsidy on Educational Loans for Overseas Studies for Other Backward Classes (OBCs) and Economically Backward Classes (EBCs) is a Central Sector Scheme that has been launched by the Ministry of Social Justice and Empowerment, Government of India to promote educational advancement of students from Other Backward Classes and Economically Backward Classes by subsidizing their education loans for higher studies.
- Initially, in the Scheme “Economically Backward Classes or EBCs” relate to communities or castes which are not included under the Scheduled Caste or Other Backward Caste categories and whose incomes do not exceed Rs 1 lakh. As of now, the revised income levels of total income from all sources of the employed candidate or his/her parents/guardians in the case of unemployed candidates should not exceed the present Creamy Layer Criteria (CLC) in case of OBCs and 2.5 lakh in case of EBCs.
- Grant of interest subsidy on education loans is given for 42 Subjects/ Disciplines for Master, M.Phil, and Ph.D. spanning from arts, humanities, social sciences, commerce, pure sciences, engineering, technology, agriculture, medicine, and business among others, ensuring optimal coverage of popular and relevant subjects through the funds deployed. Women scholars are given preference as the guidelines mention that 50% of the total allocation every

year shall be reserved for female students. However, in the incidence of non-availability of adequate demand from female students, the same funds may be allocated to students belonging to the male category.

- For students availing the Dr. Ambedkar Scheme for Interest Subsidy on Education Loan, interest payable for the moratorium period shall be borne by the Government of India. The moratorium period refers to the course period and one year/six months after getting a job, whichever is earlier. Beyond the moratorium period, the interest subsidy will be discontinued and the student will be liable for paying the interest on the remainder of the period on the interest rates decided during the procurement of loan (or as may be amended periodically).
- The agency authorized for the implementation of the Scheme is the Nodal bank that has entered into a Memorandum of Understanding with the Ministry of Social Justice and Empowerment, Government of India. The Canara Bank, which is a public sector bank has been entrusted as the Nodal Bank for the implementation of the Scheme. The Nodal bank lays down relevant procedures for processing and sanctioning of applications for interest subsidy from the eligible applicants, in consultation with the Ministry of Social Justice and Empowerment. The applicant, along with the provision of income certificate, and caste certification for OBCs (if applicant) shall apply for the subsidization of interest on the Education Loan of the Indian Bank Association (IBA) availed earlier through the bank.
- The Scheme is designed to enable meritorious students belonging to the OBC and EBC categories to pursue further education overseas by subsidizing the interest on their loans during the moratorium period. As per the scheme guidelines, 50% of the total financial assistance is reserved for women candidates. In case there is an absence of adequate demand from female candidates, the same funds may be allocated for male candidates. The financial assistance through interest subsidization can be claimed only for loans whose actual amount does not cross the maximum of Rs. 20 lakh. If the educational loan is sanctioned for more than Rs.20 lakh, the eligible loan component is reckoned as Rs.20 lakh only for interest subsidy claim.
- As per the LoA, the objectives of the study were: to know the impact of the scheme on the success rate of completion of Degrees such as Masters, M.Phil, Ph.D. under different courses in recognised universities in abroad, to know the impact of the scheme on the participation of Scheduled Banks under the Indian Bank Association (IBA),to understand whether the fund provided is appropriately utilised for the purpose it was provided, to analyse what changes are required to make the scheme more effective and sustainable, to identify a representative sample of households of the respective category of parents having children gone for overseas studies in Masters/ M. Phil./ PhD, to conduct the strengths, weaknesses opportunities and threat analysis of the Scheme, to assess the present status of parents of students of the respective

category regarding their education in Masters/ M.Phil / Ph. D. courses, to assess if the assistance provided for interest subsidy for the education loan of OBC/EBC students is adequate, to assess if parental income ceiling envisaged in the scheme is appropriate, to study the impact of the scheme in improving the quality of life of inmates, key findings based on the data collected from the field on the objectives of the study, shortcomings identified in the design of the existing scheme if any, and recommendations/suggestions for necessary restructuring to be carried in the Scheme to achieve desired results and need for its continuation.

- The approach for the evaluation study took cognizance of the objectives, process, and outcomes of the scheme. When it comes to the objectives of the scheme, i.e. to encourage students from OBC and EBC backgrounds to apply for the study abroad, and generate employability in socially backward sections of the population, parameters were designed to quantitatively and qualitatively assess them. The objective-based approach was adopted to measure if the initially set goals of the scheme were duly met with. Apart from the evaluation of the objectives of the scheme, its process, and its outcomes were also studied. The strengths and weaknesses of the scheme were viewed in light of whether the process of the scheme has been instrumental in achieving the desired objectives. Finally, the outcomes of the scheme, in addition to the aforementioned objectives were evaluated to understand the impact of the scheme within and beyond the EBC/OBC student community.
- The selection of the sample under the study was crucial in the evaluation strategy. A total of 106 samples were prescribed from (1) Madhya Pradesh, (2) Rajasthan, (3) Haryana, (4) Bihar, (5) Uttar Pradesh by the Statistics Division of the Ministry of Social Justice and Empowerment. A list of 88 beneficiary candidates was given by Canara Bank, lead Branch, Bangalore on our repeated requests. As such, the evaluation study report is based on 88 beneficiaries benefitted during the period 2015-20. In selected cases, 6 beneficiaries did not respond, and 8 beneficiaries covered in 2019-20 were excluded to be precise on the selected objective-based findings. Thus, the objective-based findings have taken into account 74 responses received from the beneficiary students. Several relevant information were duly incorporated after receiving the responses from the Ministry of Social Justice and Empowerment and the scheduled banks for evaluation of the scheme.
- In accordance with the provision and guidelines set out by the Ministry for conducting the evaluation, the study took into account the prescribed set of key objectives of the scheme. In line with the objectives of the evaluation study, a structured questionnaire was prepared by the study team of IIPA. The questionnaires were duly sent to the Ministry for approval before administering it to the beneficiaries and other stakeholders of the scheme. Subsequent telephonic follow-ups were conducted with the beneficiaries at several stages of the evaluation study to mitigate concerns of 'attrition biases'.

The disbursing banks involved under the scheme in subsidizing interest were also administered with the questionnaire.

- Key observations were made during the course of incorporating the responses in the questionnaire from the beneficiaries, and banks. The observations drawn from the responses provided deep insights into the implementation and the benefits experienced by the beneficiary students. The in-depth interview and several other discussions enhanced the qualitative and quantitative findings which are briefly outlined below.
 1. The information about the courses that the beneficiaries opted for, suggests that in the five sampled states, the maximum number of beneficiaries availing the scheme were in 2018-19, approximately 50% of the total candidates covered in the last five years from the sampled states. Financial year-wise information suggests that the maximum number of beneficiaries availed educational loans under the scheme were in 2018-19 (47.7%), followed by 2017-18 (23.9%), 2015-16 (11.4%), 2019-20 (9.15%), and 2016-17 (8%).
 2. 71.6% of beneficiary students were found completed their degrees whereas, 28.4% did not complete. The maximum completion rate of beneficiary students' degrees was in Delhi (80%), followed by Haryana (78.6%), Uttar Pradesh (73.9%), Rajasthan (66.7%), and Chandigarh (50%). The mean value of the degree completion rate has been accounted for 69.84 with a standard error of 5.5. Most of the degrees were completed in the Master level courses.
 3. The Canara Bank has handled the maximum number of educational loans (30.7%), followed by the State Bank of India (17%), Bank of Baroda (12.5%), Oriental Bank of Commerce (12.5%), and so on. To assess the impact of the scheme on scheduled banks, a total of 19 responses from four scheduled banks were received. Out of the 19 responses received, one response each was from Oriental Bank of Commerce and Syndicate Bank, 2 responses from Canara Bank, and 15 responses from State Bank of India. It was found that the major concern of the bank was to get repayment from the borrower. If the loan is paid back after the moratorium, the impact of the scheme on the Scheduled bank is considered to be positively significant.
 4. It has been found from the responses of the scheduled banks that 73.7% found the repayment of educational loans effective whereas, 26.3% of bankers did not subscribe with the view. The maximum bankers from the State Bank of India endorsed the view that repayment of the loan was made (78.6%), followed by Canara Bank (14.3%) and Oriental Bank of Commerce (7.15%). The banker on the repayment of loan by the borrower under the interest subsidy on educational loans for overseas studies for other backward classes (OBCs)/Economically Backward Classes (EBCs) found largely satisfactory. The maximum responses on the component have been received from the State Bank of India. As such, the impact of the scheme on the participation of Scheduled Banks under the IBA is very effective (73.7%).

5. Fund utilization is a major component under the scheme's evaluation. The credit branch of Canara Bank has informed the study team that the lump-sum amount prescribed by the university/concerned for Master/M. Phil and Ph.D. programme are translated into Indian rupees. The expenses consist of two major heads viz. tuition fees and living expenses. The tuition fee cannot be assessed whether it was appropriately utilized. The living expenses are the amount borne by the borrower from the loan amount or otherwise. As the loan amount is to be paid back, the borrower optimally utilizes the fund. Under this scheme, the entire interest payable during the moratorium period is waived off, as the same is covered by the Scheme. As such, the fund provided was appropriately utilized for the purpose it was credited.
6. The feedback on the required changes to make for the scheme to be more effective has taken into account the views from both bankers and beneficiary students. Most of the beneficiaries expressed that the scheme was a good initiative provided it covered more students. The bankers expressed that the eligibility criteria of the scheme should be revised with the provision of merit in terms of cut off percentage. The scheme needs to be borrower driven. The claims are to be done by the customer on the portal. A unique reference number needs to be generated. Once the customer applies online, the banks would fill-in mandatory data required and verify borrowers' data with bank records. A total of 19 beneficiaries have given their views on the revision of the income ceiling. The range of suggestions i.e. 1-5 infuses a 5% increment in the ascending order. Here one stands for 5%, 2 for 10%, 3 for 15%, 4 for 20%, and 5 for 25%. The other level was not allowed on the rating scale. This was mostly shared by EBC students because their income level was not subjected to present creamy layer criteria. For them, an enhancement of 22.5% (4.5X5) was required to be accommodated in the income ceiling. It was calculated on 2.5 lakh, then the next revised income level was vehemently suggested to be brought to 3.06 lakhs. The opinions of the bankers have also been documented in this regard. Out of the total 19 responses received, 14 of them said that the income ceiling was appropriate while five of them suggested for revision. Four bankers wanted the income ceiling to be revised to the tune of 75%. After the enhancement of the income ceiling by 75%, it comes to 4.37 lakh.
7. In the representative sample of households of the OBC and EBC categories, it was shared that in the last five years no one other than the beneficiary student availed the educational loan under the scheme or otherwise. The beneficiary students informed that they received the loan after so much of strenuous efforts. In the sampled household of five states in the last five years, other than beneficiary gone abroad of the household for the studies were not reported. The information is based on the views shared by the beneficiaries with the study team and subsequent entry received through google forms.
8. With regard to the present status of parents of students of the respective category regarding their education in Master/M.Phil/Ph.D. courses, it was

found that the parents were not bestowed with either M.Phil or Ph.D. degrees. However, some of the parents did have Master's degrees. It was also found that the educational qualification of parents did not have a significant correlation with the academic pursuits of beneficiary students. Most of the Master's degree holders were from the EBC category, as compared to the OBC category.

9. The assistance provided for interest subsidy is upto 20 lakh under the Scheme. The loan amount to be borrowed by beneficiaries depended on the requirements of the course and country where the candidate had to study. As per the inputs shared by the banks, the amount of interest subsidy was adequate and it required no further enhancement. The adequacy of interest subsidy was responded on a Likert Scale of 1-5 wherein 1 stands for fully dissatisfied and 5, for extremely satisfied. An average of 3.2 is visible on the existing interest subsidy upto 20 lakh which is more than satisfied. However, the feedback on the same component differs from one state to another. In Chandigarh, the average score has been 2.7 which is above the average on the rating scale. The same is the highest in Delhi (3.4), followed by Uttar Pradesh (3.3), Rajasthan (3.2), and Haryana (3.1). Overall, keeping in view the bankers' view and beneficiaries' perceptions, the interest subsidy of upto 20 lakh was adequate and not to be enhanced.
10. The income ceiling has been prescribed for both OBC and EBC category candidates. For OBC candidates, total income from all sources of the employed candidate or his/her parents/guardians in case of the unemployed candidate should not exceed present creamy layer criteria. For EBC candidates, total income from all sources of the employed candidate or his/her parents/guardians in the case of the unemployed candidate should not exceed Rs. 2.5 lakh per annum. As per the information shared by beneficiaries, the mean value on the rating scale with regard to the component is 4.2 which shows above the average level agreement with the existing income ceiling. However, the agreement on the rating scale varies from one state to the other. The maximum level of agreement is visible in Chandigarh (4.7), followed by Rajasthan (4.4), Uttar Pradesh (4.3), Haryana (3.8), and Delhi (3.4).
11. Findings on the quality of life of the beneficiaries inform that they experienced an improvement in the quality of life of inmates, thoughts, and knowledge base. It has been found that that students from Uttar Pradesh scored 4.1 on the rating scale which is the highest among the sampled states. The beneficiary students have given the highest rating in Uttar Pradesh (4.1), followed by Haryana (4.0), Rajasthan (4.0), Delhi (3.8), and Chandigarh (3.3). Indeed, the advancement in knowledge is largely subjected to a conducive eco-system that they experienced. The overseas institutions have given space to the scholars by appreciating their knowledge base and cultural pre-dispositions to which they are bestowed with. Overall, as an impact of the scheme, there has been a qualitative improvement in the life of inmates.

12. The sample under study provides crucial insights into the rural-urban divide of the beneficiaries. Within the sample population, barring the UT of Chandigarh and Delhi, the majority of the beneficiaries in the states of Haryana, Rajasthan, and Uttar Pradesh affiliate themselves to the rural areas. Of the total rural population in the sample under study, around 42% of the rural beneficiaries belonged to the state of Rajasthan, followed by Uttar Pradesh (38%), Haryana (15%), Delhi (4%), and Chandigarh (2%). As far as the urban population in the sample study is concerned, around 43% of the urban beneficiaries belonged to the state of Rajasthan followed by Uttar Pradesh (26%), Haryana (17%), Delhi (9%), and Chandigarh (6%).
13. The caste wise classification tends to suggest that a larger proportion of the beneficiaries in the sample belongs to the OBC category. This similar composition is reflected both in the urban and rural areas of the sample population. Among the beneficiary respondents in the rural areas, around 17% belonged to the EBC and 83% to the OBC community. On the other hand, in the urban areas, the caste classification is on similar lines wherein around 26% of the respondents belonged to the EBC community whereas; around 74% of the beneficiaries fell in the OBC community.
14. A state-wise categorization of the sample tends to suggest that around 42% of the respondents belong to the state of Rajasthan followed by Uttar Pradesh (33%), Haryana (16%), Delhi (6%), and Chandigarh (3%). Overall, the maximum number of beneficiaries has been covered in the State of Rajasthan. Moreover, in the sample population and among the beneficiary respondents, around 30% are females and approximately 70%, males. This shows insignificant inclusion of women in the scheme, as compared to beneficiary men.
15. Since the scheme primarily aims to foster higher studies among the target group, the preference of candidates to pursue a Master level course abroad has profusely been recognized. The findings of the study suggest that around 98% of the respondents have ended up pursuing the Master program having availed the interest subsidy on the loans whereas, merely about 2% of the sample respondents have pursued Ph.D. studies abroad. Moreover, around 20% of the respondents who have opted for a Master programme belonged to the EBC community whereas, 80% of them were from the OBC category. Similarly, there has been a negligible yet an equal intake of Ph.D. course by respondents across the OBC and EBC category. This suggests that the Master programme remains a popular preference among the respondents. The students belonging to the OBC category showed an increasing incidence to pursue higher studies abroad under the scheme, as compared to the EBC category.
16. Overall, the sample under study provides striking evidence of the presence of a major proportion of the beneficiaries (50%) in the income group of over and above Rs. 20,000 followed by an income level of Rs. 5,000 to Rs. 10,000 (25%).

17. A state-wise categorization of the employment levels of the respondents at the time of application to the scheme suggests that around 41% of the applicants from the state of Rajasthan and Uttar Pradesh reported to be employed. On the other hand, around 42% of the applicants from the state of Rajasthan reported having been unemployed (of the total unemployed respondents). This reaffirms our previous findings of the sample under study which suggested that of the total respondents, around 42% belonged to the state of Rajasthan. Moreover, around 25% of the total respondents reported to be employed and more than half of the sample were unemployed (75%).
18. As far as the employment status of the beneficiaries is concerned, in the UT of Chandigarh, and Delhi, there seems to prevail high unemployment rates among the sample beneficiaries at the time of application. Semi-govt. sector employment exists in states barring the UT of Chandigarh, with Delhi (20%), Haryana (14.3%), Rajasthan (2.7%), and Uttar Pradesh (3%) reporting the minor presence of such employment opportunities. Private employment opportunities were found extremely low across the sample wherein around 19% of the respondents in Rajasthan engaged themselves in the private sector, followed by Uttar Pradesh (14%) and Haryana (7%).
19. With regard to the use of interest subsidy, a total of 17 EBC and 57 OBC category beneficiary students availed the scheme. Most of the beneficiaries used the interest subsidy for obtaining a Master's degree. The beneficiaries who took the interest subsidy for Ph.D. purposes were not able to complete their courses. A total of 76.4% of EBC students have successfully used the interest subsidy as compared to 71.9% of OBC students. This shows that the students of the EBC category used financial assistance in the form of interest subsidy more effectively than the OBC students.
20. The caste wise classification tends to suggest that a larger proportion of the beneficiaries in the sample belong to the OBC. This similar composition is reflected both in the urban and rural areas of the sample population. Among the respondent beneficiaries in the rural areas, around 17% belong to the EBC and 83% belong to the OBC community. On the other hand, in the urban areas, the caste classification is on similar lines wherein around 26% of the respondent beneficiaries belong to the EBC community whereas; around 74% of the beneficiaries belong to the OBC community. As evident from the tabular illustration above, around 42% of the respondents belong to the state of Rajasthan followed by Uttar Pradesh (33%), Haryana (16%), Delhi (6%), and Chandigarh (3%). Overall, the maximum number of beneficiaries has been covered by the State of Rajasthan.
21. The sample understudy in the light of the scheme provides striking evidence of the presence of a major proportion of the beneficiaries (45%) in the income group of over and above Rs. 20,000 followed by an income level of Rs. 5,000 to Rs. 10,000 (38%). This highlights the fact that at the time of availing the

scheme, the majority of the beneficiaries' gross family income was above 20,000 which puts the family in a comfortable position to finance the studies of the beneficiaries following the further easing out of interest to be paid on the loans availed. However, with the beneficiaries' income level of less than 5,000 and Rs. 5,000 to Rs. 10,000 also forming a cumulative 47% of the sample under study, the success of the scheme can be gauged from the fact that whether this 47% of the beneficiaries in the sample ended up completing the course abroad and if the interest subsidy component acted as a driving force in this process.

22. A state-wise categorization of the employment levels of the respondents at the time of application to the scheme is tabulated above. It tends to suggest that around 47% of the applicants from the state of Rajasthan reported to be employed. On the other hand, around 38% of the applicants from the state of Rajasthan report to be unemployed (of the total unemployed respondents). This reaffirms our previous findings of the sample under study which suggested that of the total respondents around 42% belong to the state of Rajasthan. Moreover, the table above also highlights the fact that in the sample under study, around 41% of the total respondents report to be employed and more than half of the sample report to be unemployed (57%).
23. The categorization tends to suggest that in the UT of Chandigarh, and Delhi, there prevailed high unemployment rates among the sample beneficiaries at the time of application. Semi govt sectoral employment exists in states barring the UT of Chandigarh, with Delhi (13%), Haryana (25%), Rajasthan (38%), and Uttar Pradesh (25%) reporting the presence of such employment opportunities. Private employment opportunities also tend to be extremely low across the sample wherein around 72% of the total employed respondents in Rajasthan engage themselves in the private sector followed by 38% of the respondents in Uttar Pradesh and 33% in Haryana.
24. The expenditure pattern of the beneficiaries at the time of application seems to suggest that the majority of the respondents (48%) were engaged in the process of incurring an expenditure of Rs. 20,000 and Rs. 29,999. Around 2% of the respondent beneficiaries incurred an expenditure of Rs. 30,000 and Rs. 39,999. Aligning Income pattern and expenditure pattern tends to suggest that individuals earning an income of over 20,000 per month, tend to incur an expenditure of a maximum Rs. 15,000 with a minimum saving of Rs. 5,000 per month. This makes it inevitably harder for families to support educational needs and financing abroad studies becomes a strenuous task. In a break-up of the expenditure category to expenditure on stationary and on books, it has been found that around 41% of the respondents spend around Rs. 3,000 to Rs. 3,999 on books followed by around 28% of the respondents spending between Rs. 2,000 and Rs. 2,999 for the purpose of purchasing books. As far as expenditure on stationery is concerned, around 35% of the respondent beneficiaries spend around Rs. 4,000 and Rs. 4,999 followed by around 31% of the beneficiaries spending around Rs. 2,000 and Rs. 2,999.

25. In administering the question regarding any major constraints faced by the respondents while pursuing the course abroad, around 91% of the respondents responded to have not faced any problem. About 9% of the beneficiaries faced problems pertaining to course completion. Moreover, 38% of the respondents who found it difficult were from the state of Uttar Pradesh and Rajasthan.
26. The scheme has generated a steady movement of people from one social level to a higher one. Around 90% of the beneficiary respondents have opined that the scheme helps them pursue higher education. In turn, it has led to significant improvement in their socio-economic conditions. A category classification of the beneficiaries tends to suggest that 91% of the beneficiaries experienced socio-economic improvements, of which around 78% belonged to the OBC community. This hints at the increasing role that higher education plays in ensuring the socio-economic improvements.
27. Around 23% of the beneficiaries have opted to pursue studies in the United Kingdom followed by 20% of the beneficiaries in Canada. Around 10% of the beneficiaries ended up pursuing their degrees in Australia. Overall, countries that have become popular destinations include the UK, Canada, and Australia. Other countries comprise 7% like New Zealand, Nepal, the Philippines among others, each of which forms 1% of the overall destinations opted by the beneficiaries.
28. Around 36% of the beneficiary respondents suggested improvement through the submission of particulars using a single-window system. Since the majority of the students found difficulty in obtaining income certificate, IT returns of their parents, etc., a single-window system would inevitably benefit the candidates in terms of saving time and also lead to a simplification of the application procedure. The principal repayment process under the scheme wherein the candidate is to initiate the payment of the interest accrued and the principal amount, after the completion of the moratorium period also deserves some kind of relaxation. Support in the form of additional time over and above the moratorium period would be beneficial in the longer run.
29. Gaps in achievements of outcomes include a) The awareness level among the targeted group of beneficiaries is abysmal, considering the given number of applications to Masters/M.Phil./Ph.D. programs abroad under the scheme. This is evident in the sample under study where the intake of Ph.D. programs under the scheme is extremely low, with just 2% of the beneficiaries undertook such programs abroad, b) The number of beneficiaries prescribed through the LoA does not match with the number beneficiaries covered under the scheme. However, the collection of beneficiaries' information by banks may not be inclusive. c) Currently, there exists around 31 indicative subjects/disciplines with an additional open subject (32nd) that are covered under the scheme for Masters, M.Phil. and Ph.D. programs abroad. Widening the

subjects/ disciplines in the light of the increasing educational demands of the Economically Backward Classes (EBCs) and the Other Backward Classes (OBCs) section of the society can boost participation, thereby enhancing the intensity of coverage of the scheme, d) The employment creation aspect of the programme needs to be stressed upon which acts as a crucial benchmark to gauge the effectiveness of the scheme. The feedback suggests that there has been a negligible generation of employment opportunities post completion of the course by candidates and e) To compensate for the exuberant costs associated with pursuing higher studies abroad, the interest subsidy component of the loan provides a much-needed relief which reduces the financial constraints faced by families of the potential candidates. The flexibility of the interest subsidy component implicit in the loans disbursed by the designated banks allows beneficiaries to meet several expenditures that are not covered under the loan.

- 30.** Some key challenges as identified in the light of the scheme under study include a) The interest subsidy component of the educational loan under the scheme constraints the parents in repayment. The primary bottleneck of the loan arises due to the uncertainty in interest rate variation as prescribed by the member banks, b) A major drawback of the release of interest subsidy under the scheme pertains to a situation which leads to beneficiary candidates either discontinuing the course due to some reasons or those who are expelled from the institutions. As per the current norms, in the light of such situation, the interest subsidy under the provision of the scheme is made ineligible to the beneficiaries, c) As per the provision of the scheme, the interest accrued on the educational loan would be uniformly over a period of time subsidized by the Ministry, as and when the claim is submitted by the disbursing bank. The process of reimbursement needs to be expedited so that this delay doesn't create additional liability on the part of the beneficiary, and d) On the part of the beneficiary, a major challenge remains on availing the loan and attaining the interest subsidy. The increasing documentation adds to the burden for which electronic documentation procedures need to be adopted.
- 31.** In terms of existing challenges and issues pertaining to the scheme has also been identified in the light of the evaluation study which includes the following: a) Only those beneficiaries can be selected who have the same base with the member bank. The beneficiaries having a track record of banking transaction sounds to be an inappropriate prerequisite for sanctioning of the loan. The list of potential beneficiaries is prepared by the bank; it seems difficult for this scheme to be inclusive, b) Though the information relating to the Scheme is available on the Canara Bank's website, it looks a little unrealistic that candidates from far off places can access to the scheme information using the internet, c) Though out of the total outlay in a year, a minimum of 50% amount is earmarked for the interest subsidy to the girl candidates, the scheme has never covered 50% of women candidates,

based on the information of the sampled states in the last five years, d) The Scheme is bank driven and depends on the wisdom of the bank whether the potential beneficiary would be covered. The scheme has a clear expression in clause 8 (funds-Limited Nature of the Scheme) that the funds would be released to the applicants on the first-come-first-served basis which would probably exclude delayed but extraordinarily meritorious candidates, e) The beneficiaries selected under the scheme, after moratorium period, the repayment is made by parents concerned. The amount of loan is paid by their respective parents after the moratorium period is over. After the study, it was found that the beneficiaries once went abroad, generally do not come back. After all, the interest component paid to them is from the public money and there should be a return on investment, and f) though there is provision for a recommendatory committee to examine the applications, the job related to cross verification generally rests with the bank. It would be advisable that since the bank is receiving timely disbursal of interest money from the Ministry, the active role of the Ministry in scrutinizing the applications needs to be ensured.

Recommendations

Dr. Ambedkar Scheme of Interest Subsidy on Educational Loans for Overseas Studies for Other Backward Classes (OBCs)/ Economically Backward Classes (EBCs) is one of its kind because it has promoted educational advancement in most of the beneficiary students. The overall impression of the Scheme by both beneficiaries and Bankers has been found captivating. 94.7% of bankers have recommended the scheme to be continued and 89.06% of beneficiaries have rated positive (on the rating scale) on the learning outcome, as such the study team recommends the scheme for the continuation. Following recommendations are given to improve the effectiveness, outreach, and strong monitoring mechanism of the Scheme:

1. For the scheme to expand its outreach, necessary awareness camps and sensitization workshops need to be periodically organized involving potential beneficiaries, representatives of the disbursing banks, community leaders, and the Ministry representatives. The camps should aim at achieving twin objectives of dissemination of scheme information and spreading awareness amongst the targeted group to encourage participation.
2. In its existing conditions, the mode of application and subsequent submission under the scheme has been rated as extremely exhausting by beneficiary respondents. The application which is initially submitted to the loan disbursing banks by the beneficiaries doesn't notify the candidate nor the ministry regarding the status of the applications. This results in beneficiaries repeatedly approaching banks to enquire about the status. In this regard, an online registration cum tracking mechanism needs to be devised ensuring transparency in the application process and retaining beneficiaries' database.

3. The ultimate objective of the scheme is to award interest subsidy to meritorious students belonging to the Other Backward Classes and Economically Backward Classes so as to provide them better opportunities for higher education abroad and enhance their employability. The online registration platform can be used to obtain real-time information of the beneficiaries wherein they can periodically update their academic performance, and also submit feedback on the interest subsidy scheme. As the scheme has been found bank driven, the online platform may be shared with the Ministry with the 'log-in' credentials. The bank-driven format of the scheme may be converted into beneficiary-driven so that its outreach can substantially be improved.
4. The provisions as laid down in the central sector scheme under study hasn't identified or enlisted institutes/universities wherein the beneficiaries could pursue the course by benefitting from interest subsidy. Since there exists variation in course structure across universities abroad as well as employability prospects, a set panel of universities should be developed by the Ministry under the scheme which would help the beneficiaries in shortlisting universities for their studies abroad.
5. Since the scheme has complex provisions and given the strenuous application process which requires information to be furnished through the disbursing banks, a grievance or a redressal mechanism needs to be set up. This would help in monitoring and providing sustained solutions to difficulties faced by the existing beneficiaries.
6. The scheme states that beneficiary candidates discontinuing studies in the middle of their course won't be extended the interest subsidy even for the time they have pursued their studies. In such a scenario, the interest subsidy against the loan that is availed can't be availed by the beneficiary. In this regard, certain extra-ordinary circumstances owing to which students might have dropped out needs to be taken into consideration.
7. The present distribution of the scheme across the states seems to be confined to a grouped few. This calls for an urgent policy intervention in terms of designing necessary targeted allocation amongst the state based on the OBCs and EBCs population. This would allow wider coverage of the scheme across the states and also ensure that states with a higher OBCs and EBCs population benefit more from the scheme.
8. The interest subsidy scheme which is currently offered up to a loan amount of Rs. 20 Lakh only can be tabled to be revised downward to Rs. 10 Lakh. This would be in line with the RBI prescription of the educational loan ceiling as classified under the priority sector lending.
9. Along with a grievance redressal mechanism as stated in one of the policy recommendations above, it's imperative to periodically intimate the

beneficiaries who are shortlisted under the scheme so that they constantly receive requisite information until their courses commence. This also includes sending reminder emails to beneficiary candidates and provides the necessary support.

10. The disbursing banks keep the general details about the beneficiary students. The status of course completion is not available with the banks' online portal. For a strong monitoring mechanism, the disbursing banks should have a provision in their online portal wherein information related to the status of the course completion can also be in place. The information on the component should mandatorily be taken from the interest subsidy awardees.
11. The income ceiling of Rs. 2.5 lakh for EBCs needs to be revised. As per the suggestions received from the member banks, it may be revised to Rs. 5 lakh per annum from all sources.

IIPA is of the considered opinion that when the Ministry is spending a considerable sum of taxpayers' money on interest subsidy of the loan amount with regard to overseas education for candidates from the country, it should be made mandatory for the beneficiaries to return to India after the completion of studies and serve our nation for at least three years. However, when they come back to India, the Ministry in the coordination with State may help them gain employment in the states where there is a dearth of qualified professionals and motivate them to pursue specialized research.



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Evaluation Study of National Fellowship for OBC.

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Indian Institute of Public Administration, New Institute of Public
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The National Fellowship Scheme for OBC aims at providing financial assistance to the Other Backward Classes (OBC) Students in obtaining quality higher education leading to degrees such as M.Phil and Ph.D in universities, research institutions and scientific institutions.

The scheme aims to target and thereby benefit the unemployed OBC candidates who have passed the Post Graduate Examination in the concerned subject and who are to pursue full-time research. The eligibility criteria includes the followings: i) The candidate should belong to the OBC category and should have passed the post-graduate examination, ii) To be eligible for the award, the candidate needs to be registered for an MPhil/PhD program. There are 1000 slots for the award of fellowship every year for all the subjects for consideration of application received through an online submission form research scholar belonging to OBC category. There is a provision of 4% reservation for slots for consideration of award of fellowship to research scholars for Persons with Disability (PwD) who belongs to OBC category.

- The intake of JRF has been enhanced from 300 to 1000 per year from April 2018 onwards, in order to undertake advanced studies and research leading to MPhil/PhD degrees, who have qualified in NET-JRF of UGC for Humanities/ Social Sciences or UGC-council of Scientific and Industrial Research (UGC-CSIR) NET-JRF joint test for Science stream including Engineering and Technology. The scheme also covers all universities/institutions recognized by the UGC and are implemented by the UGC itself on the pattern of the scheme of UGC fellowships. The 1000 slots are over and above the number of OBC students selected under the normal reservation policy of the government for

the UGC fellowship. The tenure of the fellowship is for five years and it will be effective from 1st April of the date of joining under the fellowship.

- The fellowship provided under the scheme is granted until the date of submission of PhD or five years of tenure whichever is earlier. The scheme provides that no such extension is permissible beyond the stipulated period of five years wherein the fellow ceases to be a UGC research fellow immediately after the expiry of the due date. Initially, the tenure of the fellowship is for two years under the scheme. A committee of three members comprising of the Head of the Department, supervisor and one expert to be constituted by the concerned Department of the University/Institution/College. The up-gradation of the fellowship from JRF to SRF will have to be made at the level of the university/Institution/College itself based on the recommendation of the three members committee report. The scheme also states that any such up-gradation of the fellowship in respect of the awardee needs to be identified agency for further action.
- The scheme covers all universities/institutions recognized by the UGC in 26 States/UTs for the year 2017-18. The actual expenditure in 2017-18 was ₹359097582 which included ₹159097582 from the previous year i.e. 2016-17. The distribution of awardees by state, gender and programme (as tabulated in table 2.3) provides some interesting findings. It shows a shortage of 31.33% in the allotment/coverage. Furthermore, a total of 93 women and 113 men were awarded the fellowship. As such, 45.1% of the slots were given to beneficiary women whereas, 54.9% awarded to men. The data reveals that out of the total slots awarded, 29.1% of the slots awarded to Engineering and Technology Stream, 47.1% to Humanities and Social Sciences and 23.8% to Sciences. The physical achievement of the scheme for the year 2017-18 contains 206 awardees, as compared to the year 2016-17 with 151 awardees. It shows a 26.7% increase in one year i.e. from 2016-17 to 2017-18.
- The approach adopted for the evaluation of the scheme understudy is goal, process and outcome-based. The goal-based approach measures if the objectives of the scheme are duly met. The process-based approach studies the strengths and weaknesses of the scheme and finally, the outcome-based approach evaluates if the outcomes align with the pre-specified objectives of the scheme. In this context, the secondary information on funds released and allocated have been collected from the reports of the Department of Social Justice and empowerment, a handbook on social Welfare Statistics, website review, UGC website and demands for grant report of the standing committee on Social Justice and Empowerment Govt. of India.
- Questionnaires were administered to student beneficiaries and UGC staff related to the fellowship. Observation-based detailed discussion was held with the Department of Social Justice and Empowerment. Considering OBC (MPhil/PhD with NET/JRF) students as key beneficiaries in availing

the benefits of the Scheme, they were interacted telephonically to get the required information for the study. Considering the adverse situation within which the study was to be conducted, the approved questionnaires were integrated with Google forms. The questionnaire was administered to get the responses of both beneficiaries and university/institution representatives. The approach was applied to find out problems, challenges and constraints in the implementation of the Scheme. The attempt was also laid down to assess the criteria adopted for identification of the OBC (MPhil/PhD with NET/JRF) student's beneficiaries and method applied for motivating them for financial assistance. Nevertheless, using primary and secondary sources, shortcomings in the design of the Scheme has also been identified.

- As far as the sample size of the evaluation study is concerned, a total of 62 beneficiaries have been covered who have actually availed the scheme as against 106 beneficiaries mentioned in the LoA. The data shared by UGC was detected with duplicate names. This has been found particularly in the case of Uttar Pradesh. Then the duplicate names were eliminated considering the responses received from the beneficiaries. The five states include Madhya Pradesh, Rajasthan, Haryana, Bihar and Uttar Pradesh.
- The sample under study indicates that around 42% of the beneficiaries belong to the state of Uttar Pradesh followed by Bihar, Madhya Pradesh, Rajasthan and Haryana with 21%, 16%, 15% and 6% of the sample population, respectively. The sample under study also provides crucial insights into the popular streams that the beneficiaries have enrolled themselves in under the scheme. It depicts that around 47.6% of the beneficiaries in the sample have opted for Humanities and Social Science stream followed by Engineering and Technology and Science stream constituting for 41.7% and 10.7% of the sample respectively.
- Moreover, around 18.4% of the sample beneficiaries have benefitted from the scheme, having enrolled in the Humanities and Social sciences stream at Dr. B.R. Ambedkar University of Social Sciences. Humanities and Social sciences stream remain a popular area of interest among the sample beneficiaries in the states of Bihar (50%), Rajasthan (50%) and Uttar Pradesh (47%). However, in the states of Haryana and Madhya Pradesh, majority of the beneficiaries have enrolled themselves in their chosen stream of Engineering and Technology.
- The data provided by the bank was of 103 beneficiaries of which some of the beneficiaries were uncovered. Later, the bank representative informed that the list shared by them was mixed of beneficiaries of the other schemes. The UGC provided a list of 206 beneficiaries of which for the selected states, the total number of beneficiaries were identified as 61. We compared both the sheets and talked to the beneficiaries. Finally, a total of 62 beneficiaries were found availing/availed the scheme. The maximum female representation is from Rajasthan (32.1%), followed by Uttar Pradesh (28.65%), Madhya Pradesh

(25%), Bihar (10.7%) and Haryana (3.6) among the sampled states. Out of the total beneficiaries drawn, the maximum allocation is vivid in the state of Uttar Pradesh (33.9%), followed by Rajasthan (22.6%), Madhya Pradesh (21%), Bihar (14.5%) and Haryana (8.1%).

- A before and after approach is adopted in terms of changes in the socio-economic conditions of the target population courtesy the scheme. The Questionnaire which contains process-related and multiple issues provide the basis of a robust framework to critically examine the sustainability of the scheme under study. The approach to the study is the balanced blend of primary and secondary information shared by the beneficiaries. Importantly, the views of beneficiaries have also been taken as to what extent the scheme has influenced them. The evaluation study has considered outcome/output indicators to assess the extent which the scheme has brought about changes in the socio-economic conditions of the beneficiaries.
 - The questionnaire was designed for the beneficiaries and UGC staff. The questionnaire included their basic profile, the profile of beneficiaries, the socio-economic conditions of the beneficiaries before the scheme, and the situation changed after the beneficiary was covered. In-depth interview was conducted with the UGC officials who are responsible for designing and coordinating the fellowship programme, which helped in providing comprehensive details regarding the objective, structure, implementation and the existing challenges of the scheme. In-depth discussions were also done with university representatives, telephonically. Key observations were made during having telephonic discussions with the beneficiaries and the stakeholders such as fellowship beneficiaries, the UGC and the heads of the institutes. The observations drawn from the responses provided deep insights into the implementation and the benefits experienced by the demand side stakeholders namely the OBC students. The in-depth interview enhanced the qualitative findings. In aligning with the objectives of the scheme, the set of key performance indicators have been designed, *the findings of which has been outlined below.*
1. In terms of gauging the impact of the scheme on the success rate of degree completion, the data collected informs that there was no entry for the Ph.D course before the scheme. After the implementation of the Scheme, the number of advance qualifications has considerably gone up. It has significantly impacted the qualifications of the beneficiaries. Based on both secondary and primary information collated, it has been found that out of 62 beneficiaries reviewed in the five States, 74.1% beneficiaries have either completed their Ph.D degree or about to complete Ph.D. Most of the Master and M.Tech/M. Phil holders have shifted to the Ph.D courses.
 2. So far as the changes in the qualification of the beneficiaries are concerned, it has been found that 17.02% of beneficiaries are still with their Master degree.

A total of 53.3% of beneficiaries have shifted to M.Phil degree as a result of inclusion under the scheme. The stream of Engineering & Technology has outperformed the other streams. Findings suggest that the students with Engineering and technology received 100% educational attainment, as compared to other streams. There has been a change in 95.5% of master degree holders, 35.71% in M.Phil degree holders and 100% in the Ph.D degree holders. Overall, it shows 76.6% changes in the educational attainments of the beneficiary scholars.

3. In studying the impact of the scheme about the participation of the university under UGC, a total of 32 universities/institutions recognized by UGC have participated in the scheme, considering the beneficiary students from the five sampled states. Based on participation of beneficiary OBC students, the participation of universities has been classified in five slabs, namely (1) 8.1%, (2) 6.5%, (3) 4.8%, (4) 3.2% and (5) 1.6%. The first slab is with 5 student beneficiaries, the second slab with 2 scholars, the third slab with 2 fellows, the fourth slab with 4 recipients and the fifth slab with one beneficiary.
4. Overall, four universities/institutions have participated with 81.% of the beneficiaries, two each for 6.5% and 4.8% of the beneficiaries, four for 3.2% of the beneficiaries and remaining with 1.6% of the beneficiaries. Out of the total beneficiaries registered in the universities Institutions, Uttar Pradesh has outperformed (33.9%) the other sampled states viz. Rajasthan (22.6%), Madhya Pradesh (21%), Bihar (14.5%) and Haryana (8.1%).
5. After availing the financial assistance, the expenditure pattern of the beneficiary student has changed. The JRF holders' expenditure has changed at the rate of 35.2 percentage point whereas, SRF holders' 13.8% percentage point. Overall, the change in the expenditure pattern has been recognized to the tune of 23.7%. Based on the feedback of 58 beneficiary students, the monthly expenditure has been calculated. The monthly expenditure pattern calculated is inclusive of expenditure on books, hostel fee, mess charges, stationery, and other required expenditure. Average monthly expenditure of Rs. 19725 has been calculated for a JRF holder. The average expenditure of Rs. 21408.3 has been calculated for a SRF holder. As such, the unutilized amount in the case of JRF is Rs. 11275 (36.3%) and for SRF Rs. 13591.7 (38.8%).
6. The educational details of parents of OBC students were obtained from beneficiary students through google forms. It has been found that no parent was found having a Ph.D degree or M.Phil degree. Most of the beneficiaries were first-generation researchers. Out of the total beneficiaries' fathers educational information received, 58.6% of the fathers were having graduation and professional degrees, followed by XII (17.2%), X (6.9%) & diploma (6.9%), and 3.4% each for V, VIII and Master degrees. The beneficiaries surveyed informed that 22.4% of mothers were illiterate. Out of the total information garnered, 22.4% mothers were educated upto 12th class, 20.7% upto 10th

level, 17.2% upto 8th class, 10.3% educated up to 5th standard and 6.9% upto graduation.

7. Based on average monthly expenditure and admissible financial assistance under the Scheme informs about the surplus amount unspent with the beneficiary students. Considering the calculation, the amount being paid to the beneficiaries are enough and presently requires no enhancement. On the feedback received from the beneficiary students, a total of nine have said that the amount needed to be increased. For scaling up of the monthly financial assistance under the scheme has been expressed by 5.22% of the total beneficiaries responded. Remaining 94.8% of the beneficiaries are satisfied with monthly financial assistance.
8. Most of the beneficiaries (31%) shared that after completion of their studies, they found employability, followed by improvement in the research capacity (22.4%), the number of slots to be increased (19%), amount to be increased (15.5%), easy to access fellowship (8.6%) and timely release of money (3.4%).
9. Overall impression of the course was assessed using Likert scale of 1-5 wherein qualitative experience was associated with the NFS-OBC. On the scale, 2.5 score is generally considered to be good. The responses of the beneficiaries have been taken by both stream and course. The average score given on stream and course have been recorded as 3.9. The value of 3.9 is better score because it is above the average of the rating scale (2.5). The score of 3.9 is 35.9% better than the average score on the rating scale. The highest rating (4.3) has been given by the beneficiaries of Engineering and Technology, followed by Science (4.2) and Humanities and Social Sciences (3.6).
10. On assessing the change in the expenditure pattern of the beneficiaries, the Engineering & Technology beneficiaries have started spending additional 38.53%, Humanities and Social Sciences beneficiaries have identified with additional 15.91% expenditure, and scholars of science have spent 26.31% additionally due to coverage under the Scheme. Findings also illustrate the fact that the expenditure on books, stationery, hostel and mess have gone up on average across the various streams.
11. Employability is a key performance outcome of the scheme under study as the scheme envisages equipping scholars to effectively take advantage of the growing opportunities at the national and international level in the context of the new economic order. 37.9% of the beneficiaries have got employment both in private and govt. sectors. However, 62.1% of beneficiaries are yet to be employed. A break-down of the employability status in light of the stream opted by the beneficiaries suggests that of the total 12 beneficiaries from Engineering and Technology, 66.7% were found engaged in private jobs, none in Govt. jobs and 33.3% were yet to be employed. Moreover, of the total

27 beneficiaries responded from Humanities and Social Sciences, 22.2% had private jobs, none in the govt. jobs and 77.8% remain unemployed. Out of the total 19 beneficiaries responded from Science stream, 36.2% were privately employed, 5.3% employed in govt. and 57.9% unemployed.

12. Changes in average score before and after the scheme weren't not found very effective. Having covered under the scheme, a 7.1% gain in the score of beneficiaries from Humanities and Social sciences and 4.8% drop in the average score of beneficiaries from the Engineering and technology & Science stream were found. Hence, it can be concluded that the composition of the average score of beneficiaries, before and after the scheme and across the streams have altered merely in favour of the Humanities and Social Sciences stream and has seen a decline in the Engineering and technology and the science stream.
13. Perceived satisfaction of the beneficiaries has also been documented with regard to before and after the scheme. It has been found that before the scheme 55 beneficiaries perceived satisfaction with their academic score whereas, after the scheme, their number became 47. Around 22% of the respondent beneficiaries were satisfied with their grades while pursuing Engineering and technology before participating in the scheme under study which saw no change even after availing the scheme. This trend was similar across the other streams of study. This suggests that the score improvement or changes in the grades of beneficiaries can't be attributed to the impact of the scheme.
14. A total of 53.3% of beneficiaries have expressed that the fellowship support has reduced the financial burden of their parents. However, the rest 46.7% of parents did not find any relief by availing the fellowship by their wards. In the Engineering and Technology stream, around 23% claimed to have not been dependent on their parent's financial support before the scheme which changed to 19% after the scheme. Similarly, for the humanities and social sciences stream, around 50% of the enrolled beneficiary didn't seek financial support from their parents before the scheme the response of which changed to 47% after the scheme. As far as the Science stream was concerned, there was an increase in the proportion of enrolled students not seeking financial support from the students from 27% before the scheme to 34% after the scheme.
15. 89.7% of beneficiaries have found the scheme beneficial to them. A meagre 8.6% of the beneficiaries have found the scheme being non-beneficial to them. 100% from Science, 91.7% from Engineering and Technology and 89.7% from Humanities and Social sciences beneficiary students have reported the scheme effective and beneficial.
16. In terms of existing challenges and key bottlenecks that continue to prevail, some of them include a) The data-set of beneficiaries confronts with several issues like the update in domicile state, proper upkeep of data at the level

of banks and the UGC, b) Some of the beneficiaries have been found availing the scheme for three months (one quarter) and shifting to some other Scheme or leaving. This creates a major roadblock in the smooth flow and functioning of the Scheme, c) The publicity of the 'National Fellowship Scheme for OBC Students' was not necessarily publicized on the University/ Institute websites/notice boards, d) The dedicated page on UGC website for 'National Fellowship Scheme for OBC Students' has a tab for 'outcome report'. The outcome report has been classified into three parts, namely papers published (National/International), conference attended (National/International) and seminar attended (National/International). All the cells were found empty. It shows the active coordination deficit on the part of UGC with university/Institution participated as well as the beneficiaries covered, e) The scheme is not implemented annually by the UGC as shared by some of the beneficiaries from Aligarh Muslim University, who believed that the applications for the scheme were solicited alternate years, and f) The payment of the first instalment was released quarterly, and in some cases on a half-yearly basis. The periodicity in payment was flagged-on as one of the major bottlenecks. The scholars required money to be disbursed monthly to meet their emergent educational needs.

17. Input use efficiency, also known as the productivity ratio indicates that the scheme has had positive results in terms of efficient use. This is to say that for every 1 crore spent, around 32 beneficiaries benefitted in FY15 followed by 33 beneficiaries benefitting in FY16. A massive jump was noticed during FY17 and FY18 wherein beneficiaries impacted almost doubled for every 1 crore spent (from 33 individuals to 60 individuals). As of FY19, approximately 73 beneficiaries were impacted on average for every 1 crore worth of fund released.
18. Key externalities in the light of the scheme have also been identified. These include the following: a) The fellowship program should aim at building capacity and leadership skills over and above providing financial support which would lead candidates/awardees under the scheme to imbibe innovative skills to build upon their potential to create long term change, b) The National fellowship program for OBC needs to broaden its objective by not only providing financial support but also place continued and equal focus on guidance, mentoring, capacity building as required, c) Since the fellowship program under study involves people from the marginalized background, there is a need to have a re-entry plan and sustained support in place for the post-fellowship tenure to manage the expectations of the individuals and their organizations, d) The fellowship program should not be too rigid as that constraints participation. The program should continuously evolve and promote learning and adapting to changes as necessary and e) There should be a transparent and appropriate evaluation of the performance of the individuals in carrying out the research work. Although independent interests among the individuals should be promoted, a sense of contribution to issues that matters to the society needs to be inculcated among the fellow.

In terms of bettering and improving the program, key recommendations have also been brought out. Some of them include a) Institutional Variation needs to be taken into consideration while providing for the fellowship funding. That is to say that the financial capacity of institutes providing fellowship to the targeted beneficiaries needs to be taken into account while disbursing the fellowship funds, b) Disciplinary differences are also a crucial factor which largely influences the organization of research, teaching requirements and also the financial support in terms of fellowship. Social sciences research is distinct from the engineering streams and specific guidelines should be designed under the fellowship which takes into account the disciplinary differences, c) Amount and type of financial support are important for the OBC candidates not only while pursuing their MPhil/PhD program but also during their graduate program. The viability of extending financial support to candidates willing to pursue research during their graduate programs should also be considered, d) Nature of research is also a key influencing factor on the which the scheme has got a direct bearing on the funding and research support, the degree to which duration of research projects and the requirement of laboratory facilities and equipment. The fellowship support should also aim at benefitting the laboratory and faculty member rather than just the individual beneficiary, e) A key measure of research productivity is the number of publications and presentations by the fellows. This places the responsibility on the UGC to make sure that the research platforms are increased and access to research platforms are made available and finally, f) Career paths and job market awareness need to be effectively made available to the targeted beneficiaries. This shall ensure that the fellowship program entails benefits to the beneficiaries.



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Evaluation Study of Assistance To Voluntary Organisations For Providing Social Defence Services.

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 Indian Institute of Public Administration, New Delhi, 2019.

The Scheme of Assistance to Voluntary Organizations for Providing Social Defence Services is one of its kind. The Scheme provides financial support to widows, old persons, grown daughters of widows, handicapped/disable persons and orphans adversely affected due to militancy. The Scheme supports those widows, old persons, grown daughters of widows, handicapped/disable persons and orphans whose bread earner of the family is killed or permanently incapacitated because of communal, caste, ethnic or terrorist violence. As per the provisions of the scheme, financial assistance is extended to the target groups with the idea to provide the minimum support of livelihood. It is observed that the state of Jammu and Kashmir has relatively been less benefitted by social security services. The native communities have constantly been victimised due to militancy in the state. It is in this context, initiative of this kind in the form of assisting the dedicated voluntary organisations to extend social services to the victim of the crisis is a progressive move to empower the target groups.

- The scheme defines beneficiary-category as under:
- Widows: Deceased man's wife. The man who was killed due to militancy.
- Old Persons: Irrespective of age group whose breadwinner has killed or incapacitated due to militancy.
- Grown-up daughters of Widows: Those daughters of marriageable age who lost their fathers due to militancy.
- Handicapped/Disabled Persons: Those individuals who became incapacitated due to militancy.

- Orphans: A child is called orphan or destitute when either both the parents or the main bread earner of the family is killed or permanently incapacitated because of communal, caste, ethnic or terrorist violence. The annual income of the family of the eligible child should not exceed Rs. 2 lakh. The Child should not be receiving assistance from other sources regularly. Benefits are extended only up to the age of 25 years.

The widows, old persons, grownup daughters of widows, handicapped/ disabled person and orphans affected by militant activities are eligible to apply for this scheme. To process their application, they need to produce documents including application form available with the concerned district social welfare officers, copy of F.I.R from a police station, income certificate, disability certificate in case of a handicapped person, study certificate, birth certificate in respect of orphans.

The militancy affected widows, old persons, and handicapped/ disabled persons receive the financial support of Rs. 1000/month. The grown-up daughters of widow receive one-time financial assistance of Rs. 40000. The Scholarship to killed militants is given at the rate of Rs. 1000/month as an incentive during their study. It is worth mentioning that for orphans of the normal kind, a scheme is also implemented by National Foundation for Communal Harmony (NFCH) under the aegis of the Ministry of Home Affairs, Government of India wherein upto 25 years of age with an income ceiling of Rs. 2 lakh per annum, three categories of financial incentives within the orphan group is given, namely Rs. 1250/month upto 12th Class, Rs. 1500/month upto graduation and post-graduation level and Rs. 1750/month for pursuing professional courses like medical, Engineering and Management. Uniform amount in the form of pension is allotted to an old person whose breadwinners have lost their lives as a result of militancy and whose family is classified as BPL. Persons belonging to BPL family and having 40 percent and above disability are also provided with a monthly pension of Rupees 1000/-.



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Evaluation study of Venture Capital Fund for Scheduled Castes (Vcf-Sc).

Ministry of Social Justice and Empowerment, Government of India.
 Indian Institute of Public Administration, New Delhi, 2019.

The Scheme of Venture Capital Fund for Scheduled Castes was launched in 2014-15 with a unique feature of advancing loans from Rs.50 lakhs to Rs.15 crores to SC entrepreneurs. Till date loans amounting to Rs. 354.44 crores to 98 companies of SC entrepreneurs have been sanctioned in different areas including Solar Energy, Water Treatment Plants, Food Processing and Beverages, Hotel, etc. Investment under the fund is categorised into two: (1) Financial Assistance up to Rs 5 Crore. The investment under this category shall be funded maximum upto 75% of the project cost and the balance 25% of the project cost will be funded by the promoters. (2) Financial Assistance above Rs. 5 Crore. In this category, the investment would be made maximum upto 50% of the project cost. At least 25% of the project cost has to be financed by bank/other institutions. Balance 25% of the project cost will be funded by the promoters. It is important to conduct technical and feasibility study from an independent source in case required funding exceeds Rs. 5 Crore.

The moratorium for the redemption of principal component is considered on case by case basis but should not exceed 36 months from the date of investment in the company. However, interest/coupon payment commences from the date of investment in the company at regular intervals as determined by the investment committee of the fund. The returns/coupons/interest for financial assistance is linked with 15% per annum equity instruments and 8% per annum in case of debt/convertible instruments are admissible and in the special case of women and disabled entrepreneurs, 7.75% is provisioned. In the case of the company owned by a woman entrepreneur with 51% of the shareholding in the company as the Managing Director, the interest rate of 7.75% is admissible. To qualify disability benefits, the guideline issued by the Department of Empowerment with

disabilities for qualifying disabled persons is followed. The major findings of the study are as under:

1. Presently the scheme is implemented in 17 Indian States, namely (1) Andhra Pradesh, (2) Bihar (3) Assam (4) Delhi NCR (5) Chhattisgarh (6) Gujarat (7) Karnataka (8) Maharashtra (9) Pondicherry (10) Punjab (11) Tamil Nadu (12) Telangana (13) Uttar Pradesh (14) West Bengal (15) Uttarakhand (16) Himachal Pradesh and (17) Haryana.
2. The Venture Capital Fund for Scheduled Castes Entrepreneurs is the only Scheme to promote entrepreneurship amongst the Scheduled Castes and to increase financial inclusion for SC entrepreneurs to motivate them for further growth in the society.
3. Women have had 28.1% representation out of 98 VCF set-ups. The maximum number of ventures have been set up in Maharashtra (32.7%), followed by Andhra Pradesh (15.3%) and Telangana (12.2%). The women representation is about 25% in Maharashtra, followed by Telangana (21%) and Andhra Pradesh (13%).
4. The SDG Goal no. 8.3 vouches for promotion of development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro, small and medium-sized enterprises, through access to financial services. Therefore, a motive to promote entrepreneurship amongst the SCs who are oriented towards innovation and growth technologies and provide concessional finance to the SC entrepreneurs who create wealth and value for society is aligned with the SDG goal no. 8.3.
5. The approach adopted for the evaluation of the Scheme under the study is goal-based, process-based and outcome-based. Both quantitative and qualitative information have been garnered applying questionnaire, in-depth interview, observation and focus group discussion as research tools. The evaluation study has relied upon both primary and secondary sources of data. Primary data was collected from IFCI Limited, promoters and workers/wagers of the companies. Questionnaires were administered to the promoters. Observation-based detailed discussions were held with IFCI Limited, Department of Social Justice and Empowerment, and company promoters. Considering promoters as key stakeholders receiving benefits of the Scheme, to begin with, they were contacted telephonically and then the project-sites were visited. The questionnaire was administered to receive their responses to the objectives of the scheme. It was also intended to know the extent to which the companies covered under the Scheme were aligned with the laid down procedures. Focus group discussions were conducted with the workers of the companies. Thus, the evaluation study took a holistic view by integrating both, the supply and demand- side stakeholders. This approach was applied to identify problems, challenges and constraints in and of the Scheme implementation.

6. The approach of the study is analytical, as indicators have been identified to assess the economic condition before and after the scheme. Apart from this, research tools have also included process-related and multiple issues through an integrated framework to come up with effective findings. Different items of information on the beneficiary profile, basic profile, and information aligned with scheme guidelines and views to enhance the effectiveness of the Scheme have been asked and responses thereof, documented. The sources of information are a balanced blend of primary and secondary information garnered from different layers of stakeholders. Importantly, the views of workers associated with the companies have also been taken to understand the extent to which the scheme has given a chain effect on them. The problems, challenges and constraints in the implementation have been discussed with IFCI and promoters. The information on the criteria adopted for identification of eligible SC entrepreneurs and method applied for motivating them have been taken from IFCI Limited and promoters. For the payback capacity, the bank statements of the borrower have been examined. To assess the employment generation due to coverage of the Scheme, the company promoters were asked to provide the employee details. The qualification details of the entrepreneurs were taken while taking their feedback. The strength, weakness, opportunities and threat analysis have been conducted based on data collected.
7. The objectives of the evaluation study of Venture Capital Fund for Scheduled Castes (VCF- SC) are as under:
- i. To examine the problems, challenges, and constraints in the implementation of the scheme,
 - ii. To study the criteria adopted for identification of eligible SC entrepreneurs and method applied for motivating them to undertake financial inclusion,
 - iii. To analyse the payback capacity of the beneficiaries,
 - iv. To study whether the scheme has resulted in the generation of employment,
 - v. To examine the qualifications of entrepreneurs and their selection criteria,
 - vi. To conduct strengths', weaknesses', opportunities' and their threats' analysis of the scheme,
 - vii. To document the key findings on the data collected from the field on the objectives of the study,
 - viii. To identify shortcomings in the design of the existing scheme if any, and
 - ix. To recommend/suggest for necessary restructuring to be carried in the scheme to achieve desired results and its need for continuation.

8. The samples were drawn from Uttar Pradesh (North Region), Andhra Pradesh (Southern Region), Telangana (Southern Region) and Gujarat (Western Region). Hence, the samples selected are representative of the four regions. The companies selected in the study are financial disbursement/ sanction of below 5 crores. The two companies selected from the southern region, namely M/s Palandu Solar Power Private Limited and M/s Dartyens Power Limited operating in the power sector. The M/s Sunheri Rice Mill Private Limited is from north region associated to agro-business sector. The Rainbow Packaging Private Limited from Western Region is a plastic-sheet producing company. Thus, the samples were taken from three different sectors, namely power, agro-business and plastic manufacturing. Out of the four companies listed, two companies have received the full disbursements. The other two companies have been disbursed less than the amount sanctioned. M/s Sunheri Rice Mills, Bijnore has not started.
9. The performance of the scheme has been evaluated on the output/outcome indicators viz. business model adopted, percentage of SC shareholdings in the company management in last six and twelve months, capital investment in the company, project cost, provision of collateral or corporate guarantee, borrowings from financial institutions, chain effect of the venture on other SC people, the overall profit of the business, payback capacity, ancillary entrepreneurs connected to the venture, employment generated, the wealth of assets created, and innovation and technology being employed.
10. M/s Dartyens Private Limited has installed 3550 modules, 11 tracking motors and 11 SMBs. The company is set up in the land area of 7 acres. The link road to the company is Sagar Road which is 17 kms away from Nalgonda. M/s Dartyens Power Private Limited was set up in 2016 and a loan of Rs. 4.47 crore was sanctioned, of which Rs. 4.35 crore disbursed. The company supplies power to TSTRANCO of Telangana State. The company receives revenue of Rs. 6.49 per unit. The total production capacity of the venture is 1760 units /day in winters, 1360 units/day in the rainy season and 4323 units/day in summers. There were four workers deputed to look after the working of the plant, of which two were from SC community. A total of Rs.58000/month was being spent on human resource.
11. M/s Palnadu Solar Power Private Limited was set up at Inumella Village, Guntur in 2015.. It is situated in 25 acres. It is a 5 MW energy venture. It has 18520 solar modules. The company received a loan amount of Rs. 15 crores. The said amount consists of Rs. 14 crores as VCF-Debt and Rs. 1 cr. as VCF-SC equity. The venture was implemented in the year 2015. Seven workers were found working with the company. A total of Rs. 86000 was spent on human resource.
12. M/s Rainbow Packaging Private Limited, Ahmedabad was set up in 1986. The project is located at Changodar Industrial Estate, Sarkhej Bhavla Road, Changodar, Ahmedabad. Under the VCF-SC scheme, the company was

sanctioned Rs. 2.42 crore in the year 2015. The amount was disbursed for purchasing the printing machine on the plastic sheets. The Company was found producing effective stock value and better results with the newly purchased printing machine.

13. M/s Sunheri Rice Mills Private Limited was to set-up in Bijnore. The promoters expressed their negative concerns about the officials of IFCI Limited. They alleged the officials of IFCI Limited for not effectively processing their requests and asking for undue favours.
14. The sampled ventures were manufacturing units. Out of four ventures studied, two of them were operating in the power sector, one in plastic sheet manufacturing and other, rice mill.
15. The legal status of companies was changed to Private Limited. Before the scheme, except M/s Sunheri Rice Mills Private Limited, the other three companies, namely M/s Dartyens Power Private Limited, M/s Palnadu Solar Power Private Limited and M/s Rainbow Packaging Private Limited underwent structural changes.
16. Before the coverage of the scheme, the promoters provided collateral or corporate guarantee for borrowing financial inputs. However, M/s Dartyens Power Private Limited and M/s Palnadu Solar Power Private Limited did not borrow at all before availing the Scheme's benefits. After being covered under the Scheme, their capacity of investment relatively went up. M/s Dartyens Power Private Limited and M/s Palnadu Solar Power Private Limited invested to the tune of 45.9% and 58.45% which they did not do before being covered under the Scheme. However, the promoters of two other companies, namely M/s Rainbow Packaging Private Limited and M/s Sunheri Rice Mills seem to have enjoyed relief in the investments. M/s Rainbow Packaging Private Limited and M/s Sunheri Rice Mills private Limited invested 80% and 50%, respectively. With the association with the scheme M/s Rainbow Packaging Private Limited and M/s Sunheri Rice Mills private Limited invested 68.36% and 34.19%, respectively. However, M/s Sunheri Rice Mills Private Limited could receive an amount of Rs.100 lakh against the sanctioned loan amount of Rs.256 lakhs. The company after availing the scheme did not move forward with its venture.
17. The employment opportunities have been documented considering the participation of other than SC workforce as well. The employment has been divided into three categories, namely full time, part-time and seasonal. To calculate the total number of employments, the norms of MSME has been followed wherein two part-time employments equal to one full time, and 4 seasonal giving rise to one full time. M/s Dartyens and M/s Palnadu Solar Power private Limited companies did not offer any employment before availing concessional finance. The companies after being covered under

the scheme have started producing positive results on the output indicator of employment generation. Aligned with the Scheme objective, out of the total employment created by companies for SCs, 57.2% additional employments have been created. Employment opportunities for SCs were created to the tune of 100% by both M/s Dartyens and M/s Palnadu Solar Power whereas 52.38% additional employment opportunities were created by M/s Rainbow Packaging Private Limited. The analysis recognizes the adverse impact of the Scheme on M/s Sunheri Rice Mills. It is to be noted that both M/s Dartyens and M/s Palnadu Solar Power did not create any employment opportunities before their coverage under the Scheme. Thus, the progressive growth in the creation of employment opportunities is visible in the case of M/s Rainbow Packaging Private Limited.

18. Considering that the workers working with the companies were directly linked with the ecosystem of the business and receiving the first-hand interface, bringing about attitudinal changes to orient them to a similar venture, responses were documented. During our focus group discussion, it was clarified that the workers of companies cannot afford to initiate a venture of that kind. However, workers from M/S Rainbow Packaging Private Limited, Gujarat expressed their willingness to start-ups. No workers from other company expressed their desire to start any venture fostering entrepreneurial values. Thus, 25% of the workers have expressed that they would be setting-up similar venture in the future.
19. Before the coverage of the Scheme, the sampled companies did not have 'very good' profits. The two companies operating with the power sector have not responded to the concerns. The actual profit has been received by two companies, namely Rainbow Packaging and Sunheri Rice Mills Private Limited to the tune of 1.5% and 7%, respectively. The payback capacities of power sector companies have not responded on their transactions with financial institutions whereas the two companies borrowed loans from commercial banks. Barring M/s Rainbow Packaging Private Limited, no company associated small SC entrepreneurs. The technology being used before the Scheme has been normal printing responded by M/s Rainbow Packaging Private Limited. Overall, most of the companies on the above-mentioned parameters are under-performing.
20. After the implementation of the Scheme, the entrepreneurs responded to the component of profit received. M/s Palnadu has reflected 'no-response' in the column of profit received. The Sunheri Rice Mills which has not started the venture and remains silent on all the components. M/s Rainbow Packaging has expressed good profit received after its inclusion to the scheme. The company promoters fulfil their financial requirements by taking loans from commercial banks. The company supports less than 20 small SC entrepreneurs. They provide scholarship to SC students from their profit. They are using 'rotogravure' innovative technology to redefine their economic growth. M/s Palnadu Power Private Limited is mostly silent on the aforementioned output indicators. So is the case with M/s Dartyens Power Private Limited.

- 21.** The design of the scheme intends to benefit the SC community entrepreneurs. The implementation of the scheme is such that only selected financially competent promoters can get the benefit. As it is clear from the Scheme guideline that above five crores of the project cost, the funding is available to the tune of 50% and in case the below amount, it has been provisioned at 66%-75%. The common SC people cannot afford to invest in such a high amount. Looking at the ventures in operation, it seems to have touched mainly the socio-economically empowered SCs.
- 22.** The ratio of disbursed amount and number of beneficiaries can give us an indication of input use efficiency. The efficiency of use of input can be computed by taking a simple ratio of output to input. The average input use efficiency has been calculated as 0.44. Keeping the average as standard, we find that only in the inception year i.e. 2014-15, the efficiency level is higher than the average. In the year 2016-17 and 2019-20, the efficiency level is progressing towards the average level.



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Integrated programme for Senior Citizens.

Ministry of Social Justice and Empowerment, Government of India,
Indian Institute of Public Administration, New Institute of Public
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The Scheme of Integrated Programme for Senior Citizens (IPSRc) is implemented to provide healthy, happy and active ageing for elderly people. The Document of the Scheme lays down, the vision, mission and action plan for the welfare and well-being of the senior citizens of our country. The evaluation study has mapped out the programme's performance based on output/outcome indicators derived from both the objectives of the Scheme and the evaluation study. The evaluation of the Scheme has been conducted keeping in view the top four needs of the senior citizens viz. financial security, food, healthcare and human interaction with dignity in life. It has also assessed the facets of safety/protection and general well-being of elderly people while living in senior citizen homes.

The scheme was evaluated considering the objectives of the evaluation study prescribed in the Letter of Award (LoA). Besides this, relevant indicators commensurate to the scheme's objective have also been identified and worked out. Objectives of the evaluation study were to assess the different parameters such as availability of proper infrastructure, quality of services provided, availability of staff and to examine the socio-economic background of the inmates. Keeping in view the aforesaid objectives the research team covered 93 Senior Citizen Homes (SCHs) and 2310 senior citizen beneficiaries from all the eight stipulated states viz. Andhra Pradesh, Assam, Karnataka, Maharashtra, Manipur, Odisha, Tamil Nadu, and West Bengal.

For preliminary data collection, meetings were conducted with the officials of the Ministry of Social Justice and Empowerment. For primary data collection, two sets of questionnaires were developed. One, for the beneficiary senior citizens, and another for the management representative or superintendent of the SCHs. The first part of the questionnaire for beneficiary senior citizens entailed detailed demographic information of the senior citizens. This part included their age, marital status, qualification, their caste, qualification of their spouse, number of children, their employment status, their financial status, employment status of their children, the extent of interaction with their children etc. The second part contained information on four constructs i.e Infrastructure, Meals, support services, medical facilities and services, to be sought from senior citizens on a five-point Likert scale ranging from strongly disagree -1 to strongly agree- 5. This scale helped in getting the mean value on a particular item of a construct. The mean value above 2.5 is considered as good value. The third part contained a subjective question on the generic issues and challenges faced by them in their SCH and their suggestions for making the SCH better. The questionnaire for management or superintendent of SCH also sought information on different parameters such as challenges and issues faced by them in running the SCH in addition to question on seeking their suggestions for making SCH better. Collected data was cleaned and then analysed using statistical techniques. The salient findings of the evaluation study are as under:

1. A total of 430 Senior Citizen Homes (SCHs) are operational under IPSrC Scheme across 24 States. The maximum numbers of SCHs have been identified in Andhra Pradesh, followed by Tamil Nadu, Karnataka and Maharashtra. The Ministry has opened more SCHs in a state where there are more destitute and needy senior citizens. For example, in Andhra Pradesh, there are a total of 65 SCHs and 6295 senior citizens in the year 2018-19. The major reasons for more number of senior citizens joining these SCHs were found out to be their being widow or widower, their lack of care from the children coupled with their poor financial status and feeling of isolation. It is indeed clear that SCHs help to provide them with a secure and dignified life. It can be inferred that SCHs help them in improving the quality of life and well-being of the senior citizens.
2. Over the past 3 financial years, the number of projects assisted under the scheme has gone down from 761 in FY17 to 746 in FY19. Although the number of NGOs assisted under the scheme has marginally gone up from 328 in FY17 to 354 in FY19, the number of beneficiaries impacted has witnessed an 8% decline in FY19 as compared to FY18.
3. The maximum number of beneficiary senior citizens were from the social category of OBC (49%), followed by SC (17.7%), ST (7.4%), Others(1%) and General (12.2%). In the general category, the maximum beneficiaries were from West Bengal, followed by Andhra Pradesh, Tamil Nadu and Odisha. In

the Minority community, most of the beneficiaries were from Assam, followed by Manipur, and Andhra Pradesh. In OBC Category, the maximum numbers of beneficiaries were from Odisha, followed by Andhra Pradesh, Tamil Nadu and Karnataka. In the state of Odisha, beneficiaries from SC category were comparatively more than the other states. From the social category of ST, more number of beneficiaries were reported in Manipur, followed by Andhra Pradesh and Tamil Nadu.

4. Senior citizens in SCHs i.e 1821 were from the rural background as compared to 489 senior citizens who were from urban background. The maximum number of senior citizens from rural background are enrolled in Odisha while the maximum number of senior citizens from the urban background are enrolled in Karnataka and Andhra Pradesh. Majority of senior citizens i.e 979 lie in the category of having 1 or 2 offspring. Many of them have 3 to 4 children. It is disheartening to note that still, they have depended on SCHs to live the rest of their life. It brings our attention to the fact that children nowadays are trying to absolve themselves of this major responsibility to look after their parents. It is interesting to note that people having no children are also in huge number in senior citizen homes in the study. Joining of an SCH by a person having no children is still justifiable but a senior citizen who has children are also left alone to fend for themselves.
5. Around 75.2% report to be self-employed whereas around 17% of them remain unemployed. In the sample under study, the least number of beneficiaries (1.3%) are engaged in the Government sector. This further indicates that those who are self-employed tend to join SCHs as compared to other categories. It implies those who are in formal settings are the least potential to join SCHs.
6. To cover the socio-economic background of beneficiary senior citizens, around 43.7% of the beneficiaries were involved in engaging themselves in running shops or managing own businesses. Moreover, around 21.7% and 16.4% of the beneficiaries worked as an attendant and higher officials, respectively. As far as the sector of employment of the beneficiaries is concerned, around 75.2% report to be self-employed whereas around 17% of them remain unemployed. In the sample under study, the least number of beneficiaries (1.3%) were engaged in the Government sector. Around 72% of the respondents in the sample reported that almost all the members of the family were dependent on them whereas just about 28% were of the view that some family members were dependent on the respondent. This suggests that there were other factors at play beyond the dependency of the family members on the Senior Citizens of the family which played a role in them moving out of their homes and seeking shelter in the SCHs.
7. 40.4% of the respondents had no interaction with family members as a reason to join SCH whereas, around 29% of the respondents in the sample had interaction sometimes, only 15% of the beneficiaries in the sample

had frequent interactions with their family members. This validates the fact that isolation within the family is a major reason behind the decision of the beneficiaries to move out of their homes.

8. Input use efficiency, also known as the productivity ratio refers to the extra unit of output generated from an additional unit of input. This indicates as to how efficient the input (funds disbursed in the context of the scheme evaluation) was in terms of generating the required output (the beneficiaries covered). The efficiency of input use can be computed by taking a simple ratio of output to input. A higher input use efficiency ratio indicates that output is maximized without requiring more of any input values or use of input is minimized while satisfying at least the given output levels. The effectiveness of the scheme has been declining in terms of beneficiaries impacted vis-à-vis the funds released. The gradual decline in the number of beneficiaries impacted out of each crore of rupees spent is indicative of the narrow coverage and outreach of the scheme.
9. Infrastructural facilities' score is 3.6 which stand above the average of the rating scale i.e. 2.5. Hence, the infrastructural facilities are better in the eight sampled states of the study. The Kitchen of Andhra Pradesh's SCHs have scored the highest. The lowest score is visible in the SCHs of Karnataka. The kitchen facilities in SCHs of Assam, Maharashtra, Manipur Odisha, Tamil Nadu and West Bengal are in the range of 3.07-4.3.
10. It has been found that for access to medical care facilities, the mean value is 3.8. The SCHs performing above Mean value are from the states of Andhra Pradesh (3.83), Assam (4.4), Manipur (4.42) and Tamil Nadu (3.87). The below Mean value performing SCHs are from the States of Karnataka (3.03), Maharashtra (3.61), Odisha (3.61) and West Bengal (3.66).
11. The Regional Resource and Training Centres (RRTCs) promotes the programme to build and strengthen intergenerational relationships particularly between children/youth and Senior Citizens. Quality of services provided to the RRTCs have also been rated by the beneficiary senior citizens. The mean value of the eight states on the component has been computed as 3.7. The above mean value RRTCs are from the states of Andhra Pradesh (4.16), Karnataka (4.05), and Manipur (3.77) whereas the below mean value RRTCs are from the States of West Bengal (3.55), TamilNadu (3.58), Odisha (3.6), Maharashtra (3.59) and Assam (2.95).
12. The ministry prescribes the SCHs to have a superintendent (fulltime), a doctor(part-time), a yoga therapist (part-time), a social worker / Counsellor (part-time), nurses(part-time), cook (full time) and three multi-tasking staff (full time). The availability of the prescribed resource base has been evaluated in the study. Their availability has been assessed using Likert scale. On the availability of doctors, the Mean value has been calculated as 3.88.
13. The Mean value on the component of availing services of nurses has scored a mean value of 4.05. Above the mean value performing SCHs are from Manipur

(4.4), Karnataka (4.36), Assam (4.32) and Andhra Pradesh (4.61). Below the mean value on the same indicators, the services provided in the SCHs are from West Bengal (3.65), Tamil Nadu (3.93), Odisha (3.73), and Maharashtra (3.39).

14. Medicine is required to be available at the SCHs. The mean value on the component is 3.93. The above mean value performing SCHs are from the State of Manipur (4.65), Karnataka (4.35), and Assam (4.24). The below mean value performing SCHs are from the states of West Bengal (3.67), Tamil Nadu (3.49), Odisha (3.68) and Maharashtra (3.46).
15. Timely yoga therapists on a part-time basis are to be associated with SCHs, as prescribed by the guidelines of the scheme. The mean value of the component is 3.72. Above mean value performing SCHs on the aforesaid component are from the States of Manipur (4.36), Karnataka (4.43) and Assam (3.99). The below mean value SCHs are from the states of West Bengal (3.59), Tamil Nadu (3.51), Odisha (3.66), Maharashtra (3.21) and Andhra Pradesh (3.0).
16. The helper service to be provided to the senior citizens in the SCHs was studied using the Likert scale. The Mean value on the component of SCHs across states is 3.70. The above mean performing SCHs on the said component are from the states of Tamil Nadu (4.27), Manipur (3.79), Karnataka (4.36) and Andhra Pradesh (3.82). The below mean performing SCHs on the said component are from the States of West Bengal (3.56), Maharashtra (3.4), and Assam (2.68). The score of SCHs from the state of Odisha is the same as the derived mean value.
17. The cook is to be hired on a full-time basis as per the guideline of the Scheme. It was found during the study that the cooks were not necessarily professionals. The mean value for the cook service has been computed as 3.94. The above mean values for the cooks working with the SCHs have scored from the states of West Bengal (4.17), Tamil Nadu (4.15), Manipur (4.68), Karnataka (4.36). The below mean value for the cooks were from the States of Odisha, Maharashtra, Odisha (3.73), Maharashtra (3.65), and Assam (3.75) and Andhra Pradesh (3.0).
18. The mean values scored by SCHs in descending order are Manipur (4.4), Karnataka (4.1), Assam (3.9), equally west Bengal (3.7) and Tamil Nadu, Odisha (3.6) and Maharashtra (3.5). Availability and required staff component has obtained the scores in the descending order are the availability of nurses (4.05), cook services (3.94), Medicine (3.93), Doctors (3.88), timely availability of Yoga Therapist (3.72) and helper (3.70).
19. In the last 5 years, a total of 1000 inmates' living in senior citizen homes have passed away. Out of the 177 SCHs' information received on deaths of inmates, 7.7% men and 10.6% women in 2015-16, 7.6% men and 11.1% women in 2016-17, 7.1% men and 12.5% women in 2017-18, 8.7% men and 12.5% women in 2018-19 and 7.1% men and 15.1% women in 2019-20 have been recorded. Across the years, the maximum inmates' deaths have occurred

in SCHs of Odisha (21.6%), followed by Tamil Nadu (19.8%), Karnataka (17.7%), Andhra Pradesh (14.3%), Manipur (12.1%), Maharashtra (4.8%) and Assam (1.1%). The average deaths of inmates have been calculated as 125 with the standard deviation of 72.8 which gets reflected in the range of 205 layings with maximum 216 and minimum 11. The tabular information reveals that across the years, more deaths of women inmates have been recorded, as compared to men.

20. Before the scheme, around 42% if the beneficiaries had no access to any kind of financial assistance whereas, after the scheme, around 70% of the beneficiaries have been able to seek financial assistance. This hints towards increased financial mobilization among the beneficiaries after being inducted to the scheme.
21. While a majority of the respondents rated the medical facilities, they accessed at home as satisfactory (around 35% of the beneficiaries), there has been a transition from the facilities being satisfactory to the medical facilities being rated good as being received under the Scheme. This tends to suggest that the medical infrastructure at the SCH under the scheme has been able to meet the needs of the beneficiaries.

RECOMMENDATIONS

The 'Integrated Programme for Senior Citizens (IPSc) is a good Scheme and properly managed. Looking into the importance and efficacy of the scheme, the evaluation study team recommends it to be continued with enhanced financial allocations. However, despite being an effective scheme, there are some of the suggestions which came to the fore during the study for enhancing the efficacy of the scheme which are given below:

The Ministry of Social Justice and Empowerment should enhance the funds allocated to the scheme as this would help to improve the conditions of SCHs supported.

1. The ministry should ensure that these funds are disbursed on time.
2. Regional resource training centres (RRTCs) should more frequently organize the capacity building programme for the senior citizens as this would help them become more productive. After learning a particular skill senior citizens can contribute more towards social upliftment and betterment.
3. The Ministry of Social Justice and Empowerment should suggest the names and types of social activities an SCH can engage in. It should also provide some avenues for easy engagement of senior citizens into those activities.
4. Some specific SCH should be selected as a model SCH. This model SCH would be the one where inmates are fully satisfied with the SCH and its various services and facilities. The information about this model SCH should

be widely publicized and circulated to all the other SCHs in other states to replicate. This would provide the management of SCH a benchmark to follow on. A brief write up of around 1000-1500 words on this model SCH should be developed, which should be sent to all SCH including Regional Resources Training Centres. This write up should also entail the issues and challenges faced by this SCH and the measures taken by it to overcome them. This would help the management of other SCHs to develop insight into a different aspect of managing SCH. It would also provide valuable inputs into the efficient and effective management and smooth functioning of SCHs.

5. The Ministry of Social Justice and Empowerment should bring out clear cut guidelines which should be mandatory for SCHs to follow regarding entertainment of senior citizens such as showing them films every month, organizing their outings and religious congregations such as Bhajan sandhya etc every month. These would not only help in uplifting their mood but also help in enthusing positivity, enthusiasm and motivation in them. This is a stage of life where senior citizens tend to feel depressed on account of reasons such as separation from family and children, poor health conditions, dependence on others and being on the fag end of their life etc. A happy senior citizen would prove to be more productive for society.
6. There are some states such as Andhra Pradesh where a number of senior citizens in SCH are in more as compared to other states. Therefore, it is also pertinent to understand the socio-economic conditions of any such state as well which compels a senior citizen to join SCHs.
7. There is a need to broaden the scope of this scheme to other states and UTs as well such as Delhi, Gujarat and Rajasthan etc to provide the benefit of an old age home to senior citizens of those states as well. Scope of this scheme can gradually be enhanced to all the states of India which would help in upgrading the status of senior citizens in India.
8. A team should be entrusted with this responsibility to visit SCHs at a frequent interval. This would keep the management of SCHs on their toes about the upkeep of SCHs as they would be cautious about surprise visit of the team from the ministry to any SCH.
9. There should be increase in the payment of superintendent and staff of SCH as well.
10. There are senior citizens who need continuous care. Therefore, additional allocation of the medical fund would help in meeting their emerging and urgent medical needs. Medical care is needed more for elderly people in SCHs at this age and stage of their life. Therefore, more fund should be allocated for medical purposes. This increase in the fund would help in the frequent visit of the doctor and nurses to the SCH.

11. Training should also be arranged for the management and staff of the SCHs at RRTC's to sensitize them about the needs and requirements of the elderly people. This would help in improving the behaviour of the management or staff or the service providers towards elderly people.
12. Ministry should conduct regular workshops with management of SCHs at RRTC's at the regional level. Proper guidance and training should be provided by the ministry about the IPSrC in these workshops.
13. The IPSrC should be revised regularly once in every 2 years keeping in view the constantly changing and dynamic environment
14. There should a regular social audit and monitoring of SCHs. Regular inspection and monitoring of the SCH may improve the efficacy of the scheme.
15. There is a need to create awareness among people about the needs and requirements of elderly people by holding camps in rural and urban areas.
16. Transport facility should be provided by the local bodies or the state government to the SCHs so that inmates can be taken to the hospital in case of emergency.
17. There should be a provision to ensure that bedding and mattresses are available in SCHs. Beds should be arranged properly. Order of keeping beds in the room should be appropriate to give adequate space for movement to every senior citizen.
18. The staff of SCHs should be clearly instructed to maintain the cleanliness in their respective SCHs as there should be more cleanliness in the rooms, kitchen and washrooms.
19. Bed sheets should be washed weekly to maintain proper hygiene. Some disinfectant should be used for mopping the floor as this will help maintain the floor cleanliness.
20. Rooms should be properly ventilated so that there is no smell in the rooms. There should be net on the windows so that mosquitoes do not enter the room. It will also help to let the fresh air in the rooms.
21. Picnics and outings should be frequently organized to provide entertainment and relaxation to the senior citizens.
22. There are some states such as Andhra Pradesh where a number of senior citizens in SCH in more as compared to other states. Therefore, it is also pertinent to understand the socio-economic conditions of any such state as well which compels a senior citizen to join SCHs.
23. SCHs should be encouraged to develop a garden either on the unused land or on the terrace of SCH so that vegetables & fruits can be planted there. These organic vegetables & fruits can be used by inmates. Gardening would keep inmates busy and in a cheerful mood as well.



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On the basis of monitoring of the scheme/s and programme/s, the district of Badaun has improved considering the follow-up action suggested by previous NLM. The major findings and corresponding suggestions stemming from the report are as under:

1. All the job seekers were well aware of the provisions of the scheme that they can demand 100 days of employment in an FY when 'in need' and when they demanded, they all were provided with jobs within 15 days of demand. But it was observed that an acknowledgement receipt was not provided to all. It was also noted that the GPs executed the works from the approved shelf of projects only and in accordance with approved estimates. The functionaries were found technology savvy. However, the GP offices did not have computers or internet facilities to seed the data. The interruptions in line enabling internet connection were expressed as one of the hurdles.
2. Respondents of villages from GPs namely Bhiduliya Palasi, Binawar and Lahi Faridpur of Salarpur Block reported mostly delayed payment of wages within a stipulated time period of 15 days while remaining used to receive sometimes late delivery of payments. The reason was attributed to delay in the measurement of works as well as the delay from the Bank for an average of 3 to 4 weeks.

3. In the GPs of Mithamai, Bari Khera(S.Nagar) and Bhiduliya Palasi, an effective Quality Management Mechanism was established for works executed under MGNREGA and proper training and capacity building of the personnel involved in Quality Management was ensured. But for the remaining 7 GPs, an effective Quality Management Mechanism was not found.
4. All the works were monitored by the Block Level Officials in all the GPs.
5. Except for some of the PRI members of Sarwa village, all other members were fully aware of social auditing and its provisions. The GPs of all the sample villages have conducted Social Audit from the Gram Sabha with respect to MGNREGA works executed by the *Panchayats*. The date, time and agenda of the Social Audit were adequately & timely publicized to ensure maximum participation.
6. There were no use of labour displacing machinery and no involvement of contractors for siphoning off the work.

DEENDAYAL ANTYODAYA YOJANA - NATIONAL RURAL LIVELIHOOD MISSION

1. One of the remarkable achievements noticed by the NLMs in these villages is the complete mobilization of the targeted households under the scheme into SHGs. However, there were no targeted ST households in these villages.
2. It was observed by the NLMs that in Bhiduliya Palasi village, only the office bearers had the awareness of simple banking procedures and processes and other necessary bookkeeping and record management skills
3. The SHGs which follow 'Panchsutras' are considered to be of good quality and over the years. The SHGs which follow Dassutra model is considered creditworthy and thereby financial proceedings are facilitated easily.

National Social Assistance Programme(NSAP)

1. Of the total 716 beneficiaries of pension in the Budaun District, maximum pensioners were from IGNOAPS scheme and comprise of around 44% of the total pensioners. IGNWPS covered 39 % beneficiaries while the remaining 17% were IGNDPS beneficiaries. The maximum beneficiaries for the pension for all the schemes were from the sample village of Binawar GP of Salarpur block, with the highest of 93 numbers for IGNWPS. IGNOAPS and IGNDPS had beneficiaries of 75 and 38 in number from the same village.
2. The monthly amount of pension received by beneficiaries was Rs. 400/- under IGNOAPS, and Rs. 500/- each under IGNWPS and IGNDPS schemes.

3. The GP functionaries, as well as the villagers of all the sample villages, had good awareness about all the three pension schemes under NSAP and about the separate Central & State components of the Schemes.
4. A total of 54 families from the sample villages were availing benefit from NFBS scheme during the last three years and in 70 % of the villages, most of the beneficiaries had satisfaction with the amount sanctioned while only in 30% cases, sanction time and process were reported satisfied by most of the beneficiaries. It is found that the amount of pension is considered low by almost all beneficiaries.
5. In all the sample villages, the beneficiaries faced some time delay and irregularities in receiving the pension amount to their accounts or as cheques. In case of delays, he/she approached their respective Block Development Officer (BDOs) for redressal of their grievances.

PR-I

1. 30% of the *panchayats* in these sample villages did not have a building that they own or rent. Among the ten villages sampled, only one village Ujholi of Jagat Block had a functional sanitation facility and drinking water facility. 90% of the villages did not have a ramp facility except the Khunak village of Jagat Block. Notice Board and Information Dissemination Wall, computer systems and internet facilities, meeting hall or any biometric system are all absent
2. Among the Elected Representatives of the Gram *Panchayats*, it was found that there were 23 persons who were illiterate. 8 persons were literate and 14 persons were educated up to the primary level. 33 persons were educated up to the Class of VIII.
3. A total number of 151 staff positions were sanctioned in these sample Gram *Panchayats*. Five staff belonging to different positions was interviewed and their details are illustrated village wise in table 16. It was observed that the Secretaries in the entire Gram *Panchayats* were either Graduates or Post Graduates and the *Rojgar Sahayaks* were educated above the matriculation.
4. It was found by the NLMs that no revenues were generated in these villages from taxes and they did not receive any voluntary contributions or donations during the previous years of 2017-18 and 2018-19. It was observed that there was a considerable decrease in eligible grants from Central Finance Commission to 40 % of the villages and from State Finance Commission to 60% of the villages compared to the previous FY 2017-18.

PR-II

1. It was found that in Bari Khera(S.Nagar) village of Jagat Block, the ERs and the Panchayat functionaries or staff are not at all aware of the use and functions

of the e-Panchayat applications. Only in the village of Bhiduliya Palasi in Salarpur Block, the ERs and the Panchayat functionaries are well aware of the e-Panchayat applications. And the remaining eight villages know to some extent about its use and functions.

2. The members (ERs) are well aware of their role and responsibilities in the GPs in all the visited villages. The Gram *Panchayats* take decisions in a fair, transparent and democratic manner. It was also found that there was sufficient participation of women and SC/ST members in the GP meetings.
3. Regarding the various GP Committees and Standing Committees, their meetings were also conducted regularly as per the provisions of the State PR Act. However, it was found that the decisions made by these committees were fair, transparent and democratic only to some extent. There was sufficient participation of women and SC/ST members in these Committees.
4. The Gram Sabha meetings were conducted regularly in all the villages. There was sufficient participation of women, SC, ST and other weaker sections in Gram Sabhas except in Sarwa and Vakarpur Khrrer villages, where only to some extent their participation was found. The management of markets and slaughterhouses were not properly coordinated by the PRI representatives in 90% of the villages, except the Bhiduliya Palasi village.
5. In all the villages, their respective GPs initiated development of the GP development plan (GPDP) and they are aware of the resources which are enveloped from the beginning of GPDP. The ecosystem for GPDP was also initiated and completed well in time in these villages. Social mobilization and active publicity activities are undertaken as a part of environment generation for GPDP. It was noted that the primary data collection for Situation Analysis was done through participatory manner but CBOs or SHGs of women and other local groups were not included in the processes of GP Planning in all the villages.

PMAY-G

1. The programme was conducted in all the ten GPs and the data was collected from the beneficiaries. A total sample of 50 houses was selected randomly with 5 each from 10 sample villages of 10 GPs of 3 blocks of the district.
2. Each of the ten sample villages in Budaun district prepared an annual select list on the basis of Socio-Economic Caste Census- 2011 and it has been approved by their respective Gram Sabhas.
3. It was noted that in all the villages the man-days and toilets were constructed in convergence with MGNREGS and Swachh Bharat Mission-Gramin (SBM (G)).

4. It was observed that trained Rural Masons were available either in the villages or neighbouring villages in the district. Social auditing has been conducted in all the villages under PMAY-G during FY 2017-18. It was noted that bouquet of house design typologies was not provided to the beneficiaries in 90% of the villages surveyed except in Binawar village.
5. It was found that there were most of the beneficiaries in Govind Pur Shiv Nagar village in Bisauli Block was under the previous Housing scheme of Indira Awas Yojana (IAY). They were sanctioned an amount of Rs 70000 which was paid in two instalments of Rs 35000. No delay was found in payment of instalments.
6. Under the PMAY-G scheme, the sanctioned amount is Rs 120000 payable in three instalments, 30% paid as the first instalment, 58% paid like the second instalment and remaining 12% paid like the third instalment. Besides these, assistance was provided under the schemes of MGNREGA and SBM-G. However, this assistance was not provided to the IAY beneficiaries.
7. For 90% of the beneficiaries interviewed, the houses were completed & occupied by them. For some of them, the construction was progressing towards the last stages. It was found that in all the houses, only one room was constructed. The wall was constructed using burnt bricks and in most of the cases, it was not plastered. Concrete roof and temporary flooring were done. Windows and doors were installed in all the houses. The households had in house piped water supply connection and functional sanitary latrine or toilet. But it was noticed that the facility of tapped water was not available to them and thus they had to carry water from outside. Toilet construction was done using SBM funds. It was found that the assistance received under PMAY-G was not adequate to construct the house and therefore they had to invest from their savings. Overall the beneficiaries were satisfied with the PMAY-G scheme.



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MGNREGS

1. Only a few of them in the villages of Borgaon and Teen Kheda were aware of their entitlements under unemployment allowance if work was not provided, as per the provisions of the Act. Workers being paid less than the minimum wage rate were reported from sample job card holders of Pindrai Kala village of Chhindwara block. Due to less output by the workers than prescribed tasks. Only 50% of the GPs had a post office or bank branch within that GP area.
2. 70% of the villages sample had MGNREGA works taken for convergence with other schemes during the FY 2018-19.
3. Except for the GPs of Khutia, Pindrai Kala, Bisapurkala, Borgaon, and Teen Kheda, an effective Quality Management Mechanism was established for works executed under MGNREGA and proper training and capacity building of the personnel involved in Quality Management was ensured.
4. The GP of the sample villages except Bisapurkala and Borgaon has conducted Social Audit from the Gram Sabha in respect of MGNREGA works executed by the Panchayat.
5. Only some of the villagers in Umrahar, Sarotha, and Borgaon were satisfied with the usefulness of works taken up under MGNREGA.

1.1.1 DAY-NRLM

1. It was noted that among the ten sample GPs selected for the study, only in the two GPs of Khutia and Bisapurkala, this scheme was implemented. Complete mobilization of the targeted households including ST households under the scheme into SHGs was not achieved in Bisapurkala village.
2. SHG members of Khutia village are contributing regularly in the savings and lending funds amongst themselves as and when needed, while in the Bisapurkala village, only some of the members were contributing to the savings and lending funds amongst themselves.

2.1.1. NSAP

1. Of the total 823 beneficiaries of pension in the Chhindwara District, maximum pensioners were from IGNOAPS scheme and comprise of around 68% of the total pensioners. IGNWPS covered 25 % beneficiaries while the remaining 7% were IGNDPS beneficiaries.
2. In Bije Pani village, the State had contributed Rs 100 for the IGNOAPS scheme.
3. Except for Bhandkhapa village annual verification of pension, beneficiaries were found to be carried
4. In the village of Pindrai Kala one to three months delay was observed in the release of funds from higher levels to lower levels implementing agencies.

3.1.1 Panchayati Raj-I

5. Bisapurkala did not have proper drinking water facilities.
6. Except for Bije Pani GP, all other nine GP had proper ramp facilities
7. Umrahar and Bhandkhapa GPs did not have a functional sanitation facility.
8. Among the Elected Representatives of the Gram *Panchayats*, it was found that there were 28 persons who were illiterate, 16 persons were literate, 47 persons were educated up to the primary level, 24 persons were educated up to the Class VIII.
9. In Gram *Panchayats*, no sanctioned staff positions in Khutia and Umrahar villages was seen.
10. Only Sarotha village of Mohkhed block generated revenue out of taxes. Due to lack of funds, the GPs had to depend on CFC and SFC.
11. Assets were created in the form of buildings by Sarotha and Bargaon villages and revenue generated therefrom.

4.1.1 PR-II

1. Khutia was not using the e-Panchayat applications PRIASoft and instead, it was using Punch Parmeshwar.
2. In Satnoor village GP, meetings were not conducted. And in the rest of the villages, the meeting was not conducted in required frequency as desired by the State PR Act.
3. Only in a few villages, the members (ERs) are aware of their role and responsibilities only to a certain extent.
4. The participation rate of women and SC/ST members were only 40% in village GP meetings.
5. In Bhandkhapa village, Gram Sabha meetings were not conducted regularly.
6. Poor Coordination between PRI representatives and functionaries in the villages of Borgaon was observed with all the Development Departments and the Khutia village and Animal Husbandry Department
7. No training has been provided to PRI representatives and functionaries of Bisapurkala village on dealing with the issue of Disaster Management, Women & Gender, Disabled, other Disadvantaged Sections, Dispute Resolution and Conciliation, Alcoholism and Drug, Child Labour and untouchability issues.
8. Except for Teen Kheda village, the technical and administrative appraisals and approval processes were followed by GPs of every village and the monitoring of the implementation of GPDP was ensured

5.1.1 PMAY-G (GP)

1. Total 375 landless beneficiary households in the Permanent Waiting List were found among which Teen Kheda alone had 253 landless beneficiaries.
2. No Piped Water Supply was installed in any villages under the scheme of National Rural Drinking Water Programme (NRDWP).
3. In 40% of the households in house piped water supply connection was provided.

6.1.1 PMGSY

1. Roads, SH26 to Umaria Isra in Khutia village and SH6 to Bhandkhapa in Bhandkhapa village was inspected by the NLM and both were completed in 2017.

7.1.1 SAGY

1. This scheme was implemented in two villages namely Khutia and Bisapurkala in Chhindwara district.
2. There were no animal health camps in the village.
3. Grievance Redressal Camps were not organized in the GPs.
4. Interactions or Charcha with occupational groups and local organizations including youth clubs were not encouraged in the meetings.
5. No steps were taken to maintain the drainage system and to clean the existing water bodies.
6. The awareness level was poor in the villagers of Khutia



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In Kasganj District, only some of the job seekers were found aware of the provisions of the MGNREGS scheme, acknowledgement receipt was not provided to all the beneficiaries when they applied for the job.

- Labour budget including preparation of development plan and the shelf of works are undertaken in Gram Sabha. GPs executed the works from the approved shelf of projects only and in accordance with approved estimates. In all the villages, at the block level, the data was entered using software called NREGA Soft as the GP offices did not have computers or internet facilities.
- All the payments to the beneficiaries were made through the PFMS mode directly to their bank accounts. Delay in the measurement of works as well as the delay from the bank for an average of 3 to 4 weeks results in delayed payment to the workers.
- The wagers of the scheme were found to have the job card, with its entries matching with that of the muster rolls of the Government.
- No MGNREGA works were taken for convergence with other schemes during the FY 2018-19

- Except for the GPs of Dhawa, Orangabad, Hodalpur, and Laher Barkula, an effective Quality Management Mechanism was established for works executed under MGNREGA and proper training and capacity building of the personnel involved in Quality Management was ensured.
- Except for some of the PRI members of Ladhauli and Orangabad village, all other members were fully aware of social auditing and its provisions.
- In Orangabad village of Patiyali block, none of the villagers was satisfied with the usefulness of works taken up under MGNREGA.
- 80 percent of the SHGs in the villages and the office-bearers had the awareness of simple DAY-NRLM's banking procedures and processes and other necessary bookkeeping and record management skills.
- All the SHG members of the three GPs are contributing regularly in the savings and lending funds amongst themselves as and when needed. Recovery or payment of inter-lending was regular by all members. However, villages of Bagbas and Diwan Nagar, none of the SHG funds, which is available in the form of savings, revolving fund and loan, was utilized in productive activities and in other villages, a portion of the SHG funds was utilized in productive activities.
- Of the total 552 beneficiaries of pension in the Kasganj District, maximum pensioners were from IGNWPS scheme and comprise of around 41 per cent of the total pensioners. IGNOAPS covered 38 per cent beneficiaries while the remaining 21 per cent were IGNDPS beneficiaries.
- Under Panchayati Raj- I, Garhi Pachgai village in Soron block, only some of the target beneficiaries from the other villages were aware of the procedures and entitlements under IGNOAPS/IGNWPS/IGNDPS
- Under Panchayati Raj, I, Garhi Pachgai village, for most of the beneficiaries the pension was received on time and in case of delays
- 30 per cent of the *panchayats* did not have a building that they own or on rent. All the *panchayats* lack in the ramp facilities, computer systems, internet facilities, notice board, information dissemination wall, meeting hall or any biometric system.
- Among the elected representatives of the gram *panchayats*, 21 persons are illiterate. 4 persons are literate and 15 persons are educated up to the primary level. 34 persons are educated up to the Class of VIII.
- The secretaries in the entire gram *panchayats* were either graduates or postgraduates and the *Rojgar Sahayaks* were educated up to Class XII.
- Under Panchayati Raj- I, no revenues were generated from taxes and villages did not receive any voluntary contributions or donations during the previous

years of 2017-18 and 2018-19, it has become a compulsion to depend on the grants from Central Finance Commission and State Finance Commission and the funds transferred to GPs under various schemes. 40 per cent reduction in eligible grants from the Central Finance Commission and a considerable increase in grants from the State Finance Commission to all the villages compared to the previous FY 2017-18. No funds were transferred to the GP for the Integrated Child Development Service (ICDS) scheme and the National Health Mission (NHM) during the FYs 2017-18 and 2018-19.

- Under PR-II, only in Ladhauri village of Patiyali Block, the ERs were not at all aware of the use and functions of the e-Panchayat applications.
- Except for Orangabad village, Gram Panchayat Committees and Standing Committees, their meetings with sufficient participation of women and SC/ST members were also conducted regularly as per the provisions of the State Panchayati Raj Act
- Except in Sarwa and Vakarpur Kherr villages, there was sufficient participation of women, SC, ST and other weaker sections in Gram Sabha
- PRI representatives and functionaries in the villages of Ladhauri in Patiyali block were not well coordinated with SC and ST Development Department and Electricity Department.
- PR-II The management of Citizen Service Centers, Veterinary Clinics, Libraries, markets, and slaughterhouses were not properly coordinated by the PRI representatives in all the villages.
- PRI representatives and functionaries of Ladhauri, Naugawan Cheka and Orangabad villages were not provided training on dealing with the issue of permits and licenses.
- The multi-sectoral task forces for agriculture, poverty reduction, health, and education were not constituted for project formulation in the villages.
- Some GPs have not yet initiated any special partnership or convergence with different departments and agencies in the villages.
- Under the PMAY-G (GP), there were no landless beneficiary households in the Permanent waiting list.
- No piped water supply was taken up in any GPs under the scheme of National Rural Drinking Water Programme (NRDWP).
- In PMAY-G (GP), social auditing has been conducted in all the villages except Ladhauri village during FY 2017-18. The bouquet of house design typologies was not provided to the beneficiaries in all the villages surveyed.

- In some of the villages, under the PMAY-G (GP) the beneficiaries did not receive any support in selecting the design or material for constructing the house.
- The facility of tapped water was not available to the beneficiaries, and thus they had to carry water from outside.
- The assistance received under PMAY-G was not adequate to construct the house and therefore one had to invest from their savings.
- PMGSY is implemented in just Laher Barkula village of the Soron block in Kashganj district.
- Under PMGSY, one road from Badariya to Barkula kiramai was inspected by the NLM. It took one year to finish the construction.
- Adequate camber was provided but there was no provision for drainage in PMGSY
- Citizen Information Board was not fixed with correct information in the local language.
- The number of public or private passenger vehicles and goods vehicles serving the habitation has increased.
- All the target habitations (as per DPR) of this road have been connected and the approved road length (as per DPR) of this road has been completed.



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MGNREGS

1. Good levels (80%) of awareness among the workers are observed but the acknowledgement receipt was not provided to the beneficiaries when they applied for the job.
2. 20% of villages under MGNREGA works have been taken for convergence with other schemes during the FY 2018-19.
3. All the villagers in Narsinghpur district were satisfied with the usefulness of works taken up under MGNREGA.

NSAP

4. No mobilization of the targeted households under the scheme into SHGs in Kanhargaon, Kanvas, and Niwari villages has been found.
5. Of the total beneficiaries of pension in the Narsinghpur District, maximum pensioners were from IGNOAPS scheme from Dahalwada GP of Saikheda block with a number of 110 and minimum from IGNDPS beneficiaries from Niwari village.
6. Only the people of Johariya and Khairinaka villages are properly covered under different schemes through special campaigns and awareness programs.

7. Only Ukasghat village received payments quarterly.
8. The absence of regular social auditing in Khairinaka and Bankhedi villages
9. One to three months delay and irregularities in receiving the pension amount to the beneficiary's accounts or as cheques in Kanvas Village.

8.1.1 Panchayati Raj-I

10. Khairinaka village does not have a biometric system
11. Only one person was found illiterate among the Elected Representatives of the Gram *Panchayats*.
12. Only Basadehi village of Kareli block generated revenue out of taxes.
13. No funds were transferred to the Gram *Panchayats* for the Integrated Child Development Service (ICDS) scheme and the National Health Mission (NHM) during the FYs 2017-18 and 2018-19

9.1.1 PR-II

1. Poor awareness among ERs and the Panchayat functionaries about the use and functions of the e-Panchayat was observed.
2. Poor coordination by PRI representatives in the management of markets and libraries in all of the villages were recorded.
3. GPs has not yet initiated any special partnership or convergence with different departments and agencies in the villages.

10.1.1 PMAY-G (GP)

1. Bouquet of house design typologies was not provided to the beneficiaries in all the villages surveyed except in Khairinaka village. Also, the beneficiaries of Khairinaka village did not receive any support in selecting the design or material for constructing the house.
2. 72% of beneficiaries are from reserved categories.

11.1.1 PMGSY

1. PMGSY scheme was implemented in eight villages.
2. No information on the condition of the road whether adequate camber was provided or provision for shoulder was given.



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- It was observed that Gram Vikas Adhikari (GVA) is not issuing acknowledgement receipts to the job card holders under MGNREGA. To ensure transparency, it is suggested that Gram Vikas Adhikari (GVA) should issue acknowledgement receipts to job seekers so as to ensure that at the event of not getting employment, they receive unemployment allowances.
- It was observed by the NLMs that Quality Management Mechanism was not established for works executed under MGNREGA in the 40% of the visited villages. Therefore it is suggested that the Quality Management Mechanism must be constituted at GP level for checking the internal quality of works under MGNREGA.
- It has been noted that in Sagar district, only 40% of the villages sampled, had MGNREGA works taken for convergence with other schemes. Therefore it is suggested that more number of schemes should be converged with MGNREGA for the effective functioning of the 60% of the villages where it was not done so.
- It was observed that there was a general lack of awareness among the villages regarding their unemployment allowances under MGNREGA if the job was not provided to them. Therefore it is suggested their awareness should be enhanced through well-concerted efforts.

- It was observed that the complete mobilization of targeted households into SHGs was not achieved in Sagar District. Therefore steps should be taken to ensure complete mobilization of targeted households into SHGs.
- It was noticed that the awareness level of the members of SHGs regarding simple banking procedures and processes and other necessary bookkeeping and record management skills in this district was very poor. Therefore it should be enhanced.
- It was observed that the State has not done any top-up for the NSAP beneficiaries. To cut short the delay in disbursement state should step forward.
- It was observed that although 400 staff positions were sanctioned in the GPs, there were no sufficient ASHA workers or Anganwadi workers in the district. Therefore there is a need to recruit more people into the already sanctioned positions.
- It was noted by the NLMs that the villages were not generating revenues from the assets available to them. Therefore they should be encouraged and incentivized to generate more income from the assets available to them.
- The awareness level of the ERs and the Panchayat functionaries about the use and functions of different e-Panchayat applications other than PRIASoft was very poor. Therefore proper learning should be provided to them regarding different e-Panchayat applications to make them more efficient in their work.
- It was found that the participation of women and SC/ST members in Gram Panchayat meetings was only to a limited extent. Strides should be taken up to encourage their participation.
- It was noticed that the PRI representatives and functionaries in the villages of Gangwara, Kanjera, Panari, and Agariya were not coordinated with the different Development Departments. Therefore departmental facilitations should be extended to enable the coordination.
- It was noticed that the facility of tapped water was not available to the villages in Sagar district and they had to carry water from outside. Therefore it is suggested that The National Rural Drinking Water Programme (NRDWP) should be converged with MGNREGA to provide the piped water supply connection to the villages.
- There was an absence of roadside plantation along the carriageway of the roads constructed under PMGSY. Therefore it is suggested that roadside plantation should be provisioned along the carriageway of the roads for environmental and aesthetic purposes.
- It was found that the villagers in Baroda Sagar were not aware of their GP being identified as Adarsh Gram. Therefore it is suggested that when a village is selected by an MP to develop it, proper publicity should be given about the fact to make aware the people as well as to ensure more accountability from the MP.



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National Level Monitoring (NLMs) work for the Ministry of Rural Development, Seoni District.

Ministry of Rural Development, Government of India. Indian Institute of Public Administration, New Delhi, 2019

In the overall assessment of the program implementation in the Seoni district, it was observed that there existed sufficient enthusiasm and interest at the ground level to ensure the execution of schemes.

- It was observed by the NLMs that Quality Management Mechanism was not established for works executed under MGNREGA in half of the visited villages. Therefore, it is suggested that the Quality Management Mechanism must be constituted at GP level for checking the internal quality of works under MGNREGA.
- It has been noted that in Seoni District, only 60 percent of the villages sampled, had MGNREGA works taken for convergence with other schemes. Therefore, it is suggested that more number of schemes should be converged with MGNREGA for the effective functioning of the remaining 40 percent of the villages where it was not done so.
- It was observed that only in 40 percent of the visited villages, special efforts or suitable works have been taken for the vulnerable sections as specified in the latest guidelines under MGNREGA. Therefore, it is suggested the vulnerable sections of the remaining villages should be covered.

- It was observed that Seoni district was not covered under the NRLM scheme.
- It was observed that the State has not done any top-up for the NSAP pension schemes in order to support the beneficiaries. Therefore, it is suggested that the state should contribute effectively to NSAP schemes in the district.
- The Elected Representatives of Bihiriya and Bhoma village should be encouraged to participate in basic orientation or thematic learning and engage in exposure visits.
- It was observed that although 430 staff positions were sanctioned in the GPs, there were no sufficient ASHA workers or Anganwadi workers in the district. Therefore, there is a need to recruit more people into the already sanctioned positions.
- It was noted by the NLMs that the villages were not generating revenues from the assets available to them. Therefore, they should be encouraged and incentivized to generate more income from the assets available to them.
- It was noticed that the PRI representatives of the villages in Bihiriya and Sakari were not properly trained in the issues of Disaster Management. Therefore, proper training should be provided to them in the field of Disaster Management.
- It was noticed that the facility of tapped water was not available to the villages in Seoni district and they had to carry water from outside. Therefore, it is suggested that the piped water supply connection should be made available to the villages.
- There was an absence of roadside plantation along the carriageway of the roads constructed under PMGSY. Therefore, it is suggested that roadside plantation should be provisioned along the carriageway of the roads for environmental and aesthetic purposes.
- It was observed that the scheme of SAGY was implemented in just one village Gopalganj in Seoni district. Therefore, there is a need for more villages to be adopted by the MPs for developing them as model villages.
- It was found that the participation of outside Professionals, NGO/ VOs, Panchayat Secretaries, GRS, and other PRI Members was omitted in the development plan of Gopalganj village. Therefore, it is suggested that their participation must be ensured.



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National Level Monitoring (NLMs) work for the Ministry of Rural Development, Serchhip District.

Ministry of Rural Development, Government of India. Indian Institute of Public Administration, New Delhi, 2019

The Ministry of Rural Development and the Ministry of Panchayati Raj, Government of India with the help of District Rural Development Agencies (DRDAs) are implementing various rural development programmes/schemes and initiatives strengthening Panchayati Raj Institutions and promote inclusive rural development. As these programmes and initiatives are being implemented at different levels of village India, independent monitoring of their various aspects is prudently required to assess the efficacy in terms of their implementation as per guidelines prescribed by the Ministries, the transparency in the selection of beneficiaries, the usefulness of the assets for community, and documenting suggestions from the beneficiaries for improvement.

Table 1:1: Facts about Serchhip District

Following schemes of Ministry of Rural Development and the Ministry of Panchayati Raj need to be implemented as per the prescribed guidelines in Serchhip district of Mizoram. These schemes are: Pradhan Mantri Awas Yojna (PMAY), Digital India Land Record Modernization Programme (DILRMP), Deen Dayal Upadhyay Gram Kaushal Yojna (DDU- GKY), Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Pradhan Mantri Krishi Sinchai Yojana (PMKSY), DeenDayalAntodaya Yojana-National Rural Livelihood Mission (DAY-NRLM), National Social Assistance Programme (NSAP), Pradhan Mantri Gram Sadak Yojna (PMGSY), and Sansad Adarsh Gram Yojna (SAGY). At the same time, to attain decentralized and participatory local self-governance through Panchayati Raj Institutions is one of the key tasks of the ministry to ensure inclusive development with social justice. To obtain this, the efficient delivery of services is required to be in place. Moreover, the strengthened democratic structure and function of

the PRIs can transform and improve the socio-economic status of people through democratic, administrative and representative roles. The statistics on the PRI informs that there are 2,55,039 PRIs, 2,48,160 Gram *Panchayats* implemented across most of the states, 6,284 Block *Panchayats*, 595 District *Panchayats* with 31 lakh elected members out of which 14.39 are women. To improve the awareness level on Panchayati Raj, on April 14-14, 2016, a nationwide campaign was launched on 'Gramodya se Bharatodaya Abhiyan'. An advisory was also issued to states for the provision of water supply, sanitation in Anganwadis and schools and providing safe drinking water to rural people using FFC grants. In nutshell, the Ministry of Panchayati Raj has been striving for comprehensive development of Panchayati Raj Institutions. With the new initiatives and revamping of ongoing programmes, the Ministry is all set to transform Indian villages into smart villages.

The salient features of various schemes under operation are mentioned below:

1. Pradhan Mantri Awas Yojna-Gramin (PMAY-G)

Pradhan Mantri Awas Yojana is an initiative by the Government of India in which affordable housing will be provided to the poor by 2022. PMAY-G is a new structured and improved version of the erstwhile Indira Awas Yojna (IAY). The new scheme is a more transparent process for selection of beneficiaries and ensures the unbiased, corruption-free and inclusive system to assist all the deprived rural households to have a dwelling unit for them. The financial assistance under the scheme has also been raised.

In fact, after independence, with the rehabilitation of refugees, the public housing programme was started in our country and since then, it has been a major concern for poverty alleviation through ensuring housing for all. Indira Awaas Yojana (IAY) was started as an independent programme of the rural housing programme in January 1996. Although it addressed the housing needs of the rural areas, certain gaps in connection with transparency and inclusiveness were identified during the evaluations and monitoring. The shortage, lack of transparency in the selection of beneficiaries, inferior quality of the materials being used in housing, lack of technical supervision, ineffective convergence, absence of loans, weak, non-operational and ineffective monitoring mechanism have led to impotent outreach.

2. The objective of the scheme:

- To provide pucca houses to all who are houseless and living in dilapidated houses in rural areas by 2022.

3. Features of Scheme:

- The minimum size of the house has been increased to 25 sq.mtr (from 20 sq.mtr) with a hygienic cooking space.

- The unit assistance has been increased from Rs. 70,000 to Rs. 1.20 lakh in plain and from Rs 75,000 to Rs 1.30 lakh in hilly states, particularly difficult areas and IAP district.
- The beneficiary is entitled to 90.95 people the day of unskilled labour from MGNREGS.
- The assistance for construction of toilet is to be leveraged through convergence with SBM-G, MGNREGS or any other dedicated source of funding. Convergences for piped drinking water, electricity connection, LPG gas connection etc. are also made available under the scheme.

The cost of unit assistance is to be shared between Central and State Government in the ratio of 60:40 in plain areas and 90:10 for North Eastern and the Himalayan States. From the annual budgetary grant for PMAY-G, 90% of funds are to be released to States/UTs for the construction of a new house under PMAY-G. This includes 4% allocation on administrative expenses, 5% of the budgetary grant is to be retained at the central level, as a reserve fund for special projects. The annual allocation to the states is to be based on the Annual Action Plan (AAP) approved by the Empowered Committee. The dedicated fund for the purpose is to be released in tow equal instalments to States and UTs.

4. The Selection of Beneficiary

- Using housing deprivation parameters in the Socio-Economic and Caste Census (SECC), 2011. The SECC data capture specific deprivation related to housing among households. Using the data, households that are houseless and living in 0, 1 and 2 kutchra wall and kutchra roof houses are segregated and targeted. The Permanent Wait List is generated to ensure that the states have the ready list of the households to be covered under the scheme. To respond to the grievances in the beneficiary selection, an appellate process is in place.

For a better quality of construction, setting up of a National Technical Support Agency (NTSA) at the national level is also envisaged. One of the major constraints in quality house construction is the lack of a sufficient number of skilled masons. To meet this out, a pan-India training and certification programme of Masons has been launched in the States/UTs. This would also help masons for their career progression. For timely construction/completion to ensure good quality of house construction, it has also been envisaged to tag PMAY-G beneficiaries with a field-level government functionary.

The beneficiaries to be assisted by in-house construction with a bouquet of house design typologies inclusive of disaster resilience features that are also suitable for local geo- climatic conditions. The designs are developed through an elaborate public consultative process. This exercise will ensure that the beneficiary does not over-construct in the initial stages of house building which often results in the incomplete house or the beneficiary is forced to borrow money to complete the house.

In PMAY-G programme, implementation and monitoring are to be carried out through an end to end e-Governance model through using AwaasSoft and AwaasApp.

In nutshell, the scheme aims at providing housing for all the eligible beneficiaries with improved accountability and transparency, from the selection of beneficiaries to the quality construction of the housing. Though the Pradhan Mantri Awas Yojna-G is in its nascent stage, the objectives, delivery mechanism and monitoring are all set to translate the proactive approach to the rural poor without house or with kutchha housing.

5. Digital India Land Record Modernization Programme (DILRMP)

For modernization of land records system in our country, the National Land Records Modernization Programme (NLRMP) was formulated by merging two Centrally- sponsored schemes of Computerization of Land Records (CLR) and Strengthening of Revenue Administration and Updating of Land Records (SRA & ULR). To ensure the efficacy of the programme, the NLRMP has been revamped as the Digital India Land Records Modernization Programme (DILRMP). This is a central sector scheme with cent per cent central funding with effect from April 1, 2016. The scheme includes: (i) Computerization of land records; (ii) Survey / resurvey and updating of the survey & settlement records (including ground control network and ground-truthing); (iii) Computerization of Registration; (iv) Modern record rooms / land records management centres at tehsil / taluk / circle / block level; (v) Training & capacity building; (vi) Core GIS; (vii) Legal changes; and (viii) Programme management.

The scheme has 100% funding from the centre. An amount of 30% is released as an advance and subsequent releases are provisioned on a reimbursement basis. The release is done through Expenditure Advance Transfer (EAT) of the Public Finance Management System (PFMS). However, there is a possibility to integrate state-specific needs from the resources of states.

The objectives of the scheme are as under:

1. To build upon the commonalities existing in the arena of land records in various states,
2. To develop an appropriate integrated land information management system across the country, and
3. To facilitate different States to add State-specific needs as they may deem relevant and appropriate.
4. In order to fulfil the objectives, effective mechanisms are in place and necessary instructions are provisioned to realize the set goals.
5. 3. Deen Dayal Upadhyay Grameen Kaushalya Yojna (DDU-GKY)

The DDU-GKY programme was launched on 25 September 2014. The Vision of DDU- GKY is to transform rural poor youth into an economically independent and globally relevant workforce. It aims to target youth in the age group of 15-35 years. However, the upper age limit for women candidates and candidates belonging to Particularly Vulnerable Tribal Groups (PVTGs), Persons with Disabilities (PwDs), Transgender and other Social groups like rehabilitated bonded labour, victims of trafficking, manual scavengers, trans-genders, HIV positive persons, etc shall be 45 years. The poor people are to be identified by Participatory Identification of Poor (PIP) process to be inducted. DDU-GKY is a part of the National Rural Livelihood Mission (NRLM) tasked with the dual objectives of adding diversity to the incomes of rural poor families and caters to the career aspirations of rural youth. A corpus fund of the scheme aims at enhancing the employability of rural youth. Under this programme, disbursements are to be made through a digital voucher directly into the student's bank account as part of the government's skill development initiatives. At the national level, 50% of the funds are to be earmarked for SCs and STs. Beneficiaries from minority would be given 15% of the fund. Persons among disabilities, at least 3% participation would be of theirs. One-third of the persons covered would be from women.

The programme has set an ambitious target for providing skill training to 500 million youth by 2022 considering the estimated demand for skilled manpower over the next decade. It has also been assessed that our country will have 55 million potential workforces between the age group of 15 and 35 years. At the same time, many industrialized nations on the planet are looking at a country with hopes to get human resources, as they are facing an ageing issue with their own existing workforce. The size of 55 million looks to be a historic opportunity for our country to transform its demographic surplus into a demographic dividend through skilling the workforce thereby converting our human resource skill base into a competent pool. With an objective to incentivize our human resource base, the programme lays emphasis on post-placement tracking, retention and career progression. It has also been realized that lack of formal education, marketable skills and other obvious constraints emanating from poverty impose entry barriers to the job markets. In view of the above, the DDU-GKY is designed to provide quality skill training opportunities to the rural poor by establishing larger ecosystem supporting trained professionals to secure improved jobs.

The skilling and placement components of the programme include distinct steps which are as under:

1. Awareness building within the community on the opportunities,
2. Identifying rural youth who are poor,
3. Mobilizing rural youth who are interested,
4. Counselling of youth and Parents,

5. Selection based on aptitude,
6. Imparting knowledge, industry-linked skills and attitude that enhance employability,
7. Providing jobs that can be verified through methods that can stand up independent scrutiny, and which pays above minimum wages, and
8. Supporting the person so employed for sustainability.

There are five kinds of interventions that DDU-GKY supports. These interventions are executed with the help of the Project Implementing Agency. The programme has to be continuously monitored on capacity building for youths. This involves checking and measuring progress, analyzing the situation and reacting to new events, opportunities and issues. The interventions through which the programmes are to be monitored are as under:

1. Beneficiary identification,
2. Beneficiary mobilization and selection,
3. Trainers,
4. Training,
5. Certification,
6. Placement,
7. Retention,
8. Career Progression, and
9. Alumni support.

Considering the aforesaid features of the programme, the youths of our country would get into the gainful employment engagements. With the special regional focus on J&K, northeast states and 27 left-wing extremism affected districts; the programme would exert its inclusive influence.

4. Pradhan Mantri Krishi Sinchai Yojana (PMKSY)

To consider that each drop of water is precious, high priority to water security is to be given. To cut short the long-pending duration in launching the irrigation projects and to ensure 'Har Khet Ko Paani', 'Pradhan Mantri Krishi Sinchayee Yojana (PMKSY)' was launched.

The major objective of PMKSY is to achieve convergence of investments in irrigation at the field level, expand cultivable area under assured irrigation, improve on-farm water use efficiency to reduce wastage of water, enhance the adoption of precision-irrigation and other water-saving technologies, enhance

recharge of aquifers and introduce sustainable water conservation practices by exploring the feasibility of reusing treated municipal waste water for peri-urban agriculture and attract greater private investment in precision irrigation system.

PMKSY has been conceived by amalgamating ongoing schemes viz. Accelerated Irrigation Benefit Programme (AIBP) of the Ministry of Water Resources, River Development & Ganga Rejuvenation (MoWR, RD&GR), Integrated Watershed Management Programme (IWMP) of Department of Land Resources (DoLR) and the On-

Farm Water Management (OFWM) of Department of Agriculture and Cooperation (DAC). The scheme has been implemented by Ministries of Agriculture, Water Resources and Rural Development. Ministry of Rural Development has to undertake rainwater conservation, construction of farm pond, water harvesting structures, small check dams and contour bunding etc.

Programme architecture of PMKSY adopt decentralized state-level planning and execute the structure that allow states to draw up their own irrigation development plans based on District Irrigation Plan (DIP) and State Irrigation Plan (SIP). This is operative as a convergence platform for all water sector activities including drinking water & sanitation, MGNREGA, application of science & technology etc. through a comprehensive plan.

The broad objectives of the PMKSY are as under:

- a. To achieve convergence of investments in irrigation at the field level (preparation of district level and, if required, sub-district level water use plans).
- b. To enhance the physical access of water on the farm and expand the cultivable area under assured irrigation,
- c. To ensure integration of water source, distribution and its efficient use, to make the best use of water through appropriate technologies and practices,
- d. To improve on-farm water use efficiency to reduce wastage and increase availability both in duration and extent,
- e. To enhance the adoption of precision-irrigation and other water-saving technologies,
- f. To enhance the recharge of aquifers and introduce sustainable water conservation practices,
- g. To ensure the integrated development of rain-fed areas using the watershed approach towards soil and water conservation, regeneration of ground water, arresting runoff, providing livelihood options and other NRM activities,

- h. To promote extension activities relating to water harvesting, water management and crop alignment for farmers and grass root level field functionaries,
- i. To explore the feasibility of reusing treated municipal wastewater for peri-urban agriculture, and
- j. To attract greater private investments in irrigation.
- k. These objectives are meant for increasing agricultural produce thereby enhancing the income of the farmers. For a country like ours where the dependency of the workforce in agriculture is considerable, ensuring irrigation to farms will lead to an increase in the production size.

5. Deen Dayal Antyodaya Yojna- National Rural Livelihood Mission (DAY NRLM)

By restructuring Swarnjayanti Gram Swarozgar Yojana (SGSY), on April 1, 2013, National Rural Livelihoods Mission (NRLM) was launched. NRLM was renamed as DAY-NRLM (Deendayal Antyodaya Yojana - National Rural Livelihoods Mission) w.e.f. March 29, 2016, and is the flagship program of Govt. of India for promoting poverty reduction through building strong institutions of the poor, particularly women, and enabling these institutions to access a range of financial services and livelihoods services.

6. Features of NRLM:

- The inclusion of the poorest, and meaningful role to the poorest in all the processes
- Transparency and accountability of all processes and institutions
- Ownership and the key role of the poor and their institutions in all stages - planning, implementation, and, monitoring
- Community self-reliance and self-dependence

DAY-NRLM is designed to be a highly intensive program and focuses on the intensive application of human and material resources in order to mobilize the poor into functionally effective community-owned institutions and to promote their financial inclusion and strengthen their livelihoods. DAY-NRLM complements these institutional platforms of the poor with services that include financial and capital services, production and productivity enhancement services, technology, knowledge, skills and inputs, market linkage, etc. The community institutions also offer a platform for convergence and partnerships with various stakeholders by building an environment for the poor to access their rights and entitlements and public service.

7. Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)

The Mahatma Gandhi National Rural Employment Guarantee Scheme

(MGNREGA) is enacted through Indian legislation on August 25, 2005, and social security measure that guarantees the 'right to work'. It aims at enhancing the livelihood security of people in rural areas by legally guaranteeing hundred days of wage employment in a financial year to a rural household whose adult members volunteer to do unskilled manual work at the statutory minimum wage. The Ministry of Rural Development (MRD), Government of India is monitoring the entire implementation of this scheme in association with state governments and District Rural Developing Agency (DRDA) that directly touches the lives of the poor and promotes inclusive growth in the country is the implementing agency.

- This scheme helps to improve the purchasing power of the rural people, primarily people living below the poverty line in rural India. It attempts to bridge the gap between the rich and poor in our country. Roughly one-third of the stipulated workforce must be women.
- A job card is issued to every adult member of rural households who submit their name, age and address with photo to the Gram Panchayat. It contains the details of an adult member enrolled and his /her photo. A registered person can submit an application for work in writing (for at least fourteen days of continuous work) either to Panchayat or to Programme Officer.
- The Panchayat/Programme officer will accept the valid application and issue a dated receipt of the application; letter providing work will be sent to the applicant and also displayed at Panchayat office. The employment will be provided within a radius of 5 km: if it is above 5 km extra wage will be paid.

8. Major features of MGNREGA

- Guarantees hundred days of wage employment in a financial year, to a rural household whose adult members volunteer to do unskilled manual work.
- Individual beneficiary oriented works can be taken up on the cards of Scheduled Castes and Scheduled Tribes, small or marginal farmers or beneficiaries of land reforms or beneficiaries under the Indira Awaas Yojana of the Government of India.
- Wage employment will be provided to the applicant, within 15 days of submitting the application or from the day work is demanded.
- Right to get unemployment allowance in case employment is not provided within fifteen days of submitting the application or from the date when work is sought.
- Receipt of wages within fifteen days of work done.
- Variety of permissible works which can be taken up by the Gram Panchayats.

- Focus on the economic and social empowerment of women.
- Ensures “Green” and “Decent” work.
- Social Auditing of MGNREGA works is mandatory ensuring accountability and transparency.
- Addresses the climate change vulnerability and protect the farmers from such risks and conserve natural resources.
- The Gram Sabha is the principal forum for wage seekers to raise their voices and make demands. It is the Gram Sabha and the Gram Panchayat which approves the shelf of works under MGNREGA and fix their priority.

9. National Social Assistance Programme (NSAP)

The National Social Assistance Programme (NSAP) which came into effect from 15th August 1995 represents a significant step towards the fulfilment of the Directive Principles in Article 41 and 42 of the Constitution recognizing the concurrent responsibility of the Central and the State Governments in the matter. In particular, Article 41 of the Constitution of India directs the State to provide public assistance to its citizens in case of unemployment, old age, sickness and disablement and in other cases of undeserved want within the limit of its economic capacity and development.

NSAP is a social security and welfare programme to provide support to aged persons, widows, disabled persons and bereaved families on the death of a primary breadwinner, belonging to below poverty line households.

The programme also introduced a National Policy for Social Assistance for the poor and aims at ensuring a minimum national standard for social assistance in addition to the benefits that states are currently providing or might provide in future. NSAP at present comprises of Indira Gandhi National Old Age Pension Scheme (IGNOAPS), Indira Gandhi National Widow Pension Scheme (IGNWPS), Indira Gandhi National Disability Pension Scheme (IGNDPS), National Family Benefit Scheme (NFBS) and Annapurna.

10. Eligibility Criteria and scale of Assistance:

- The applicant must belong to a Below Poverty Line (BPL) family according to the criteria prescribed by the Govt. of India.

11. Indira Gandhi National Old Age Pension Scheme (IGNOAPS):

- Eligible age is 60 years.
- The pension is Rs.200 p.m. for persons between 60 years and 79 years above 80 years is Rs.500/- per month.

12. Indira Gandhi National Widow Pension Scheme (IGNWPS):

- Eligible age is 40 years

- The pension is Rs.300 per month and after attaining the age of 80 years, the beneficiary will get Rs.500/- per month.

13. Indira Gandhi National Disability Pension Scheme (IGNDPS):

- Eligible age is 18 years and above, and the disability level has to be 80%.
- The amount is Rs.300 per month and after attaining the age of 80 years, the beneficiary will get Rs 500/- per month.
- Dwarfs are also an eligible category for this pension.

14. National Family Benefit Scheme (NFBS):

- Rs. 20000/- will be given as lumpsum assistance to the bereaved household in the event of the death of the breadwinner.
- The death of such a breadwinner should have occurred whilst he/ she is more than 18 years of age and less than 60 years of age. The assistance would be given to every case of death of the breadwinner in a family.
- A woman in the family, who is a homemaker, is also considered as a 'breadwinner' for this purpose. The family benefit will be paid to such surviving member of the household of the deceased poor, who after local inquiry, is found to be the head of the household. For the purpose of the scheme, the term
- "household' would include spouse, minor children, unmarried daughters and dependent parents. In case of death of an unmarried adult, the term household would include minor brothers/sisters and dependent parents.

15. Annapurna Scheme:

- 10 kgs of food grains (wheat or rice) are given per month per beneficiary. The scheme aims at providing food security to meet the requirements of those eligible old aged persons who have remained uncovered under the IGNOAPS

16. Sansad Adarsh Gram Yojana (SAGY)

Sansad Adarsh Gram Yojana is a rural development programme launched by Government of India on October 2014, broadly focusing upon the development in the villages which includes social development, cultural development and spread motivation among the people on the social mobilization of the village community.

Under this scheme, each Member of Parliament will take the responsibility of developing physical and institutional infrastructure in three villages by March 2019, of which one should have been achieved by 2016. Thereafter, five such Adarsh Grams (one per year) will be selected and developed by 2024. The Saansad Adarsh Gram Yojana (SAGY) was launched on 11th October 2014.

Far beyond mere infrastructure development, SAGY aims at instilling certain values in the villages and their people so that they get transformed into models for others.

Features of SAGY include:

- Adopting people's participation as an end in itself - ensuring the involvement of all sections of society in all aspects related to the life of the village, especially in decision- making related to governance,
- Adhering to Antyodaya - enabling the "poorest and the weakest person" in the village to achieve well being,
- Affirming gender equality and ensuring respect for women,
- Guaranteeing social justice,
- Instilling dignity of labour and the spirit of community service and voluntarism,
- Promoting a culture of cleanliness,
- Living in consonance with nature - ensuring a balance between development and ecology,
- Preserving and promoting local cultural heritage,
- Mutual cooperation, self-help and self-reliance,
- Fostering peace and harmony in the village,
- Transparency, accountability and probity in public life, and
- To nurture local self-governance.

Adhering to the values enshrined in the Fundamental Rights and Fundamental Duties of the Indian Constitution, these objectives have been laid down.

1. The main objectives of SAGY are:
2. To trigger processes which lead to the holistic development of the identified Gram *Panchayats*,
 - To substantially improve the standard of living and quality of life of all sections of the population through
 - Improved basic amenities
 - Higher productivity
 - Enhanced human development
 - Better livelihood opportunities
 - Reduced disparities

- Access to rights and entitlements
 - Wider social mobilization
 - Enriched social capital,
3. To generate models of local level development and effective local governance which can motivate and inspire neighbouring Gram *Panchayats* to learn and adapt, and
 4. To nurture the identified Adarsh Grams as schools of local development to train other Gram *Panchayats*.
9. Pradhan Mantri Gram Sadak Yojana(PMGSY)

The Pradhan Mantri Gram Sadak Yojana is a nationwide plan in India to provide good all-weather road connectivity to unconnected villages. Rural Road Connectivity is a key component of Rural Development by promoting access to economic and social services and thereby generating increased agricultural incomes and productive employment opportunities in India, as well as a key ingredient in ensuring sustainable poverty reduction. In spite of all the efforts made, over the years, at the State and Central levels, through different Programmes, about 40% of the Habitations in the country are still not connected by All-weather roads. It is well known that even where connectivity has been provided, the roads constructed are of such quality (due to poor construction or maintenance) that they cannot always be categorised as all-weather roads.

With a view to redressing the situation, Government has launched the Pradhan Mantri Gram Sadak Yojana on 25th December 2000 to provide all-weather access to unconnected habitations. The Pradhan Mantri Gram Sadak Yojana (PMGSY) is a 100% Centrally Sponsored Scheme. 50% of the Cess on High-Speed Diesel (HSD) is earmarked for this Programme.

The Government has brought forward the target date by three years from 2019 to 2022 to achieve complete rural connectivity through all-weather roads under Pradhan Mantri Gram Sadak Yojana, PMGSY. The accelerated implementation of the scheme is to be achieved by providing enhanced financial allocation and through a modified funding pattern.

14. Objectives of the scheme:

- To provide Connectivity, by way of an All-weather Road (with necessary culverts and cross-drainage structures, which is operable throughout the year), to the eligible unconnected habitations in the rural areas, in such a way that all unconnected habitations with a population of 500 persons and above are covered.
- In respect of the hilly states (North-East, Sikkim, Himachal Pradesh, Jammu & Kashmir, Uttaranchal) and the Desert Areas (as identified in the Desert Development Programme) as well as the Tribal (Schedule V) areas, the objective would be to connect

habitations with a population of 250 persons and above.

The upgradation (to prescribed standards) of the existing roads has been permitted in those districts where all the eligible Habitations of the designated population size have been provided all-weather road connectivity. However, it must be noted that Upgradation is not central to the Programme and cannot exceed 20% of the state's allocation as long as eligible unconnected habitations in the state still exist. In up-gradation works, priority should be given to routes of the rural core network, which carry more traffic.

The Union Cabinet approved PMGSY-II in 2013 to consolidate the rural road network, to leverage the gains of PMGSY-I, through up-gradation of 'Through Routes' and "Major

Link Routes'. All states /UTs are eligible to participate in PMGSY-II once they substantially complete PMGSY works.

Apart from these schemes, there are other schemes and initiatives of the Ministry of Rural Development and Ministry of Panchayati Raj to transform Indian villages in smart villages. Indeed, the schemes alone cannot help unless effective cooperation is extended at the grass-root level. With the identification of bottlenecks and best practices, the evidence-based report on the district synoptically covers the responses on objectives laid down for the study.

15. Responses to previous nlm on issues identified

1. The MGNREGA workers' payment has been started releasing timely in all 10 GPs. The MGNREGA wage rate to be increased is a policy matter of the State which remains unchanged as on date.
2. Strides have been taken to mobilize more households into SHGs. However, the external resources to be used in the training of the SHGs have not been brought out to satisfactory level.
3. The NSAP scheme has covered the potential beneficiaries of the GPs. The rate of allowance remains same. The State should come forward with some top-up.
4. Computerized records and database have been started preparing at the GP level. However, technical glitches remain an issue of concern.
5. Though allotment and sanction of roads under PMGSY is important for village connectivity, works were investigated in only 4 GPs against 10 GPs allotted. In fact, in remaining six GPs, works were not found.
6. The National Social Assistance Programme (NSAP) has not covered all potential beneficiaries of 10 GPs. The low payout, involvement of documentary evidences, delayed payment, insufficient information about the scheme remain unaddressed issues.



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National Overseas Scholarship for Scheduled Castes (SC) Candidates.

Ministry of Social Justice and Empowerment, Government of India.
Indian Institute of Public Administration, New Institute of Public
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1. The National Overseas Scholarship is meant to assist selected Scheduled Castes, De-notified, Nomadic and Semi-Nomadic Tribes, Landless Agricultural Labourers and Traditional Artisans' students for pursuing higher studies of Master level courses and Ph. D programme abroad in the area of engineering and management, pure science and applied science, agricultural science and medicine, international commerce, accounting & finance and humanities and social sciences.
2. The terms and conditions laid down under the Scheme are (1) Minimum Qualification of the student for a PhD degree must be 55% marks or an equivalent grade in a relevant Master's Degree. Experienced candidates who are in line with their existing post and employer will be given preference over inexperienced candidates, (2) For a student pursuing Master's degree, 55% marks or equivalent grade in a relevant bachelor's degree is the minimum qualification. In this case, experienced candidates who are in line with their existing post and employer are given preference, (3) The combined income of the family of the candidate, from all sources should not exceed Rs. 6, 00,000 per annum in the previous financial year, (4) The maximum age of the candidate must be below 35 years as on 1st April of the ensuing selection year. In case a family has more than two children (belonging to the same parents/guardians); only two of them will be eligible. To this effect, a self-certification needs to be provided. The award can be given only once and the awardee may not be considered for the award during subsequent years. The second child of the parents will be considered only if the slots for that year

are still available. For students availing the financial award, the prescribed assistance shall be provided upto the completion of the course/research or 4 years for PhD and 3 years for Master's Degree, whichever is earlier. Except the air passage to India, the financial burden of the remainder period shall not be borne by the government, with the due recommendation from the competent authority.

3. A provision for passage grants (five grants.) is also awarded to Scheduled Castes (four grants) and De-notified Nomadic and Semi-Nomadic Tribes (one grant) throughout the year. To avail the passage grant, a student must possess a Master's or equivalent degree in the Science, Tech or Engineering disciplines and should be awarded a scholarship which does not take care of travel expenditures in a foreign university.
4. The overarching objectives of the scheme as per the scheme document are (1) To facilitate the low-income students belonging to the Scheduled Castes, Denotified Nomadic and Semi-Nomadic Tribes, Landless Agricultural Labourers and Traditional Artisans category to obtain higher education viz., Master degree or Ph. D by studying abroad thereby improving their Economic and Social status, (2) To provide financial assistance to the finally selected candidates for pursuing Master and Ph.D level course abroad in the accredited Institutions/Universities by an authorised body of that country in the field of (a) Engineering and Management, (b) Pure Sciences & Applied Sciences, (c) Agricultural Sciences and Medicine, (d) International Commerce, Accounting & Finance; and (e) Humanities and Social Science. To provide one hundred awards, subject to availability of funds, in (i) Engineering and Management-32 seats, (ii) Pure Sciences & Applied Sciences-17 seats, (iii) Agricultural Sciences and Medicine-17 seats, (iv) International Commerce, Accounting & Finance-17 seats; and (v) Humanities and Social Science-17 seats.
5. Annual Maintenance award is granted under two brackets, i.e. (1) United States of America and other countries except United Kingdom, and (2) Only for the United Kingdom. For the first category, i.e. the United States of America and other countries except for the United Kingdom, annual maintenance of USD 15400 is awarded for all levels under the scheme. The same fund for the United Kingdom, i.e. Category 2, has been capped at 9900 GBP.
6. The awardees are allowed to complement their prescribed allowance by undertaking assistantships and fellowships, such as research and teaching assistantships from the university. There is also a provision for annual contingency allowance which adheres to the two categories mentioned above. For the USA and others, the contingency allowance or funds allocated for books, essential apparatus, study tours, travel costs for conferences, workshops, etc. has been prescribed at USD 1500. For the UK, a contingency amount of GBP 1100 has been prescribed per year. Other allowances such as

incidental journey and equipment allowance (each for USD 20), actual value of poll tax wherever applicable, visa fees (in INR), actual tuition fees, medical insurance premium, air passage (upto 5 candidates per year), local travel fares are also included in the offered financial package. The duration of the financial award is either the period prescribed in the scheme, i.e. 04 years for PhD or 03 years for Master's Degree, or the actual duration of the course whichever is earlier.

7. The scheme limits itself to the financial burden of the education of the beneficiary during his/her admission in an overseas organization only. It does not stretch itself to cover aspects of employment or assistance required while seeking employment after the availed period of the Scheme. However, the scheme is comprehensive in its anticipation of student requirements during the process of obtaining an overseas education and provides, to the fullest possible extent, all kinds of financial support that may be necessary for the completion of the degree.
8. The SDG goal number four vouches for the inclusive and equitable quality of education and the promotion of lifelong learning. The National Overseas Scholarship for Scheduled Caste (SC) Students for studies abroad is commensurate with SDG 4.3, which targets equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university. By providing scholarships for foreign education to economically or ethnically backward classes, the Ministry of Social Justice and Empowerment is not only bringing equity in education and employability to the socially backward classes but also transferring internationally standardized skills to the backward social groups. Therefore, SDG goal number 4.3, which talks about the increase in the number of youth and adults with relevant skills, including technical and vocational skills, for employment and decent job creation is also being upheld through the scheme. The presence of 30% reservation for women candidates helps to eliminate disparities through accessing the opportunity between men and women, upholding the crux of SDG 4.

(A) Methodological Details

1. The approach for the study took cognizance of the objectives, processes and outcomes of the scheme. Parameters were designed to quantitatively and qualitatively assess the achievements of the objectives of the scheme.
2. The objective-based approach examined whether the predetermined set of goals were duly achieved. The strengths and weaknesses of the scheme were viewed in light of the ease of the ancillary processes in facilitating the rightful beneficiaries of the scheme. The scheme outcomes were evaluated to understand the impact of the scheme within and beyond the SC student community. The strategy involved made use of both primary

and secondary data for assessment of the scheme's goals, processes and outcomes. Secondary information in the form of Scheme Budget (particularly in terms of revised and actual expenditure, at the National and State levels) were obtained from the various minutes and reports of the Ministry of Social Justice and Empowerment. Apart from that, the database of the Nodal Ministry has equipped the study with information about beneficiary details, the design and implementation of the scheme.

3. The research instrument for collecting primary data was questionnaire. The questionnaire was made available to the sampled beneficiaries of the scheme to understand the different stages in which the scheme impacted their lives. The questionnaire is divided into 4 parts, each dealing with the assessment of goals, procedures and outcomes of the scheme. It aimed to obtain the status and profiles of targeted beneficiaries before and after the scheme to quantitatively and qualitatively assess the changes brought about. The questionnaire was extended to understand the perception of the beneficiaries with respect to the processes involved in the scheme. This helped underpin the key bottlenecks and obstacles associated with the scheme. Information pertaining to the impact of the scheme on upward social mobility of SCs, their capacity for employment and the positive and negative externalities of the scheme were obtained through the questionnaire.
4. Observations were made while interacting with the beneficiaries of the scheme. As per the requirement under the scheme, content-specific discussions were held with officials of the Ministry. The preliminary round of discussion played an indispensable role in the strategy for evaluation by laying a strong foundation for the analysis of the evaluation criteria. Representative samples have been collected from six states for the study. The six states are 1) West Bengal, 2) Bihar, 3) Uttar Pradesh, 4) Delhi 5) Maharashtra and 6) Karnataka. Though the number of beneficiaries selected for study was less than 20% of the total seats allotted in a year, their selection in the study from different streams and states made the study representative.

(B) Objectives of the Evaluation Study

- a. The objectives of the evaluations were as under:
- b. To assess the socio-economic background of the beneficiaries,
- c. To evaluate the effectiveness of the scheme towards obtaining higher education abroad by the selected candidates,
- d. To assess the impact of the scheme in obtaining gainful employment after completion of the course by the scholarship awardee,
- e. To ascertain the role of the scheme in changing social status of the family after completion of the course by the scholarship awardee,

- f. To assess the difficulties faced by the Applicants in obtaining scholarship,
- g. To make a comparison of the scheme with the similar schemes implemented by the State Governments/other Central Government Departments,
- h. Key findings based on the data collected from the field on the objectives of the study;
- i. Shortcomings identified in the design of the existing scheme if any, and
- j. Recommendations/suggestions for necessary restructuring to be carried out in the Scheme to achieve desired results and need for its continuation.

(C) General Findings

1. The expenditure incurred is more than the revised estimate in selected years. In all six years, the expenditure incurred is inconsistent with the revised estimate. This shows that revised estimate for two years namely 2014-15 and 2015-16 are less whereas for the year 2016-17, 2017-18, 2018-19 and 2019-20 are relatively more. Under the NOS scheme, admissible/due scholarship funds in the form of tuition fees/Maintenance allowances, contingency allowances etc. are directly paid to the university/ NOS awardees concerned respectively by the Indian Mission abroad on the endorsement of the Ministry of Social Justice and Empowerment, Government of India. From the financial year 2017-18, Ministry of External Affairs (MEA) started using Public Finance Management System (PFMS). The Indian Mission in various countries has different software for monitoring the execution of expenditure.
2. Under the Scheme Rs. 8.78 crore was utilised out of Rs. 6 crore in 2014-15, Rs. 13.45 crore out of 6 crore in 2015-16, Rs. 14.02 crore out of 15 crore in 2016-17, Rs. 3.13 crore out of 15 crore in 2017-18, Rs. 5.97 core out of 15 crore in 2018-19 and Rs. 13.01 crore out of 20 crore in 2019-20. Considering the disbursement span of 3 years for Masters and 4 years for Ph.D, the revised expenditure of NOS is growing. But the utilization amount has fluctuations. This shows ineffective coverage of the scheme for the potential beneficiaries.
3. The reduced level of outreach of the scheme in rural areas on the basis of sampled beneficiaries has been identified. Through the digital India campaign has enabled many to use internet in rural India, the interrupted network connectivity is one of the identified concerns in the countryside. The online processing of the applications for the Scheme from rural India may not give effective results. The online processing should be integrated with a well-designed MobileApp. However, the hardcopy from rural pockets may also be accepted.
4. After the implementation of Scheme, the percentage of bachelor degree holders have gone down and the number got clubbed-in with the Master

degree holders to the tune of 88.2%. There were no Ph.D holders before the coverage of the Scheme which has gone up by 5.9% of the total sampled beneficiaries. Before availing the Scheme no beneficiary was married. 29.4% of beneficiaries have got married after availing the Scheme. A total of 35.3% addition is visible in case of getting employment opportunities. The beneficiaries reported that they were not satisfied with the employment opportunities that they received before the Scheme. As a result of the Scheme, 35.3% beneficiaries were found satisfied by the employment opportunities that they received. Those who have completed their studies and not received any employment were found continuing their studies.

5. Most of the parents were under the income slab of more than Rs. 20000 as their monthly income. 47.1% of parents were in the income slab of more than Rs. 20000, 29.4% in more than Rs. 10000 upto Rs. 15000, 17.6% under less than Rs. 10000 and 5.9% in more than Rs. 15000 upto Rs. 20000 income slabs.
6. Majority of the respondents' parents were doing private jobs (47.1%), followed by self-employed (23.5%), casual workers (17.6%) and agricultural workers (11.8%). The present employment of beneficiaries' father was considered.
7. Out of the total beneficiaries studied, 70.6% beneficiaries spent on domestic, education, health and overall maintenance of their houses. Only 17.6% of beneficiaries spent on domestic items, followed equally by health and overall maintenance of their houses (5.9%).
8. Under the evaluation of the socio-economic conditions of the parents, the question related to parents receiving support from married children was asked. After marriage, the couple becomes more inclined towards their growth and development. However, they also take care of their parents. In this backdrop, the question was raised. It was found that 82.4% of the respondents said no to such support being received by parents whereas only 17.6% expressed that it was received.
9. Effective changes in the participation of families in social events after the beneficiaries inducted in the scheme was covered. The frequency base of 'never' has come down with the impact of the Scheme. 'Occasional' alternative has come down with the impact of the scheme. 'Always' bar shows almost equal responses for both before and after the implementation of the Scheme. Overall, the participation of beneficiaries' families in the social event has increased, particularly responses documented on the 'never' component. Considering the participation of families as an important indicator of social status, the fruits of the scheme have brought about desirable changes.
10. Beneficiaries have informed that no child from their households was pursuing higher education. 70.6% of beneficiaries informed that no child pursued higher education, followed by 'one-child' pursuing higher education (23.5%) and 'two children' (5.9%). In the State of Maharashtra and Delhi, the members

of the households were reported pursuing higher education. The fact that SC population of both Maharashtra and Delhi are bestowed more information and therefore they knew the ways to harvest the fruits of higher education. Therefore, their inclination towards academic potential is relatively better.

11. 76.5% of beneficiaries are satisfied with the award of Scholarship. 23.5% of beneficiaries have expressed that they were not happy with the amount of the award, particularly maintenance allowance. Two beneficiaries from Maharashtra and one each from Delhi and Karnataka have expressed their dissatisfaction on the award value. However, beneficiaries from West Bengal, Bihar, Delhi, Maharashtra and Uttar Pradesh are satisfied with the value of the award.
12. To apply for the Scholarship, required documents are submitted and solvency bonds, executed. The employed candidates are required to provide a 'No-Objection Certificate' from the employer to the Ministry. The candidates have to give an undertaking that she/he is not in receipt of any scholarship from any government/other organization including university/college for the course one is applying under the scheme. Out of the total different difficulties expressed by beneficiaries, 35.3% of them informed problem-related to solvency bond, 5.9% related to the air ticket and 52.9% did not face any hurdle. Certificate related difficulties have been expressed by the beneficiary of Delhi whereas problem-related to solvency bond was informed by beneficiaries from Karnataka and Maharashtra. Document related problem has been identified by one beneficiary whereas air ticket related problems identified by another beneficiary. The problem related to solvency bond was expressed by 6 beneficiaries which are 35.3% of the total sample studied.
13. 94.1% of the total beneficiaries responded that the scheme was beneficial and effective to them. Only one beneficiary has declined to respond positively on the indicator. Of the total positively responded beneficiaries, 50% beneficiaries from Maharashtra and 25% from Delhi have recognized the effectiveness of the Scheme. 6.25% each of the positively answered beneficiaries are from Bihar, West Bengal, Uttar Pradesh, and Karnataka.
14. The beneficiaries were asked to furnish their knowledge of other similar schemes for which they are eligible and whether the benefits of the scheme can be duplicated due to the possibility of overlap. No response was documented on the indicator. The beneficiaries were not aware of any scheme of this kind. As such, the scheme does not overlap with other State/centre sponsored scheme meant for SC population.

(D) Gap in Achievement

1. The actual number of beneficiaries impacted was less than assigned target of 100 beneficiaries. Beyond the financial year 2015, when the achievement of targets was only 50%, the scheme began achieving way beyond its target of

100 beneficiaries. The achievement of the scheme escalated beyond the set target during the years 2016-17 and 2017-18, creating a surplus of 83% during FY18. However, looking closely at the distribution of scholarships across different Indian states, we notice a disparity in the number of selected beneficiaries. Consistently, Maharashtra ranks 1, when it comes to the number of selected beneficiaries, whereas states such as Andhra Pradesh, Bihar, Karnataka, Odisha, Punjab, Haryana and Rajasthan with substantial SC population of 15% (>10 lakh SC population) suffers from the absence of beneficiaries. This can be attributed to the fact that these states fail to generate adequate demand from SC students for their overseas scholarship schemes. Some of the aforementioned states like Andhra Pradesh, Bihar, Karnataka and Rajasthan have SC populations of more than 1 Crore.

2. The sufficient number of beneficiaries from many states were not covered under the scheme. Though the surplus from preceding year is superimposed on coming years, it denies the allocation of seats to the hundred beneficiaries for every year.
3. The selection committee should take into account the academic and socio-economic details of beneficiaries. It has been found during the study that highly improved scholars like Santosh Gade from Pune have availed the scheme. There are more scholars from vulnerable socio-economic pockets who do not necessarily get covered under the Scheme.
4. After the completion of the course, the beneficiaries come back to the country and also leave the country. This is a major challenge. They are being given the scholarship from the collection of taxpayers' money. It should be made mandatory that after the completion of the course, they should come back and serve the country at least for five years. However, it is also prescribed in the schemes but it requires effective adherence.
5. The beneficiaries after the completion off the course should return back and work in the country, so that, there is no loss to the resources spent on them. Those who do not like to come back should be discouraged. There should be no loss due to opportunity cost incurred. The loss is two-fold. First, the amount allotted to the beneficiary was not judiciously used and second, it let the human resource go unharnessed.

(E) Input Use Efficiency

The ratio of actual expenditure incurred and the number of candidates gone abroad can give us an indication of input use efficiency. The efficiency of input use can be computed by taking a simple ratio of output to input. The average input use efficiency has been calculated as 6.6. Keeping the average as standard, we find that in the year 2017-18, the efficiency level is higher than the average. In the year 2015-16, the efficiency level is less. In the year 2016-17 and 2018-19, the efficiency level is fluctuating between 3.3 and 3.4 which is less. However, the

difference in efficiency level between 2017-18 and 2015-19 is more.

(F) Observations

1. The beneficiaries underwent professional courses foresee better employability in sharp contrast to those who returned. Even if after the completion of the courses, some of them are not employed, but the degree of satisfaction and confidence that they developed is phenomenal and many of them after completing their degrees found pursuing studies.
2. Financial disbursement includes tuition fees charged by the foreign university, fixed maintenance allowance along with to and fro airfare through Air India. On the aforesaid items, selected beneficiaries expressed that maintenance allowance needs to be increased. However, it is observed that the amount they receive is sufficient and marginal shortage may motivate them to work, improve their knowledge and skill-set for better employability.
3. The Scheme has 100 slots for each year and 30% of the awards have been earmarked for women. It is observed that with the reservation, more and more women have been covered under the Scheme over the years. This is observed based on sampled women found among the beneficiaries for the study.
4. The income ceiling prescribed for the scheme is 6 lakhs. It observed that most of the beneficiaries' income would have been more than the ceiling. However, the income ceiling may be revised keeping in view the Market Price Index (MPI).
5. Those who availed the scheme and did not complete their courses considered their family reasons being instrumental. However, those who returned were least happy with the selection of the Institute where they studied.
6. The seats allotted per year is 100. Looking into the potential of the scheme to cover the qualifying candidates, additional seats are not required. The seats of the scheme can be increased provided more seats are demanded by more qualified persons.
7. To ensure employability of the beneficiary students, it is observed that beneficiary getting admission to the overseas institutions need to be considered in terms of institutional performance, though accreditation based selection of institution is inscribed. A hierarchy of overseas institution needs to be devised and priority in admission should be considered thereupon. This would help shortlist the candidates based on their enrolment with the institutions. It is also observed that in the sampled beneficiaries, a complete absence of beneficiaries from Denotified, Nomadic and semi-nomadic tribes, landless agricultural labourers and traditional artisans is observed. It indicates that the representation of the aforementioned social categories has not taken place. The scheme is meant to assist selected Scheduled Caste, De-

notified Tribes, landless agricultural labourers and traditional artisan students for pursuing higher studies of master level courses and Ph. D programme abroad. In the study sample, only SC candidates were found.

(G) Recommendations

The Scheme of National Overseas Scholarship for SC Students, tribal communities, traditional artisans and agricultural labourers is a meaningful scheme but it has served selective purpose as it has facilitated only the SCs. Therefore, its coverage and the effectiveness need to be improvised. As such, the Scheme of National Overseas Scholarship for Scheduled Caste (SC) Students is recommended to be continued, subject to the following compliances:

1. The Scheme of the National Overseas Scholarship for the SC Students should be continued because it provides the opportunity to the deserving scholars to receive global exposure and the knowledge-based skill-set for the improved employability.
2. The implementation of the Scheme is restricted to few states with a limited number of scholars, creating a deficit in the estimated number of allotment vis-a-vis the actual number of selected candidates. This requires to be cemented through the selection of appropriate media for its quarterly publicity, attracting a sufficient number of applicants for selection. Apart from continuing with exiting publicity platforms, the regional print media should also be used to disseminate the wider coverage. However, by continuous persuasions of the Department with the Indian Mission abroad, booking of the expenditure under the scheme has been raised significantly to the tune of Rs. 28.39 crores in the year 2019-20 which is moving sign.
3. As candidates after the completion of their courses become intellectually empowered, and exercise the power of distinction from other members of communities, they are required to stay back in India for at least five years, so that, their foreign experiences can be utilised by the society as a whole.
4. It has been found that income certificates produced by beneficiaries are not necessarily correct. It is recommended that a copy of the tax return filed by all members of the household should be submitted to the Ministry along with income certificate and PAN Numbers. A system may also be in place to conduct physical re-verification of income certificates of the selected candidates. An undertaking should also be taken from the selected candidate that after the selection to overseas scholarship, any discrepancy detected at any stage with regard to income certificate or otherwise, the award would be cancelled thereto and the entire amount with penal interest would be refunded to the Ministry.
5. To do away with the inability to complete academic courses, priority should be given to those candidates who have cleared GRE/GMAT/TOFEL, so that

the selected candidates have required acumen to complete their courses. In addition to this, the system should be in place to examine the research aptitude of the candidates. To ensure that the selected candidates complete their courses, the Indian Missions/Embassies abroad may be requested to send a quarterly status report of beneficiaries to the Ministry. Based on the report, the Ministry may take appropriate decision/s. In case the candidate does not complete the course successfully and drops the studies midway without proper justification, the candidate may be required to refund the entire amount with penal interest.

6. An online format for the host institution/university may be designed by the Ministry to receive any non-serious behaviour of scholar. In case a candidate's gravity of non-serious behaviour is detected, the award may be cancelled and the candidate may be asked to refund the full amount with applicable interest
7. The extension of stay beyond prescribed period may be considered without financial assistance of any kind except the air passage to return to India, if and only if recommendation of the competent concerned authority in the educational institution/university, as well as Indian Mission abroad, is received certifying that such an overstay for the specified period, is necessary for facilitating the candidate to complete the course.
8. The scrutiny of bi-annual progress reports of awardees pursuing their studies abroad should be converted into quarterly progress report. It quarterly progress report should consist of academic score, participation in extra-curricular activity/es, distinction/award/honour received and publication brought out. In line with four identified indicators, a format of quarterly progress report may be designed and sent to the Indian Mission abroad to help provide status report to the Ministry.
9. After completion of the course, the scholars should be engaged with any industry/ institution for not less than five years. Those who are not willing to stay for five years may be required to pay the entire amount disbursed on him/her including induced cost spent on administering the scheme with existing bank interest rate.
10. The proportional representation of other social groups, namely de-notified, nomadic and semi-nomadic tribes, and landless agricultural labourers to the tune of six and four (already prescribed under the scheme), respectively should be ensured.
11. The three-term goals need to be considered mentioned in the vision for the future in the evaluation report.

(H) Thematic Assessment: Specific Findings (As per the Objectives of the Evaluation Study)

1. Socio-economic status (SES) is a measure of an individual's or family's social status (mainly educational and occupational/professional) and economic status (mainly income) . Most of the parents of the beneficiaries are illiterate and barely literate. Males are relatively better literate than women. More than 80 % women look after the domestic work Out of the total literate fathers, 35.2% were upto 12th passed outs whereas 52.9% bachelor and above degree holders. Out of the total literate fathers, 35.2% were upto 12th passed outs whereas 52.9% bachelor and above degree holders. Out of the total mothers, 47% were illiterate, 35.3% 10th passed outs and 17.6% 12th passed outs. Out of the total households, 47.1% monthly family income was reported as more than Rs. 20000. 29.4% was found between Rs. 10000 and Rs. 15000. 17.6% of household income was computed as less than Rs. 10000. Between the income range of Rs. 15000 and Rs. 20000, 5.9% of households were reported. 41.2% of the respondents' fathers were doing private jobs, 23.5% each in the self-employed and daily wager, 5.9% each in agricultural worker and retired personnel from the govt. The approximately 94% of mothers of the beneficiaries were homemakers while 6% of mothers, daily wagers.
2. The effectiveness of the Scheme towards obtaining higher education abroad by the selected candidates for the sampled beneficiaries was also assessed. 82.35% sampled respondents from selected candidates completed their course abroad whereas 17.64% returned uncompleted. Out of the total sampled beneficiaries selected for Master programme, 13 completed the course while one left the course uncompleted and returned. Out of total sampled beneficiaries from the selected candidates for the Ph.D programme, one completed the course and other two left and returned. For the master degree, the candidate who left and returned was female whereas for Ph.D programme, and other two, males. Overall, higher education was obtained by the majority of the beneficiaries. But in the case of Ph.D programme, the performance of the sampled beneficiaries among the selected candidates is deplorable. Though the reasons behind leaving the programme are attributed to domestic, it requires to be investigated further that why there is drop out cases for Ph.D programme.
3. The impact of Scheme in obtaining gainful employment after the completion of the course by the scholarship awardees was also evaluated in the study. The scholars who went abroad and completed their course, 42.86% of them got employment while 57.14% remained unemployed. Of the unemployed candidates, approximately most of them are pursuing higher studies. It was also found that the candidates pursuing advance studies gave more weightage to education than employment. Those who returned with an uncompleted degree, 100% of them were found jobless or unemployed. If we compare between those who completed the course and those who opted out, the instrumental finding of the study informs that the candidates who successfully availed the scheme performed better.

4. The difficulties faced by applicants in obtaining the scholarship were very less. Out of the 17 sampled beneficiaries, 23.5% faced problem in executing solvency bond. 11.7% of them have faced a problem related to the procurement of documentary certificates. Some of them have also reported that while coming back, air tickets were not timely made available.
5. The role of the scheme in changing social status of the family after completion of the course by scholarship awardee was documented. Out of the total sample selected, 82.4% of the beneficiaries reported that they experienced subsequent changes in their social status while 17.6% did not find any change. The 17.6% negative responses are from the three beneficiaries who left the course and returned.
6. Overall, there are several schemes implemented by different ministries to provide concessional benefits to the marginalised community of our society. One of them is the Pre and Post-Matric Scholarship scheme implemented by the Ministry of Tribal Affairs. Both the National Overseas Scholarship for SC students and Post Matric Scholarship are given to scholars considering the income ceiling. Both schemes are implemented for beneficiary students. The said scheme implemented by the Ministry by taking into the confidence district and State level implementing officials. The Scheme follows DBT disbursement through Aadhar enabled bank account. The Scheme of National Overseas Scholarship for SC Students has a wider canopy at the macro level. However, the number of beneficiaries covered under the scheme is very less. The best practice of Pre and Post Matric Scholarship identified by the study team is instituting Adhar Enable Bank Account and publicity may be considered by the Ministry to ensure accountability and wider outreach, respectively.

(I) Externalities

- a. The major externality identified in the scheme was its outreach and beneficiary selection. The scheme has provision for 100 seats for every year. There is also provision for special allotment of seats for women candidates. However, the required number of seats have not been fulfilled. The coverage of the scheme by the state is unevenly distributed. It is important to note that within the SC castes, there are classes. The benefit should reach to those SCs whose class location is deplorable. However, the income ceiling of 6 lakh is given in the scheme to bar those SCs whose income level is more. It was observed during the study that beneficiaries availing the scheme did not disclose their precise income. The Ministry informed that they executed cross verifications of their income-related documents. Nevertheless, the document related certifications are required to be made more effective.
- b. The prerequisite to the implementation of the Scheme should be ensured with proper publicity. The website based advertisement is not enough.

The inapt publicity of the scheme is one of its externalities. The absence of publicity on social sites, print media, particularly regional media and other government platforms was reported.

- c. The sampled beneficiaries were exclusive of De-notified, nomadic and semi-nomadic tribes, landless agricultural labourers and traditional artisans. The Scheme seems to have augmented SC students only whereas the scheme is obliged to consider beneficiaries from these sections as well.
- d. Majority of the beneficiaries availing the scheme are from Maharashtra and Delhi. The selection of beneficiaries for the Scheme should be aligned to the aspirational districts of our country. If required, the eligibility criteria may be relaxed. The representation from other communities listed in the scheme should also be given due considerations.
- e. The beneficiaries availing the scheme after completion of the programme do not share their cultural capital with other SC members. The scheme of this kind should be embedded with the trickledown effect. The beneficiaries after completion of their courses should voluntarily serve for five years to an institution with a stipend.
- f. Last but not the least, the actual expenditure of the Scheme is very less than anticipated. The reasons expressed are mostly an insufficient number of beneficiaries. Except for the year 2016-17, in other consecutive years, the expenditure is almost receding. In the year 2019-20, the projected expenditure is 3.27 cr. which very less.
- g. The beneficiaries who got selected and returned to India is a major externality to the scheme. During the three years, namely 2015-16, 2016-17 and 2017-18, a total of 4, 7 and 4 candidates returned, respectively. This shows a lugubrious performance of the scheme.

(J) Issues and Challenges

1. Insufficient number of Scholars covered under the scheme is one of the important issues. The beneficiaries covered under the scheme are not necessarily from the lower class of Scheduled Castes. The number in the sampled beneficiaries from the de-notified, nomadic and semi-nomadic tribes, landless agricultural labourers and traditional artisans are almost absent. The candidates from these communities should also get represented in the scheme.
2. The annual Revised estimate of the scheme is mostly 15 crore which has never been fully spent. The expenditure is mostly around 40% or less of the revised estimate.
3. The scholars selected to complete Ph.D programme have been found returning. In the sampled beneficiaries, out of three, two beneficiaries selected

for Ph.D programme returned. It shows that either non-serious candidates or incompetent candidates were selected for the Ph.D programme.

4. It has been observed that the candidates availing the scholarship consider the benefits as their right. They neither responded favourably and cooperated well with the team of investigator, nor they have shown serious concern.
5. The outreach of the programme is not gone beyond some of the states.. The sampled beneficiaries were mostly from Delhi and Maharashtra, as compared to other states. The coverage of the scheme in the rural area is also not equally represented..

(K) Challenges

(i) Internal

1. The beneficiaries of the Scheme should be in touch with a dedicated team of the Ministry who can appraise their performances. This would help the beneficiaries utilize the fund judiciously. That would also help the beneficiaries in addressing exigencies.
2. The third-party assessment of the scheme should have been conducted. That would have helped to identify the bottlenecks and corresponding remedial measures. As assessment is based on a limited number of samples, the findings may not necessarily be generalized.
3. Since the scheme runs on 'first come- first serve' basis, the role of selection committee becomes largely limited. It needs liberation from the old styled art of working. The systematic strategy should be developed to select potential beneficiaries.
4. The entire database of NOS beneficiaries for the last five years should be updated. It should include their contact address, phone number, present activity etc.

ii. External

1. Selecting and sending scholars to study abroad is a good idea. It is important to know the standard of institutions where beneficiaries are getting enrolled.
2. Through the Indian Mission abroad, it is necessary to obtain bi-annual progress reports of the awardees from the University/Institution where the awardees are pursuing his/her studies. This would help, not only in monitoring the progress report and get the feedback from the awardees.
3. When the beneficiaries go abroad and return they seem to have started employing the power of distinction from the others. This is a major challenge before the SC community to harvest the benefits from scholars gone abroad.
4. The income certificates produced by the beneficiaries need to be verified by their neighbours who could be a better source to comment on their real income.

1. Vision for the Future

1. Short-Term Goal (1-2 Years): Preparing a robust database of the scheme with working contact details of the beneficiaries. To include those who are remotely located on priority, particularly induction of candidates from far-flung rural areas. Publicity of the Scheme should be given quarterly through audio-visual, print, State govt. platforms, and the Ministry website. Publicity through regional media (in regional language should be a must) in regional languages should specifically be encouraged.
2. Medium-Term Goal (1-5 Years) procurement of database of candidates from universities, colleges and institutions. Aligned with the SECC survey report, the selection of probable regions may be done from where potential beneficiaries are to be selected. A dedicated team may be constituted at the level of the Ministry of Social Justice and Empowerment which would converse with the State Social Welfare Department to know the more vulnerable groups where the implementation of the scheme can be a change agent.
3. Long-Term Goal: (1-10 years) to ensure that all bonafide beneficiaries are covered from all vulnerable sections of society irrespective of their case based backwardness. The beneficiaries who have availed the scheme may be brought together, and in consultation with MHRD, similar institute of excellence can be instituted. Side by side, the best foreign talent can be invited to teach in our country so that improvements pertaining to employability can take place at a faster pace.

2. Recommendations for Scheme with reasons

1. The Scheme of the National Overseas Scholarship for the SC Students should be continued because it provides the opportunity to the deserving scholars to receive global exposure and the knowledge-based skill-set for the improved employability.
2. The implementation of the Scheme is restricted to few states with a limited number of scholars, creating a deficit in the estimated number of allotment vis-a-vis the actual number of selected candidates. This requires to be cemented through the selection of appropriate media for its quarterly publicity, attracting a sufficient number of applicants for selection. Apart from continuing with exiting publicity platforms, the regional print media should also be used to disseminate the wider coverage. However, by continuous persuasions of the Department with the Indian Mission abroad, booking of the expenditure under the scheme has been raised significantly to the tune of Rs. 28.39 crores in the year 2019-20.
3. As candidates after the completion of their courses become intellectually empowered, and exercise the power of distinction from other members

of communities, they are required to stay back in India for at least five years, so that, their foreign experiences can be utilised by the society as a whole.

4. It has been found that income certificates produced by beneficiaries are not necessarily correct. It is recommended that a copy of the tax return filed by all members of the household should be submitted to the Ministry along with income certificate and PAN Numbers. A system may also be in place to conduct physical re-verification of income certificates of the selected candidates. An undertaking should also be taken from the selected candidate that after the selection to overseas scholarship, any discrepancy detected at any stage with regard to income certificate or otherwise, the award would be cancelled thereto and the entire amount with penal interest would be refunded to the Ministry.
5. To do away with the inability to complete academic courses, priority should be given to those candidates who have cleared GRE/GMAT/TOFEL, so that the selected candidates have required acumen to complete their courses. In addition to this, the system should be in place to examine the research aptitude of the candidates. To ensure that the selected candidates complete their courses, the Indian Missions/Embassies abroad may be requested to send a quarterly status report of beneficiaries to the Ministry. Based on the report, the Ministry may take appropriate decision/s. In case the candidate does not complete the course successfully and drops the studies midway without proper justification, the candidate may be required to refund the entire amount with penal interest.
6. An online format for the host institution/university may be designed by the Ministry to receive any non-serious behaviour of scholar. In case a candidate's gravity of non-serious behaviour is detected, the award may be cancelled and the candidate may be asked to refund the full amount with applicable interest
7. The extension of stay beyond prescribed period may be considered without financial assistance of any kind except the air passage to return to India, if and only if recommendation of the competent concerned authority in the educational institution/university, as well as Indian Mission abroad, is received certifying that such an overstay for the specified period, is necessary for facilitating the candidate to complete the course.
8. The scrutiny of bi-annual progress reports of awardees pursuing their studies abroad should be converted into quarterly progress report. It quarterly progress report should consist of academic score, participation in extra-curricular activity/es, distinction/award/honour received and publication brought out. In line with four identified indicators, a format of quarterly progress report may be designed and sent to the Indian Mission abroad to help provide details to the Ministry.

9. After completion of the course, the scholars should be engaged with any industry/ institution for not less than five years. Those who are not willing to stay for five years may be required to pay the entire amount disbursed on him/her including induced cost spent on administering the scheme with existing bank interest rate.
10. The proportional representation of other social groups, namely denotified, nomadic and semi-nomadic tribes, and landless agricultural labourers to the tune of six and four (already prescribed under the scheme), respectively should be ensured.

The three-term goals need to be considered mentioned in the vision for the future in the evaluation report.



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National Fellowship for Scheduled Caste (SC) Students.

Ministry of Social Justice and Empowerment, Government of India.
 Indian Institute of Public Administration, New Institute of Public
 Administration, New, 2019

The National Fellowship for Scheduled Castes (SC) Students is a central sector Scheme which envisaged creating opportunities for Scheduled Castes students, pursuing higher education leading to M.Phil. and Ph.D. degrees in Sciences & Humanities and Social Sciences. The scheme caters to the requirements of the Scheduled Caste students for pursuing a research degree in universities, research institutions, and scientific institutions. The scheme equips SC students to effectively take advantage of the growing opportunities at the national and international level in the context of the new economic order.

The fellowship is categorized into two parts, namely the Junior Research Fellowship (JRF) and Senior Research Fellowship (SRF). For the M.Phil programme exclusively, only JRF is awarded for two years. For the integrated M. Phil and Ph.D. programme, the fellowship is given for five years wherein the duration of JRF is 2 years and for the remaining three years, it is converted into SRF. For direct Ph.D., the same condition is applicable. The JRF and SRF for scholars from Sciences & Humanities and Social Sciences are paid Rs. 31000/- and Rs. 35000/- respectively. The annual contingency for the Scholars of Humanities and Social Sciences availing JRF and SRF are Rs. 10000/- and Rs. 20500/- p.a., respectively. However, the annual contingency for the Sciences for the Scholars availing JRF and SRF are Rs. 12000/- and Rs. 25000/-p.a., respectively. An escort allowance of Rs. 2000/-per month is admissible to escorts of the physically challenged fellows. The fellows are given house rent allowance (HRA) at the rate of 8%, 16%, and 24% for not provided with hostel accommodation, in accordance with Govt. of India norms as applicable in the city/location where the fellow is working. It goes with

stipulations like: (a) In case, hostel accommodation is provided to the scholars by their institutions, the scholar is eligible to draw only the hostel fee excluding mess, electricity, water charges, etc., (b) In case hostel accommodation offered by the university/institution is refused by the candidate, the has to forfeit his/her claim of HRA, (c) In case of non-availability of hostel accommodation, the scholar may be provided with single accommodation by the host institution. In such cases, the rent paid by the scholar on the actual basis is to be reimbursed, subject to the ceiling of HRA as per Govt. of India norms, (d) If the scholar makes his/her own arrangements of accommodation, he/she is entitled to draw HRA as per ceiling and categorization of cities by the Govt. of India, (E) In case, the scholar wishes to draw HRA, he/she is required to claim HRA on monthly basis by submitting monthly confirmation certificate in the prescribed format, to his/her institution. Other facilities such as medical facilities, leave including maternity leave are governed as per the guidelines of the UGC in case of their fellowship programme.

In this backdrop, the central objective of the scheme is to provide fellowships in the form of financial assistance to students belonging to the SC category to pursue higher studies leading to M.Phil. and Ph.D. in Sciences and Humanities and Social Sciences in Indian Universities/Institutions/Colleges recognized by University Grants Commission (UGC).

The institutions are to be entitled with the following provisions where the beneficiary scholars are registered: (1) Universities/Institutions/Colleges included under section 2(f) and 12(B) of UGC Act, (2) Deemed to be Universities included under Section 3 of the UGC Act, 1956 and eligible to receive grants-in-aid from UGC, (3) Universities/Institutions/Colleges funded by Central/State Government, (4) Institutes of National Importance.

The findings of the study are summarised as under:

1. The National Fellowship Scheme for Scheduled Caste (SC) Students is implemented by the University Grants Commission (UGC). There are 2000 slots in the Scheme. The UGC notifies the scheme by inserting a suitable advertisement in the press. The Junior Fellowship is awarded for two years. After two years, if the progress in the research work of the awardee is found satisfactory, his/her tenure is extended for a further period of three years as Senior Research Fellowship (SRF). The research work is assessed by a three-member committee set up by the University/Institution. The committee consists of the Supervisor, Head of the Department, and one outside expert in the subject. Junior Research Fellowship may be terminated in case the progress of the candidate is not found satisfactory by the committee. The Senior Research Fellowship (SRF) is sanctioned on a year-to-year basis on the recommendation of the Supervisor of the candidate duly accepted/rejected by the Head of the Department and finally approved by the Vice-Chancellor. The total period of award of JRF and SRF are not exceeded for 5 years. The fellowship is paid from the date of registration of the students in Ph.D. /M. Phil. Course.

2. The objectives of the evaluation study are: to analyse the socio-economic background of students belonging to Scheduled Castes who have received assistance under the Scheme during the last five years, to assess the subject wise demand Vs Actual number e.g. Science/Humanities/ Social Sciences/ Commerce/Medical/Engineering etc., to ascertain the number of students completed Fellowship (JRF/SRF) during the last five years, to ascertain the number of fellows got employment (e.g. Lecturer, any other) after completion of the periods of Fellowships, to ascertain the number of students discontinued Fellowships (JRF/SRF) and reasons thereof during the last five years, to assess the opinion of students regarding the implementation of Scheme by the University Grants Commission, to advise on the essentiality of documents required to award the Fellowships, to suggest simplification of procedures for awarding the fellowships, to suggest a strong monitoring system for timely submission of utilization certificate, to study the efficacy of the procedure adopted for the selection of candidates, eligibility criteria, rates of fellowships, to study the optimal utilization of funds under the Scheme by the University Grants Commission, key findings based on the data collected from the field on the objectives of the Study, shortcomings identified in the design of the existing scheme if any, and recommendations/suggestions for necessary restructuring to be carried in the Scheme to achieve desired results and need for its continuation.
3. Aligned with the objectives of the evaluation study, the performance of the scheme based on output/outcome indicators were developed to arrive at irrefutable findings. These indicators were: (1) Socio-economic background of SC Fellows in the last five years, (2) Subject wise demand Vs Actual number of the fellowship awarded in the stream of Sciences/Humanities/ Commerce/ Medical/engineering, etc., (3) Number of students completed the fellowship in the last five years, (4) Number of fellows got employment after the completion of the period of the fellowship, (5) Number of students discontinued the fellowship (SRF/JRF) and reason the reason thereof in the last five years, (6) Opinion of students regarding the implementation of the scheme by UGC, (7) Essentiality of documents required to award the fellowship, (8) Simplification Procedure to be adopted for the selection of candidates, (9) Monitoring system for the timely submission of UC, and (10) Optimal utilization of funds under the scheme by the University Grants Commission.
4. The methodology of the study involved a positivist approach. With the analytical frame of reference, the study has considered mixed methods to suitably take the feedback of stakeholders. Both quantitative and qualitative information have been garnered. The evaluation study has relied upon both primary and secondary sources. The secondary information on the budget estimate, revised estimate, and actual estimate have been taken from the indiastat.com. The documents of the Department of Social Justice and Empowerment, a handbook on social Welfare Statistics, website review, and demands for

grant report of the standing committee on social justice and empowerment Govt. of India have judiciously been used. On the structure, design, and implementation of the Scheme, the UGC representatives were contacted. For data collection, a semi-structured questionnaire, in-depth interviews, and observation tools were used. Secondary information was gathered from the Programme Division, Ministry of Social Justice & Empowerment, the UGC, and the Canara bank. Based on the secondary information, research tools were designed and after seeking approval of the Ministry, research tools were used to collect information.

5. A total of 1397 beneficiary students were covered from 16 universities of eight States. 282 JRF holders and 64 SRF holders from science, 671 JRF holders and 245 SRF holders from Humanities and Social Sciences, and 90 JRF holders and 40 SRF holders from Engineering & Technology constituted the sample of the evaluation study. In place of 1385 beneficiaries to be covered in the study from 16 universities of 8 states, a total of 1397 beneficiaries were covered from 16 universities of eight states. Out of the 1397 beneficiaries covered, a total of 986 beneficiary students personally interacted whereas, a total of 411 beneficiaries sent their feedback through google forms. Out of the total sampled beneficiaries, we have taken beneficiaries from the base year 2017-18 & 2018-19. This is how a total of 1397 beneficiary fellows have been covered across the sixteen universities from eight states.
6. Presently the scheme covers 29 States/UTs. The states are (1) Andhra Pradesh, (2) Assam, (3) Bihar, (4) Chandigarh, (5) Chhattisgarh, (6) Delhi, (7) Gujarat, (8) Haryana, (9) Himachal Pradesh, (10) Jammu and Kashmir, (11) Jharkhand, (12) Karnataka, (13) Kerala, (14) Madhya Pradesh, (15) Maharashtra, (16) Manipur, (17) Odisha (18) Puducherry, (19) Punjab, (20) Rajasthan, (21) Tamil Nadu, (22) Telangana, (23) Uttar Pradesh, (24) Uttarakhand, (25) West Bengal, (26) Chhattisgarh, (27) Andaman & Nicobar (28) Meghalaya, & (29) Tripura. The aforementioned information is based on the materials shared by the UGC consisting of both June and December 2018 data of CSIR and UGC. As per the information furnished by the UGC, a total of 2311 beneficiaries were covered. Out of the total 2311 covered in 2018-19, 37.04% were female while 62.96%, male.
7. Looking into the financial aspect of the scheme, it is clear that the budget estimate has continually been growing. So is the case with revised estimate during the past five years. There is no difference between the revised estimate and actual expenditure. The information has been taken for the year 2014-19. However, the data of actual expenditure has not been taken for the year 2018-19. In the year 2016-17, the number of women beneficiaries is relatively less. Nevertheless, in the past years and even after the year wherein fewer women were covered, the women's participation looks satisfactory in preceding years.
8. Out of the total fellowship awarded to the sample SC students, 20.2% were from SRF (Science), 4.6% from JRF (Science), 48.1% from SRF (Humanities

and Social Sciences), 17.5% JRF (Humanities and Social Sciences), 6.8% SRF (Engineering and Technology) and 2.8% (Engineering and Technology). Out of the total sampled target group, it has been found that the maximum 16.2% beneficiaries were from Dr. Babasahab Ambedkar Marathwada University, followed by Mysore University (12.7%), Andhra University (8.9%) and so on.

9. Out of the total 1397 sampled beneficiaries, 72.2% belonged to the rural area and 27.8%, from the urban area. Out of 1009 beneficiaries from rural areas, maximum scholars were found studying in Karnataka (18.9%), followed by Telangana (18.7%), Maharashtra (17.6%) and Andhra Pradesh (14.9%), West Bengal (11.1%), Tamil Nadu (8.7%), Delhi (5.35) and Uttar Pradesh (4.8%). Out of the total 388 urban students, most of the scholars were from urban areas. They were mostly found studying in the universities of Karnataka (23.7%), Andhra Pradesh (22.2%), Telangana (14.4%), Maharashtra (12.6%), Uttar Pradesh (10.1%), Tamil Nadu (8%), Delhi (4.9%), and West Bengal (4.15%).
10. 33.6% of beneficiaries' fathers were educated upto secondary level, followed by upper primary level (25.7%), illiterate (21.3%), graduate and above (9.7%), higher secondary (9.4%), and primary level (0.2%). 40.4% of beneficiaries' mothers were illiterate, followed by 25.8% upper primary, 19.8% primary, 7.7% secondary, 3.4% higher secondary, and 3% graduate. The occupational status of fathers of the beneficiaries was categorized as 37.2% daily wagers, 26.6% farmers, 15.2% govt. employee, 13.2% self-employed, and 7.8% casual labourers. The maximum percentage of casual labourers were found in Maharashtra (67.9%), daily wagers in Telanagana (22.7%), farmers in Telangana (23.4%), self-employed in Maharashtra (37.3%), and govt. employees in Karnataka (23.6%). 78.3% of beneficiaries' mothers were homemakers, 12.4% self-employed, 3.1% daily wagers, 2.2% casual labourers, 2.1% govt. employees, and 1.9% of farmers. The maximum percentage of casual labourers were found in Maharashtra (54.8%), daily wagers in Andhra Pradesh (36.4%), farmers in Tamil Nadu (43.2%), govt. employees in Maharashtra (20.7%), homemakers in Karnataka (21.5%), and self-employed in Tamil Nadu (31.8%). The collected data on the income reveals that the main workers of the households were fathers of the beneficiaries. However, the income contributions made by mothers were also significant to the tune of 10.8% of the average monthly household income.
11. The maximum average monthly income of beneficiaries' fathers was more visible in Delhi, followed by Andhra Pradesh, West Bengal, Uttar Pradesh, Karnataka, Telangana, Maharashtra, and Tamil Nadu. The maximum average income of the beneficiaries' mothers was more evident in Uttar Pradesh, followed by Delhi, Tamil Nadu, Andhra Pradesh, Maharashtra, Karnataka, West Bengal, and Telangana. Overall, maximum average monthly household income was in Delhi (Rs. 26636.11), followed by Andhra Pradesh (Rs. 20550.42), Uttar Pradesh (Rs. 18678.16), West Bengal (Rs. 18050.78), Karnataka (Rs. 16049.13), Telangana (Rs. 14466.94), Tamil Nadu (Rs. 11234.45), and Maharashtra (Rs.

10888.55). The socio-economic background of students belonging to Scheduled Castes who received assistance under the scheme during the last five years was low in level. The occupation of most of the parents was either wagger or contract labourer or tiller. The monthly income of the households ranged from Rs. 1200 to Rs 98000.

12. Subject wise demand upto the selection year 2017-18, the applicants were called under two broad categories i.e. (i) Humanities and Social Sciences, and (ii) Science, Engineering, and technology. The scholarship was distributed in the ratio of 50:50 between these two streams. For the selection year 2018-19 and onward, the selections are made as per the revised guidelines issued by the Ministry of Social Justice and Empowerment. As per the revised guidelines, only the UGC-NET qualified candidates are eligible under the scheme. The candidates are selected from all the subjects for which NTA and CSIR conduct the examination. In the year 2015-16 and 2016-17, each 26.7% beneficiaries were covered considering the total 6742 applicants. If we bifurcate the number of applications received for the year 2015-16 and 2016-17, then the coverage calculated is 59.2%. The actual number of beneficiaries covered are 27.38% in 2017-18, 15.64% in 2018-19 and 7.8% in 2019-20.
13. It is worth mentioning that most of the demands were expressed in Humanities and Social Sciences. The students doing the Sciences availed local schemes for financial assistance. Though the amount of local financial assistance was not sufficient, they could continue studies with the available resource base. In the case of students from Humanities and Social Sciences, they were not found with such options. It is also to be placed on record that students doing sciences belonged to relatively better socio-economic conditions, as compared to students doing Humanities and Social Sciences.
14. Based on the India Stat report, we find that since 2014-15 the total numbers of beneficiaries are 2000 each year with fluctuation in the number of beneficiaries across the States. The beneficiaries completed the fellowship in the last five year has a decreasing trend, for instance, 99.65% in 2015-16, 99.7% in 2016-17, 96.5% in 2017-18. On average, 93.3% of beneficiaries could complete the JRF. The information about the beneficiaries on the component for the year 2019-20 is not available.
15. 15.5% of beneficiaries have got employment as a result of their coverage under the scheme from the sample size. 84.5% of beneficiaries were found continuing with their higher studies or looking out for a job in terms of taking a decisive call to pursue a career in academic research or to join as industry professionals. Out of the total beneficiaries employed, 38.2% beneficiary students got inducted from Telangana, followed by Maharashtra (33.6%), Andhra Pradesh (12.4%), Uttar Pradesh (6%) and so on. Most of the beneficiaries were found either unemployed or studying or searching for a suitable job. 22.9% of such status was found in Karnataka, 17.7% in Andhra

Pradesh, 13.1% in Telangana, 13.1% in Maharashtra, 10.8% in West Bengal, and 9.7% in Tamil Nadu.

16. The beneficiaries of the National Fellowship Scheme for SC discontinued the scheme on the grounds like (1) on getting a job, (2) feeling a sense of deprivation and shifting to normal UGC/CSIR-JRF, (3) Not receiving recommendations on research proposal from Board of Studies, (4) Women left studies after marriage, and (5) Not registered with university for either M.Phil or Ph.D. or integrated M.Phil cum Ph.D. programme. A total of 388 beneficiary students discontinued JRF fellowship whereas, 165- SRF fellowship in the last five years. The JRF discontinued beneficiaries were 70.2% of the total beneficiaries discontinued. On the same indicator, the SRF was found to be 29.8%. The maximum percentage of JRF beneficiaries discontinued the fellowship was in 2018-19 i.e. 86% of the total JRF holders discontinued. In the same vein, the maximum percentage of SRF holders (88%) discontinued in the year 2018-19 of the total SRF holders discontinued in the last five years. Though the number of beneficiary students discontinued the fellowship is not large, the same seats would have been provided to other candidates which could have minimized the incurred opportunity cost in the implementation process.
17. The implementation process of the scheme was appreciated by 79% of the beneficiaries sampled. The beneficiaries from Delhi, West Bengal, and Maharashtra were found satisfied with the scheme implementation. When the beneficiary students were asked to share their responses on the implementation process of the National Fellowship Scheme for SC students by UGC, they provided their suggestions which later classified in five sub-heads, namely (1) Good Scheme, (2) Not uniformly implemented, (3) dominance of higher caste in the implementation, (4) Biases, prejudices and discrimination in the implementation process, and (5) None of these. 79% of the beneficiaries found the implementation process as good, followed by 12.3% left the question unanswered, 3.6% found not uniformly implemented, 2.9% found biases, prejudices and discrimination, and 2.3% expressed that it was controlled by higher caste people. Overall, most of the beneficiary students were satisfied with the implementation process of the scheme. A meagre 21% of the respondents have assigned one reason or the other.
18. The document required to avail the award are (1) caste certificate, (2) post-graduation marks sheet (3) certificate from the head of the department/ Institute stating that necessary facilities will be provided, (4) abstract of the research and (5) Physically handicapped certificate (in the case of Divyangjan). However, UGC/CSIR-NET certificate remains an essential criterion for the selection. These required documents were considered to be normal by most of the beneficiaries as well as the UGC. The documents are uploaded online. The poor connectivity of the internet has been expressed as one of the

glitches in certificate uploads. However, income certificate may additionally be integrated to ensure that the scheme reaches out to all the needy and potential beneficiaries, keeping in view the existing 2000 slots.

19. A dashboard to monitor progress, geographic spread, discipline wise students enrolled, sanctions, completion of courses, etc. are provisioned to be put in place by UGC on its portal which is accessed by the Ministry of Social Justice & Empowerment via login credentials. Implementation charges payable to UGC is based on actual expenditure, subject to a ceiling of 1% of the total fellowship disbursed by UGC. A grievance redressal call centre is also set-up to take care of complaints of students availing JRF/SRF. The progress report window of UGC to be accessed in the output report was found lying vacant without the required entries. The UGC has informed that the payments of scholarship/fellowship schemes, for which selections are made by UGC, are done under DBT mode through UGC-Canara Bank Scholarship Portal. The same has also been endorsed by sampled beneficiary students. The payments are being generated and paid monthly, based on uploading of monthly confirmation certificate by the Institutions on UGC-Canara Bank Scholarship Portal where the student/Scholar is pursuing his/her studies. Under the system, it is ensured that the research scholar is doing his/her research work continuously and receiving the scholarship regularly. Also, for seeking fellowship at an enhanced rate, assessment by a committee is ensured. The fellowship is enhanced in cases where the UGC receives a report of the assessment committee.
20. There is a provision for entering the information about the beneficiaries on the dedicated window of UGC. They required entries were not made by the UGC. If the entries are filled-in on the dedicated window of the output report, the accountability-based compliance thereof would have been much more effective. The beneficiaries who were put to discussions expressed that there existed non-cooperation from the UGC on the grievances of scholars. As such, though the digital platform has been created for monitoring scholars' performance, the same has been left unutilized. Overall, the benefits of digital governance need to be integrated with the output reports, the way it has been envisaged in the new scheme guidelines effective from 01.04.2020.
21. The Utilization Certificate (UC) is sent to the Ministry in time, as was expressed by UGC representatives while sharing their feedback on the component. As per the information shared by Universities/Institutions, the coordination between the UGC and institutions needs to be strengthened. With regard to the monitoring of the fellowship on the ground, six alternatives were suggested through close-ended responses. The alternatives were (1) Regular supervision of the supervisor, (2) Regular reporting to a supervisor, (3) Regular attendance, (4) Extension of fellowship only after satisfactory research work is done and certified by supervisor, (5) Research to be completed before the expiry of fellowship, and (6) Fellowship to be refunded if the research

work is not completed. A total of 1361 responses were received on the component, despite our consistent request to all the beneficiaries to give full responses. Out of the 1361 responses received on the component, 48.2% of the beneficiaries expressed that regular supervision should be in place for the proper monitoring of the fellowship, followed by 23% for regular reporting to a supervisor, 17.6% for regular attendance, 7.4% for extension of fellowship after satisfactory research work is done and certified by a supervisor, 2.5% research to be completed before the expiry of fellowship, and 1.2% for fellowship to be refunded if research work is not completed. Out of the 656 responses received on 'regular supervision', a maximum of 25.5% from Telangana, 313 responses documented on 'regular reporting to the supervisor', more responses were from West Bengal, 240 responses found on 'regular attendance', a maximum of 28.8% from Karnataka, 101 responses received on 'extension of fellowship after satisfactory research work is done and certified by supervisor', the maximum from Andhra Pradesh(41.6%), 34 responses received on ' research to be completed before the expiry of fellowship', maximum response garnered from Maharashtra(44.1%), and 17 responses received on 'fellowship to be refunded, if research work was not completed', maximum responses were found from Maharashtra (41.2%).

22. The average monthly expenditure incurred in items such as Books, Stationery, Hostel/room rent/rented accommodation, food charges/mess, and other required items were also informed. After calculations, the average monthly expenditure pattern of 1397 beneficiaries has also been worked out. On average, the JRF holder expenditure is Rs. 22928/person which is less than 26.03% of admissible rate i.e. Rs. 31000/month. In the case of SRF, the average monthly calculated expenditure per scholar is Rs. 25294.40 which is 27.7% less than the admissible monthly payment i.e. Rs. 35000/month. In light of the calculations, the amount is not required to be enhanced.
23. To get the overall responses of the beneficiaries on receiving financial assistance due to the scheme was also asked. A total of 1333 beneficiaries responded to the component. It was found that 82.9% of the beneficiaries agreed that financial assistance proved to be beneficial whereas, 17.1% expressed their disapproval. Some beneficiaries belonged to improved socio-economic conditions. Perhaps, they found the financial assistance not very moving. Out of the total affirmations, maximum beneficiaries were from Maharashtra (20.1%), followed by Karnataka (19.9%), Telangana (17%), West Bengal (11.5%), Andhra Pradesh(10.7%), Tamil Nadu(9%), Delhi(6.15) and Uttar Pradesh (5.8%).
24. Out of the 1333 responses registered on the financial assistance, a total of 1105 beneficiaries responded favorably on receiving the financial assistance by virtue of the scheme. As such, most of the beneficiary students have received financial benefits by virtue of being covered under the scheme.
25. Out of the total 1105 beneficiaries opined on the financial benefits, 1060 could respond categorically on the component. Thus, 96.1% of beneficiaries

registered their views on the extent to which they received it. 34% of the beneficiaries have responded "to a great extent", 39.7% gave their views as "to some extent" and 26.3% as 'to a limited extent'. 26.3% for 'to a limited extent' and 39.7% for 'to some extent' inform that the scheme requires more hassle-free monitoring and implementation to address the grievances of beneficiary students on time. The other identified reason is the state governments also run scheme (with lower financial size) which other than the beneficiary students receive.

- 26.** Out of the 1015 responses received on the component, 98.7% beneficiaries believe that other students in the locality have been inspired by the beneficiary students after availing the scheme and they would wish to join fellowship under the scheme. In Karnataka, Tamil Nadu, Telangana, and West Bengal, 100% of beneficiaries have expressed their positive concerns. However, in other states, namely Maharashtra (99.1%), Uttar Pradesh (98%), Andhra Pradesh (96.3%), and Delhi (90.3%) the responsiveness on the indicator is astoundingly high which shows the scheme is worth performing.

Recommendations

The 'National Fellowship Scheme for Scheduled Caste (SC) Students' is one of its kind in providing financial assistance to students belonging to SC category to pursue higher studies leading to M.Phil./Ph.D in Sciences, & Humanities and Social Sciences. Keeping in view the overall impression of the scheme and its effectiveness in providing timely financial assistance to Scheduled Caste candidates to pursue higher education in universities and Institutions recognized by the UGC, the study team recommends for the continuation of the Scheme with the existing rate of fellowship (i.e. for JRF-Rs. 31000 and SRF Rs. 35000 plus the same rate mentioned for contingency and escort/ reader allowance, etc. in the revised Scheme's guideline effective from 01.04.2020). For the continuation of the scheme, followings need to be considered:

1. Looking at the number of potential beneficiaries in the SC population, the coverage of the scheme in terms of beneficiaries impacted needs to be enhanced. The stipulated number of beneficiaries (2000) that has been provided for in the scheme which is to be achieved under the scheme needs to be increased. That is to say that the target level needs to be broadened and the goal post needs to be further pushed. Post assessing the performance indicators of the scheme and assessing the impact of the scheme on the socio-economic conditions of the target group, the stipulated numbers of target beneficiaries may be considered for further extension.
2. Evaluation of the beneficiaries and ensuring that the fellows produce quality research work, strict monitoring should be in place. Although

the scheme provides that the award of the SRF needs to be done after an appropriate evaluation of the performance of the research work undertaken by the candidate in the JRF phase, the performance evaluation needs to be conducted in the JRF stage too. This shall ensure that the awardees of the fellowship to produce quality research output.

3. In response to enhancing the rates of the SRF and JRF, the expenditure pattern of beneficiaries after/while availing the scheme indicates that the amount given in the form of fellowship is more than per scholar's monthly expenditure. Thus, no further enhancement is recommended. However, there have been increasing demands to increase the number of fellowships awarded under the scheme. This may be considered by the Ministry.
4. As the demand for the fellowship is more as identified from the UGC shared information, in such a scenario there is a demand-supply mismatch, the eligible candidates losing out on the scheme needs to be accommodated through the fellowships that have been carried forward from the preceding academic session. However, in a situation of no such slots available to be carried forward from the previous year to accommodate the increasing number of deserving fellows in the current year, a contingency fund under the scheme needs to be set up to meet the increasing demands.
5. There exists immense scope for enhancing the scheme's outreach by upgrading the tools used for publicity. The scheme needs to be publicized in regional languages using local newspaper and local media platforms. The state governments may be requested to provide a place on their portals to publicize the scheme. The universities/institutions recognized by the UGC may be issued strict guidelines to publicize the scheme on their notice board and webpages.
6. As the awardees are being selected from the UGC-NET examination conducted by NTA and CSIR, the process of application is already simplified. The present application system is recommended to be continued. However, the UGC may be directed to make the selection list public on its website ensuring full-transparency of the selection process.
7. The utilization certificate is timely submitted to the Department by the University Grants Commission. However, the online payment made by the nodal bank branch on the recommendations of the UGC should also take the Ministry into the loop. Side by side, the UGC may be directed to take initiative to also provide an audited statement of expenditure to the Department, as and when required.
8. There exists a consideration that incentive for merits is not embedded in the NFS-SC scheme, unlike plain UGC-JRF. Strides to be taken to do away with such understandings. It has been found during the in-depth-discussions

with the beneficiaries that despite being covered under NFS-SC, they were interested to join plain UGC-JRF, as it provides API advantage that helps them in the recruitment.

9. The financial assistance given in the form of fellowship should be identified with components on which the amount is to be spent by the awardees. This would judiciously let the awardees spend the fellowship amount more on educational needs.
10. A dedicated 'Call Centre'/Grievance redressal mechanism needs to be activated by the UGC under the guidance of the Ministry of Social Justice and Empowerment. To address the grievances effectively, for augmentation of grievance redressal, the UGC may like to delegate it through regional branches. The grievances expressed by beneficiary students should be addressed by the UGC and a copy of the Action Taken Report (ATR) to be forwarded to the Ministry for perusal.
11. The 'outcome report' (https://www.ugc.ac.in/nfsc/Progress_report_outcome.aspx) is placed on the website of UGC under National Fellowship Scheme for Scheduled Caste students. The space provided for the entry is almost blank. This needs to be filled in. The information entered would give an idea about the engagement of scholars with research work. The digital outcome report on the UGC website should periodically be accessed by the Ministry to suggest the UGC to take corrective measures if required.
12. Keeping in view the availability of 2000 slots for a year, the demand from Humanities and Social Sciences are more. As such, the Ministry may like to proportionately divide the slots in the place of 50:50 allocations.

The awardees should be brought to an undertaking that if they did not send compliance to the required output report on the UGC window, the financial assistance to be given may be discontinued. The awardees should also be brought to an undertaking that if they did not complete the course, they may be asked to refund the entire financial assistance given to them. However, the Ministry may set-up a separate desk to monitor the scheme implementation by the UGC to keep track of awardees' research performance. This would cater to (1) completion of the degrees, (2) engage serious candidates to research work through the fellowship window, and (3) succeed in placement by keeping up a scholastic knowledge base.



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An Impact assessment of MY Gov: An Online Citizen Engagement Portal.

Ministry of Ecectronics and Information Technology, Government of India. Indian Institute of Public Administration, New Delhi

The aim of the proposed study was to assess the impact created by the MyGov initiative and to suggest a way forward that makes it more citizen-centric and citizen-inclusive. To achieve this aim, objectives of the study were delineated to be:-

- To conduct the appraisal of the existing system: Genesis, Mission, Vision, Objectives, Present Organisational structure, Core functional domains, Facilitating and Impeding factors, Stakeholders' perceptions.
- To list the impact assessment parameters for evaluating international-competitiveness of MyGov.
- To do a normalised comparative study with selected global best practices and related Indian citizen engagement platforms.
- To suggest a detailed way forward for implementing and sustaining a more citizen-centric and citizen-inclusive version of MyGov.

Need for the study;

- i. The extent to which MyGov has fulfilled its intended purpose.
- ii. The extent to which the result obtained corresponds to the resources used.
- iii. To have a real sense of ground realities in terms of accessibility, usage, level of participation (including rural areas).

Summary of Study

In order to enhance the outreach of citizen engagement through MyGov to citizen communities who do not have access to the Internet or are located in technologically deprived far-flung rural areas, offline extension of MyGov through various on-ground marketing activities is needed. Since at present, MyGov is completely dependent upon funds from the Central Government, a self-sustaining revenue model must be implemented, which also defines the role and importance of MyGov in the larger ecosystem of the Governmental ministries and departments. This model, as outlined in the report, must include the scope of activities performed by MyGov and package them as service deliverables to fulfil the online citizen engagement requirements of various official departments.

In order to achieve the overarching aim of MyGov as an online platform to engage citizens and extend its reach to offline activities encompassing marginalized and far-flung citizen communities, enhanced manpower, infrastructural and financial requirements must be met. With the provision of enhanced resources, the future strategy and vision outlined for MyGov is one that can be achieved for ensuring the prevalence of participatory governance as a core pillar of the democratic system of India.



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An Impact Assessment of online planning, Digging & monitoring systems (PDMS).

Govt. of NCT Delhi Dept. of Information Technology. Indian Institute of Public Administration, New Delhi, 2019

Aim and Objectives of the Study

The proposed study aims to assess the overall impact created by PDMS and to suggest a way forward that makes it more effective and efficient in its delivery and operability. To achieve this aim, the objectives of the study have been identified as:

- To review the existing system: genesis, mission, vision, objectives, and core functionalities of the portal.
- To understand and compare PDMS with similar initiatives in the country.
- To delineate and apply a conceptual framework of impact assessment parameters for evaluating the usefulness of PDMS.
- To propose recommendations for sustaining PDMS in a more standardised and responsive manner.

Summary

One can safely state that through prudent amalgamation of MIS and GIS provisions, PDMS has already successfully achieved several characteristics of good governance including transparency, accountability and efficiency in varied aspects of road digging and road cutting. However, as is true for any other initiative, there is ample scope of improvement. In future, with the endowment of enhanced resources and tweaking of its technical and organizational aspects, PDMS can surely become more versatile. Some key words going forward for PDMS are: Enhanced GIS Maps,

Advanced Payment Interfaces, Proactive Support, Capacity Building, Prompt Alert System, Replication, Dynamic Dashboard, Enterprise Architecture, Promotion and Awareness, Collaboration

Research Project Development Bank. The Insight Development Consulting Group Pvt. Ltd. Indian Institute of Public Administration, New Delhi, 2019

National ICT Expert (India) for Asian Development Bank (ADB) sponsored South Asian Research and Training Network for rural e-governance project, under South Asia Subregional Economic Cooperation (SASEC) Information Highway Project program for implementing Research and Training Network (RTN) component (SASEC-RTN).



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An Impact Assessment study of Technology Development of Indian Languages (TDIL)

Programme. Ministry of Electronics and Information Technology, Government of India. Indian Institute of Public Administration, New Delhi, 2019

The scope of the study includes;

- a. The assessment of the TDIL programme regarding the objectives as envisioned from time to time.
- b. Comparing the technologies that have been developed under the programme with some of the technologies available for other languages in the world,
- c. Evaluating the extent of technologies that have been developed and utilised by some of the identified user-agencies or commercialised by industry.
- d. Discover the constraints in the utilisation or commercialisation of the developed technologies and suggest the steps to mitigate the same.
- e. To undertake stakeholder consultations with the relevant agencies and conducting site visits
- f. Analyses how the programme has helped in the proliferation of the content and applications in Indian languages and to see how these have benefitted the intended beneficiaries.
- g. To scrutinize the work done for the development of standards in Indian languages and suggest further steps for improving the same.
- h. Identifying gaps in the achievement of the programme and suggesting steps, modifications and improvements for the same also encompass the scope of the study.

Summary and Conclusions

After a comprehensive and methodological evaluation, IIPA concluded that TDIL has become an indispensable part to the various fields of ICT, as well as for the government. Observing the vital contribution of TDIL, IIPA lauds its potential and recommends the continuation of TDIL.

IIPA has also recommended that TDIL in its next phase of initiation should strive towards making individual tools more impactful at the national level than what it is today. It should continue to extend its research and development in order to make individual tools more accurate and accessible. Furthermore, its primary objective should be in regard to enhancing the process of commercialisation and deployment, wherein, it encompasses more and more institutes, organisations, start-ups and large company players to work in collaboration with the TDIL project. The corpus should be readily made available in public domain for various start-ups and independent researchers at a lower cost or free of cost. Furthermore, by effectively setting up a large and rich start-up ecosystem TDIL can provide more managed services to its citizens and facilitate India's economy in the global context.



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An Impact Assessment of National Knowledge Network.

National Informatics Centre, New Delhi. Indian Institute of Public Administration, New Delhi, 2019

The general scope outlined by the NKN for the study is as follows:

- a. To assess how NKN has played an instrumental role in Digital India and has served as its backbone by providing connectivity to data hubs which in-turn support other initiatives of Digital India.
- b. To indicate how NKN has helped Indian institutes in research by acting as a platform for collaborative research, innovation, developments on future technologies, multilateral collaboration, etc.
- c. To scrutinise the significance of NKN in promoting e-learning in Indian research and educational institutes via platforms like virtual classrooms, Cloud services, virtual routing and forwarding, video conferencing, etc.
- d. To check the influence of NKN as a platform for mission specific projects such as High Speed SCPC VSAT Connectivity, usage in weather forecasting, support to Mission Mars, support in Pragati programme, etc.
- e. To survey the effect of NKN on various sectors of the Research and Educational community in before & after scenarios. Some of these sectors are Medical Research Institutes, Engineering Institutes, Agricultural Research, Armed Forces & Defence Labs, Quality Testing Labs, Art & Design sector, CISR, ISRO, Atomic Energy, Biotechnology, libraries, etc.
- f. To analyse the benefits that State-Wide Area Networks (SWAN), State Data Centres (SDC) and National Data Centres (NDC) get from being connected in the network, especially in terms of uniformity of services.
- g. To gauge the importance of NKN for continuation of the Project.

- h. To compare NKN as National Research and Education Network (NREN) with other international NRENs, and study the multi-dimensional (social background, user awareness, etc.) distinctions between the NRENs.

Summary & Conclusions:

The study affirms that NKN has been able to successfully achieve the vision of its pioneers and holds a bigger potential for supporting the knowledge ecosystem of the country. Respecting the dreams of the national leaders and technology trends of the global ecosystem, NKN must recast itself as a citizen-inclusive Global Innovation Network with adequate outreach to its local grassroots. For achieving this, it must adopt a more structured knowledge management methodology that eventually culminates into an 'innovation management' approach. This would morph NKN from an 'information catalyst for the institutes' to a 'national tool for harnessing the innovation capital' of the nation.



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Digital India Project: Awareness and skill Development Program for District level SC/ST officials through State ATIs.

Ministry of Electronic and Information Technology, Government of India.
Indian Institute of Public Administration, New Delhi, 2019.

The main aim of this project at IIPA is to enhance the awareness of e-governance under Digital India programme for district officials, especially SC/ST officers/ and/ or officers employed in predominant SC/ST areas, by strengthening capacities of state administrative training institutes- ATIs, using Training of Trainers (ToT) pedagogy.

To accomplish this aim, IIPA is training the nominated resource persons, (referred to as only 'ATI trainers'), as per the prescribed ToT methodology using a centrally designed content on e-governance and Digital India. Respecting the changes in the e-governance ecosystem of the country, this project essentially went through a two-stage metamorphosis:

(B) First Stage of Project- NeGP Stage (Oct 2013- Nov 2014)

In its nascent form, from the time of its formal initiation in October- 2013 until November 2014, this project was completely a NeGP specific one. However, in view of revised mandate of then newly announced on August 2014, Digital India (DI) program, MeitY rightfully advised IIPA to enhance its project content and implementation strategy etc, to accommodate all the related aspects of DI. This led to a complete overhaul of the existing project and led to the initiation of the second stage of the project at IIPA in March 2015, aptly titled as 'Digital India Stage'.

(C) Second Stage of Project - Digital India Stage (March 2015 - till now)

Chronologically the project has two versions viz. Version -1 (Mar 2015- Mar 2018) and Version -2 (Mar 2018 - Onwards):

Constantly, the project is undergoing progressive evolution in the wake of emerging trends and technologies, incorporation of feedback of ATI participants and realignment with the Ministry's revised views and objectives and seeks the unconditional support of all its partners, including the nine identified ATIs.

In the last few years, newer trends have been sighted both within the country and globally. Digital India has seen renewed enthusiasm in acceptance of cashless transactions, cloud/ mobile formats, acceptance of disruptive technologies and convergence of all these, as a norm. The fact is that the project implementation strategy must be altered a bit to incorporate the felt needs and aspirations of the nine identified ATIs, as well as to reflect the emerging technology scenario - both at the national as well as the global level. For doing so, IIPA has done some basic research, altered the content to reflect emerging technology trends, and undertaken various rounds of discussions with the MeitY officials to evolve positive alterations to the existing implementation strategy, which is expected to be formalized very soon.



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Research Project Development Bank.

The Insight Development Consulting Groups Pvt. Ltd. Indian Institute of Public Administration, New Delhi, 2019.

National ICT Expert (India) for Asian Development Bank (ADB) sponsored South Asian Research and Training Network for rural e-governance project, under South Asia Subregional Economic Cooperation (SASEC) Information Highway Project program for implementing Research and Training Network (RTN) component (SASEC-RTN).



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Extend Evaluation of Autonomous Bodies.

Department of Personnel and Training, Government of India.
Indian Institute of Public Administration, New Institute of Public
Administration, New, 2019

The ministry of Finance, Government of India (GoI), mandates external and internal review of autonomous organisations in every three to five years as laid out in Rule number 229 (ix) of General Financial Rules (GFR 2017). Following this rule Welfare Division of the Department of Personnel and Training (DoPT), Ministry of Personnel, Public grievances and Pensions intends to conduct an external review of the two autonomous organizations- GrihKalyan Kendra (GKK) and Central Civil Services Cultural and Sports Board (CCSCSB) working under the aegis of the DoPT. GrihKalyan Kendra: GrihKalyan Kendra or GKK is an autonomous body under Ministry of Personnel, Public Grievances and Pensions, Government of India. It chiefly caters to the need to supplement meagre earnings of government servants in lower income group by giving training to the women and children of their family in certain crafts and providing an opportunity for gainful and remunerative employment during leisure hours. Thus, the objective of GKK was to provide some additional economic benefits to the families in government job by opening up new avenues of employment to the dependant family members by imparting training to them in various fields of art and crafts. Central Civil Services Culture and Sports Board: Central Civil Service Culture and Sports Board is the nodal agency for promotion of sports and cultural activities among central government employees. The board was established in 1964. Initially the activities of the board was confined to Delhi alone, but in course of time, feeling the need to promote sports and cultural activities among central government employees working outside Delhi, Regional Sports Boards were set up in other cities also An important area of activity of the board is to organise various sports events such as Inter-ministry tournaments and the All India Civil Services (AICS) tournaments.

Objectives of the Study

As per rule 229 (ix) of the General Financial Rules, 2017, such review should focus, inter alia on;

- i. The objective for which the autonomous organization was set up and whether these objectives have been or are being achieved;
- ii. Whether the activities should be continued at all, either because they are no longer relevant or have been completed or if there has been a substantial failure in the achievement of objectives. iii. Whether the nature of the activities is such that these need to be performed only by an autonomous organisation. iv. Whether similar functions are also being undertaken by other organizations, be it in Central Government or State Governments or the Private sector, and if so, whether there is scope for merging or winding up the organizations under review.
- iii. Whether the total staff complement, particularly at support level, is kept at a minimum: whether the enormous strides in information technology and communications facilities as also facilities for outsourcing of work on a contract basis, have been taken into account in determining staff strength; and whether scientific or technical personnel are being deployed on functions which could well be carried out by non-scientific or non-technical personnel etc. vi. Whether user charges including overhead/ institutional charges/ management fees in respect of sponsored projects, wherever the output or benefit of services are utilized by others, are levied at appropriate rates. vii. The scope for maximising internal resources generation in the organization so that dependence upon government budgetary support is minimised Methodology, Scope and Expected Outcomes

The study will be designed in tune with the set of objectives as specified in the ToR. The study will undertake review of the twin autonomous bodies with reference to their recent activities, finances, organisational set up and management aspects. A part of the study will be based on scrutiny of official records available and shared by the GKK, CCSCSB, their 10 regional offices, branch centres and the ministry. Another part will involve extensive visits to the centres located in and outside Delhi for a detailed survey of the activities, functions, market linkages and management. The survey will enumerate concerned officials, staff, beneficiaries and various stakeholders. In case of GKK the survey will cover all centres in the Delhi, Mumbai, Chennai and Bangalore as these cities has highest number of samajadans and craft centres outside Delhi.

The survey will cover 2 regional sports boards from each of the five regions-north, east, west, south and north east. The selection of RSBs will be based on classification of cities, years of existence of the RSB and other relevant parameters.

Recommendations

Based on the above findings and conclusion the following recommendations are proposed:

- Organisation of atleast one exhibition cum sale of products at suitable halls, places for more publicity and financial support for the trainees. We also encourage participation in different fairs, exhibitions, expos organized by others. Suitable allocation of funds should be made for this.
- Organisation brief workshops on marketing opportunities on the trade, enterprise development, SHG formation etc. to boost self-confidence create awareness and educate the trainees.
- Starting new courses on various vocations/ trades like beautician, sales associate, insurance or banking agents, IT- ITES etc. Evaluation and certification of trainees should be made through Sector Skill Councils as this would enhance their prospects in job markets. It is also required to follow National Skill Qualification Framework in the courses offered.
- There is need to provide employment support to the trainees. Regular contacts with prospective buyers, dealers, manufacturers should be kept for the purpose and relevant information should be passed on to the trainees/ job seekers.
- Provisions should be made for adequate number of machines and spacious rooms as these two are the most urgent requirements expressed by trainees. Annual funds should be provided for replacement of old machines and requisite maintenance and repairs.
- There is need for encouragement of females and create awareness for benefit of exercise. If need be separate hours for female users and female trainers should be recruited.
- A thorough appraisal of requirement of new machines, replacement of old ones and proper maintenance of existing ones need to be done at least once in a year. A subcommittee may be formed for this purpose and a common norm may be devised for giving grants to the gyms for purchase of machines and other infrastructural improvement.
- Special attention should be paid for availability of basic needs like drinking water, separate changing rooms for male and female, adequate lighting and fans etc.
- Body building competitions can be organized annually to promote and encourage more youth to become health conscious and join gym.
- Considering the multiple benefits that yoga training offers to the participants and positive feedback received from the participants on the management and functioning of the scheme we recommend the continuation of the yoga

training scheme. We also suggest implementation of the following measures for improvement in the content and quality of the yoga classes.

- There is need for devising a uniform syllabus to be followed in the class across centres. This syllabus should give separate attention and care to the needs of new learners, intermediate learners and advanced learners, take into consideration the requirements for aged and young and patients of chronic diseases. A training manual can be designed for this purpose with help of a reputed institute in this field. Participants should be given instruction handbooks so that they can follow them properly and also practice at home.
- More active publicity is required to popularize yoga classes among the resident families and particularly among younger generation. Innovative methods like door to door awareness campaigns, discussion during social gatherings, meetings of the residents, campaigning in government offices, schools, youth clubs can be thought of.
- Based on the suggestions of the trainees, improved facilities for toilets and drinking water should be made available, since a majority of them were women and children who participate in cultural activities clubbed under other activities.
- For the computer courses the equipment should be upgraded in a timely manner so as to provide training which is up to date.
- The fee charged is very minimal and can be enhanced by a reasonable amount. So far a small fee for registration is paid. This can be revised. Apart from this, no fee or user charges are taken for maintenance or use of equipment/ musical instrumentals. A reasonable amount can be charged for equipment upgrade and use.
- Since some GKKs allow students from non-government employee families also to enroll and follow a different fee structure for them. This practice can be useful as a reasonable charge can be levied on these students.
- A follow up after the training is suggested for professional courses. GKKs could continue to provide some minimal support and also create a network which may be useful for new trainees.
- Currently no job fair is conducted for technical course trainees. This could be an area of improvement and can look into the provisions of the government's flagship scheme
- "Skill India" for providing them employment.
- It must be ensured that all GKKs have safe drinking water facility. Another issue is the availability of qualified coach must be there at every Badminton Sports Centre as it is very important for the safety of users.

- Infrastructure at the Crèches should be enhanced as per the needs of Crèches children.
- Indoor and outdoor area of the pre-school should be improved and it should be proportionate to the numbers of pre-school children.
- Trained staffs should be appointed in these crèches.
- Play-oriented methods of teaching should be employed in the crèches.
- Proper facility of healthcare, sanitation, creativity developments etc. needs to be provided at every Crèches.
- Nutrients food also should be supplied by department.



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Impact assessment Study on the Revised Policy for Verification of Character and Antecedents.

Department of Personnel and Training, Government of India.
 Indian Institute of Public Administration, New Institute of Public Administration, New, 2019

To achieve Government of India's vision of minimum government and maximum governance, Department of Personnel and Training vide O.M No. 18011/2(s)/2016-Estt.(B) of June 29, 2016 partially modified MHA O.M No, 18011/9(s)/78-Estt. (B) of July 2, 1982 regarding policy on verification of character and antecedents for appointment in government service.

As per the revised policy, it has been decided that the verification of character and antecedents will be carried out, but the issue of appointment letters need not be withheld pending such verification. The appointing authorities will issue provisional appointment letters offer obtaining the attestation form and self-declaration form the candidate. The candidate along with the details of attestation form will also submit the self-declaration certifying that all facts and details given in the form are correct. Accordingly, the attestation form has also been revised.

The revised policy further provides that the exercise of the verification of character and antecedents should be carried out in six months' time. Once the verification report is received and there are no objections on the facts given by the candidates, the provisional appointment letter will be confirmed. If the verification report is not received within six months then following course of action will be taken.

- a. The appointing authority will refer the matter to Director General Police of the concerned state asking to provide the verification report in three months.

- b. If the report is still not received, then the Union home ministry will be requested to get the verification report obtained from the concerned authorities so that the decision of confirmation on the provisional appointment letter is taken.

To elicit information for the above purpose, IIPA was commissioned this study

Proposed Theme of the Study

As per the ToR, the study carried out a comprehensive review of the activities under the above mentioned schemes. Objectives of such evaluation study areas follows-

1. To check duration within which the verification report is received.
2. To find out a number of cases where the verification report was not received within six months.
3. To identify the number of cases where the appointing authority had to refer the matter to Director General of police of the concerned state for providing verification in three months.
4. To find out to whether in above cases the verification report was received in three months.
5. To find out a number of cases where home ministry was requested to obtain the verification report from the concerned authorities.
6. To identify the cases where the provisionally appointed candidates suppressed facts, which in turn leading to the cancellation of the appointment.

Scope, Methodology, and Outcomes

In order to study the legislative and policy framework for employment in public service the best suited methodology for the study is a mixed-methodology. The main tools used were Questionnaires (for quantitative data collection), observation and interview guides (for qualitative data). While the major part of the study relied on self-administered survey questionnaires, it also involved unstructured interaction with stakeholders at DoPT in order to understand the purpose of policy in a better manner. A brief literature review was carried out based on the provided secondary documents (This literature review is a part of the annexures).

In order to analyse the quantitative data collected through the self-administered questionnaires, SPSS and Excel software were used. The qualitative responses from the nodal officers appointed by the ministry are included in the annexures as the field diary

Major Findings of the Study

I. Delays

- With respect to average waiting time for receiving appointment letter/ Provisional appointment letter, it is seen that for those recruited under OM of 1982, 30.6 per cent of the respondents had to wait for more than 6 months, whereas, only 15.4 per cent of the respondents under new policy (OM of 2016) had to wait more than 6 months. This is a clear indication to the fact the average waiting time has considerably decreased for the officials recruited through OM of 2016.
- The average time taken for police verification has not shown any improvement under the new verification policy of OM 2016.
- Earlier under the OM of 1982 71.1 per cent respondents got their verification under 3 months. This has come down to 68.3 per cent under the New OM. Consequently, the cases of delay too have increased beyond 6 months from 8.4 per cent to 13 per cent
- Despite the average waiting time for police verification being higher under OM of 1982, the number of appointment letters issued under OM of 1982 were lower. Now that verification and provisional appointment have been separated to a degree, receiving of appointment letters show lesser delays.
- 23.9 per cent of the respondents said that they did not receive appointment based on self-attestation form submitted by them.
- The Nodal Officers of various ministries who have worked under both OMs say that the policy has successfully reduced procedural delays.
- 6 ministries said that delay of receiving police verification beyond 6 months occur for 1-5 cases, whereas 1 ministry pointed out that there was delay for 6-15 cases.
- However, out of this only 3 ministries responded saying that they forwarded 1-5 cases to DGP.
- This delay shows that ministries are trying to resolve cases on their own level through constant reminders, but are not taking the matter to DGP.
- In the same cases, the 3 ministries reported that they did not receive any report from DGP within 3 months and they were forwarded to Home Ministry
- Out of 3, only 2 ministries said that Ministry could not provide response within 3 months

II. Corruption

- Respondents were asked if undue gratification is demanded from them to get police verification done. 9.44 per cent of the respondents from the cohort

of respondents recruited through OM 1982, accepted to have received such proposal. But the share of respondents drastically plummets to 4.44 per cent.

- When the candidates were directly asked if they were harassed through demands of undue gratification only 4.4 per cent from OM 2016 came forward, but indirectly about 6 per cent said that their process was stalled because they denied to provide any such gratification.
- We also asked whether or not candidates perceived that the old policy to verify character and antecedence of candidates was corrupt and inefficient. 40 per cent of the respondents from the cohort of OM 1982 agreed (loosely or strongly) that the old policy was to be corrupt and inefficient.
- Related to the above was also the question whether respondents perceived that the modified policy OM 2016 has effectively combated and reduced the overall corruption level. Here, the respondents recruited through new OM overwhelmingly accepted that new policy of OM 2016 have effectively reduced the corruption at 66.3 per cent.
- During the course of study the Ministry of Earth sciences responded that one candidate had suppressed information about his/her credentials during the provisional appointment process. The inquiry in this regard is underway.

III. Harassment

- The cases of harassment as reported by Ministries (through Nodal Officers) for both cohorts are almost same.
- Of the respondents recruited through OM 2016, 65.9 per cent agreed (strongly and moderately agreed) that OM 2016 is an efficient tool to curb harassment of the newly recruited employees.

Conclusion

The 2016 revised policy of character verifications has many advantages according to the opinions of several nodal officers. For instance, reducing the delay in the issuing of appointment letter, reduction of mental harassment experienced by the candidate, speedy process of issuing appointment letter, etc. are the major strength of the said policy revision. As a result, the candidate will not lose the appointment on the ground that the police verification report is delayed. In that way, the 2016 revised policy is radical as it advises the authorities to offer the provisional appointment to candidates who are going to character verification process. The revised policy of 2016 is, thus more employee-friendly as it is willing to trust the information furnished by the candidate in the self-declaration and attestation forms.

But at the same time we need to point out some of the flaws regarding the OM 2016

1. The OM 2016 has been implemented as per as the provisional appointment is concerned. But this OM has various other aspects, which were not as enthusiastically implemented.
2. For example, the OM 2016 also directs to conduct the police verification of the provisionally recruited employees in a time bound manner. Our findings suggest that much headway need to be made towards this end. If the police verification is not conducted as per suggested in the OM 2016, then, on long run, the spirit of this effort may get defeated.
3. In cases where the police verifications took more than six months, the cases were not forwarded to DG police or the Ministry of Home Affairs, as is suggested in the OM 2016.

Recommendations

There are several suggestions put forward by nodal officers related to the way by which the character verification process can be improved. Amongst such suggestions, online method of character verification emerges as the most advised means. Some nodal officers, however, offered a detailed method regarding how the police verification should be done properly by using the Aadhar Cards. However, it is, in fact, a real challenge before the Government to take this suggestion due to the recent Supreme Court rule regarding the usefulness of Aadhar Cards. A few nodal officers suggested that by adopting the methods of Delhi Police e-verification, the process of character verification can be improved. Generally, all nodal officers hold an opinion that the character verification process of candidates appointed in public service should be made time-bound

These observations definitively direct that OM 2016 is a step ahead in curbing the pre-existing delay, harassment and corruption in the recruitment and verification process. But at the same time we have pointed out some of the flaws regarding the OM 2016, overcoming of which would certainly enhance the performance of this pro-active initiative.



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Impact of MGNREGA on Women's Workforce Participation And Empowerment.

Department of Rural Development and Panchayati Raj, Government of Uttar Pradesh. Indian Institute of Public Administration, New, 2019

This proposed project, aims to showcase the impact of this right based scheme in ensuring women participation and in narrowing gender gap in informal sector. Since women have been traditionally relegated to the margins in the labour market, owing to stiff competition from the male workforce and other challenges and vulnerabilities attached to them, their participation in the informal sector has narrowed steeply. This creates multiple disadvantages, in terms of low economic empowerment of women as a unit within the household and feeble decision-making power as a community at societal level. Within the discourse of "feminization of poverty", which restricts women to the informal sector, thereby relegating them to the fringes of traditional social security net, NREGA emerges as a game changer. It tends to fill this gap by providing an extensive social security network primarily in informal sector, thus making women workers, its direct beneficiary. However, it becomes imperative to analyse to what extent, MGNREGA has ensured female participation and narrowed the gender gap. This study is a humble attempt in this direction. The research begins with highlighting the provisions in general and particularly women enshrined in MGNREGA. Based on the parameters adopted by World Economic Forum in its gender gap report, the study adopts parameters to measure narrowing of gender gap under MGNREGA. These parameters are in terms of participation, which can be defined as presence of women vis a vis man in work under NREGA, in terms of wage parity and in terms of independence and empowerment, which could be observed as economic empowerment, empowerment/ independence of women at intra household level and at process participation level. The proposed project will then try to analyse the reasons for growing acceptability and attractiveness of MGNREGA towards women workers. At the same time, the study will also try to evaluate the socio-economic benefits offered to women workers under this employment generating programme.

E4. Research Objectives:

The objective of the proposed study would be wider examination on the impact of social intervention scheme in narrowing gender gap through the economic activities available for women in the villages under MGNREGA.

Therefore, following will be the main objectives of the proposed study.

- I To understand the overall view of MGNREGA and women workers to determine rural socialempowerment.
- I To study specific needs of women at worksites and measures to popularize and propagate facilities for women under MGNREGA.
- To understand the nature of economic activities available for women in the villages under MGNREGA .
- I To understand the concept of gender gap and determine parameters to measure narrowing of gender gap under MGNREGA.
- I To study socio-economic benefits offered to women workers which helps in narrowing gender gap through the economic activities available for women in the villages under MGNREGA.
- I To study the gender specific provisions under the Act,
- I To analyze the socio-economic background of the MGNREGA women workers in Uttar Pradesh.
- I To do the comparative study of women's participation in MGNREGA between the two districts Bareilly and Shahjahanpur.
- I To investigate factors affecting implementation of MGNREGA programme in U.P.
- I To analyze variables affecting female participation in MGNREGA programme in Uttar Pradesh.
- I To showcase the awareness and assertion of women's identity in terms of economic status and participation in social sphere.
- I Finally, to formulate policy recommendations for a sustainable MGNREGA, at programme design and programme implementation level.

E5. Research Methodology:

This research is an empirical study based on mix methodology. It comprises both qualitative and quantitative approaches. The generalization of the research will be achieved through the inductive process. The proposed project involves the study of the employment generation programme of MGNREGA and its impact in narrowing gender gap in two districts in the state of Uttar Pradesh. The framework would be based on the approach of the state in implementing this right based scheme and its

effort to streamline the programme on gender lines in the two districts selected for the study. A survey shall be conducted in the selected sample villages in Bareilly and Shahjahanpur to find out socio-economic effect of MGNREGA on lives of rural women in the selected districts. Data shall be collected from the specified population of the villages through standard questionnaire, personal interview and focussed group discussion methods. Personal interview of government, panchayat and other non-official persons including academicians, retired governmental officials, civil society organisation members etc shall be conducted to gauge the reasons of successful implementation or impediments in successful implementation of MGNREGA in the selected districts. The proposed study also focuses on a comparative study of women participation in Uttar Pradesh (Bareilly and Shahjahanpur) to understand the demographic profile of women workers in these two districts and their socio-economic conditions. The study will be based on both primary and secondary data. A study of variables affecting female participation in MGNREGA programme in U.P. will also be conducted. The research will also investigate key barriers in the path of effective participation under MGNREGA work in the state of Uttar Pradesh. These barriers are, in terms of social, economic, institutional/ structural and civil societal factors. Challenges, both from demand and supply side will also be studied. The proposed project would also try to suggest viable recommendations for ensuring effective women participation and narrowing gender gap under MGNREGA and for making this programme more gender sensitive. Primary sources shall also include government documents including minutes of meetings, policies, projects and reports of international agencies like ILO, World Bank, worksite observation etc. At the same time, secondary sources shall include reports of various NGOs, speeches and interviews of the leaders, useful books, journals, articles, magazines, newspapers and relevant material from numerous internet sources. In the proposed study both qualitative and quantitative analysis of data collected through primary and secondary resource shall be done. The extensive household survey will provide a core quantitative database on the socioeconomic profile and benefits to the community. Based on the quantitative data the proposed study shall aim for descriptive, meaningful and reasoned assessment of the situation. The most important aspect of this research would be the 'Focus Group Discussion'. This would involve discussion on the basis of some open-ended questions, in a controlled environment, involving at least 10 participants in every round of discussion. The collected data through questionnaire would be analysed with the help of MS Excel and SPSS 16.0. In order to highlight the inter district variations, pie charts and bar graphs would also be prepared.

E6. Hypothesis:

- i. Though, this programme was not specifically formulated to transform the rural gender inequality, specific provisions of MGNREGA incentivizes women participation and makes it gendersensitive.
- ii. Participation, which can be defined as presence of women vis a vis man in work under NREGA, wage parity, economic empowerment independence of women

at intrahousehold level and at process participation level, can be regarded as parameters to measure narrowing of gender gap under MGNREGA.

- iii. NREGA has not only opened up new job opportunities which are locally available but also includes elements of regularity and predictability. Also, the work under NREGA is better paid and is considered more socially acceptable and dignified.
- iv. There are many other social/economic benefits offered under NREGA to women workers which make this programme gender sensitive.
- v. Women participation in MGNREGA programme is affected by female literacy rate, rural female poverty, female rural unemployment ratio and female rural labour participation.
- vi. In UP there exist numerous barriers, in terms of social, economic, institutional/structural and civil societal factors. Caste, religion and social norms emerge as major social barriers in the path of ensuring effective women participation. Scarce employment opportunities and stiff competition from men are some economic factors limiting women participation. Lack of system of government run childcare facilities, lack of access of information regarding entitlement, denial of job cards, distant locale of banks etc are some institutional and structural roadblocks in ensuring effective women participation in NREGA.
- vii. There are numerous challenges in the path of effective implementation of NREGA and ensuring women participation. These could be both from the demand side as well as from the supplyside.
- viii. Constructive changes at programme design and programme implementation level is required.

E10. FINDINGS:

These findings are based on field survey:

Working women:

1. Low participation of women in MGNREGA:
 - I Heavy Nature of work and Poor facilities at worksite: The reasons given for not working under MGNREGA are heavy work.99.4% women said that tools are not womenfriendly.95.6%womensaidthatworksitefacilitiesarenotavailable.
 - I No freedom of taking decisions/ Lack of time: 14.1 per cent of the women who are employed said that most women do not participate because they are not allowed to do so. Some women are not allowed to work outside home and because of domestic work they do not get time for working under MGNREGA.
 - I Physically exhausting and demanding nature of work: The most common reason was that work under MGNREGA is not in accordance with the physical structure of women.Oftenthephysicallyexhaustinganddemandingworkisthe-

main reason cited why they do not prefer to work under MGNREGA. About 56.6 per cent of the ones who worked in MGNREGA said that the work is heavy and not according to their abilities.

- | Bank related issues: About 42 per cent women cited that the bank is located far away and since the wages come directly to the bank, they are unable to manage their wages. Hence, they do not prefer working under MGNREGA. Another bank related issues which 58 per cent women face is that they are unable to handle the formalities at the bank since they are illiterate. These bottlenecks affect the participation of women in MGNREGA.
 - | Social Restrictions and patriarchal traditions: 62 per cent women were responded that they do not mingle with men and hence do not engage in MGNREGA work. 27 per cent women also cited other social customs as the reason. These are mostly patriarchal traditions which dictate that women should remain within the confines of the houses and not work in gainful employment outside the house.
 - | Distance of worksite from home: 19.4 per cent women said that the MGNREGA worksite is very far from the village so they do not work there. About 9 per cent women said that they have to travel about 2-3 km to reach worksite.
- 2. Gender Gap in participation rate under MGNREGA:**
- | Low demand of work by women: One of the reasons for the gap in participation rate could be because lesser women demand work under the scheme and hence the disparity.
 - | Social Factors: As pointed out in other sections too, lesser women participate pertaining to patriarchal traditions, caste issues and family pressure.
- 3. Lack of Awareness /Discrimination:**
- | Most of them are not aware or have said there are discriminations. In two cases women said that the Pradhan often gives work his own men and discriminates.
 - | 95 per cent of the women were unaware about the operational guidelines under MGNREGA.
 - | 85 per cent of them had no idea about work application/ enrolment process under MGNREGA.
 - | Almost 86 per cent were unaware about household registration under MGNREGA.
 - | 97 per cent of the respondents were unaware about job card distribution.
 - | 95 per cent women were unaware about unemployment allowances under MGNREGA.
 - | Almost 87 per cent were unaware about minimum wages under MGNREGA in U.P.

- 97 per cent did not know about the worksite facilities that should be provided to them mandatorily.
4. Differences in wages:
- When women were asked if men and women get equal wages 89 per cent responded saying that
 - there are no wage differentials and that women and men get equal wages.
 - Only a very tiny portion of 1.7 per cent said that there are differences in wages paid to men and women.
 - The data also suggests that the wage parity among women is also high. About 85 per cent said that all women get paid equal wages.
5. Delay in getting wages:
- The biggest issue among women is that there is a long waiting period involved in getting wages.
 - Other reasons cited were that the money comes to the bank and there is a lot of crowd at the bank which often deters them in getting money from the bank. Some of them preferred getting paid in cash
6. Unavailability of regular work or Irregular Wages:
- Due to Unavailability of regular work the wages are irregular. They work for a few days and then have to sit jobless again.
 - Many women also said that there is less work which is suitable for them and hence they do not
 - get hired for the work. When women were asked if men get more work about majority of said that men work for more number of days than women. Women are left out on the pretext of work being unsuitable for them.
7. Preference of women to work:
- Working in their own village /Community: Majority work under MGNREGA thus can be said to be falling under water conservation. When women were asked about their preference to work, Majority of women expressed their preference to work in their own village. They showed inclination to work with women only and with their own community. Majority of women have limited number of women along them on the worksites, say 10-20 of them.
8. Lack of decision-making power regarding work to women:
- When women were asked about who takes decision for them to work in MGNREGA, in most cases husbands and other family members take decisions

for the women and very few percentages of women take their decisions themselves. There is a lack of freedom for women with regards to decision making in matters of working outside home for gainful employment.

9. Change in Power Relations because of participation in MGNREGA:

- | When women were asked about change in power relation because of participation in MGNREGA, Majority of women responded that they are able to take decision in family matters, Some feels freedom of mobility outside home, Very few feels enhancement of their freedom over deciding lifestyle choices in life, Some women said they are able to take decision about their children education. Less than 1 per cent women said that they faced problems or things got worse than it was before they worked in MGNREGA.

10. Impact of MGNREGA on decision making of women:

- | When women were asked about the extent to which MGNREGA has affected decision making at home, Majority of women responded that their opinion is taken into account, very few of women said husband and family decides everything.

11. Impact of MGNREGA on Women's status:

- | Majority of women responded that management and sharing of activities has changed, women's power increased in household management, their children started studying and mental stress among women has reduced after MGNREGA.
- | About 86.3 per cent women reported that working in MGNREGA has changed their bargaining power at the community level. 86 per cent said that they are not persuaded by the Gram Sabha to give up work under MGNREGA. It has also aided the representation of women in Panchayat Bodies. 74.5 per cent women said that
- | MGNREGA has helped in increasing number of women becoming a part of Panchayat Bodies and undertaking more roles in leadership positions. Close to 89 per cent women feel empowered and economically independent after working in MGNREGA. However, when questioned about the improvement in social status only 57 per cent women said that they felt an improvement in their status among the community.

12. The participation of women in village level decision making after working under MGNREGA

- | 74.3 per cent of women responded that there has been increasing participation, 12.6 per cent of women said participation has increased in awareness building, 6.4 per cent of women said participation has increased in capacity building and 1.2 per cent of women said participation has

- increased in each area includes: planning, implementation, resource allocation, coordination.
- 13. Impact of Pradhan or other female official on women's participation in MGNREGA.**
- | When women were asked about the impact of Pradhan or other female official on women participation, more than 80 per cent of women responded women participation has increased, less than 2 per cent of women said women participation decreased, about 1 per cent of women responded that there has been no effect on participation level and around 5 percent of women said that they don't have knowledge about the fact.
- 14. Lack of facilities available at the work site:**
- | About 11 per cent said that basic facilities such a safe drinking water, toilet and first aid box were not available at work.
 - | For the large majority, shades were not available for rest, nor were crèches available for women with children.
 - | As reported earlier the tools were not women friendly.
 - Non-Working women:
 1. Reasons for no participation in MGNREGA:
 - | Only 32.1 per cent of these women responded saying they had a female member of the family who worked in MGNREGA. Almost 75 per cent of them wanted to get job cards made showing their inclination to work.
 - | Women were asked about the reasons why they do not engage in work. About 96 per cent of the women responded saying lack of awareness is the reason why most women do not work in MGNREGA.
 - | Almost 96 per cent agree that they do not work because of societal traditions. Almost 98 per cent believe that if women are employed in the work like domestic and agricultural under MGNREGA, more women will be inclined to join
 2. Lack of Awareness among women about MGNREGA:
 - | 99.9 per cent of them did not know about the work application that is to be submitted asking for work. Women were asked about the reasons why they do not engage in work. About 96 per cent of the women responded saying lack of awareness if the reason why most women do not work in MGNREGA.
 - | There should be an awareness programme targeting females to encourage their participation in
 - MGNREGA. A professional agency could be helpful and such an awareness programme should be done by the females of the village only

- Awareness can be spread regarding work at MGNREGA such as door to door campaigns.
- 3. Perception of women about importance of MGNREGA:
 - The perception about the importance of MGNREGA was positive. 87 per cent of the women think that MGNREGA is important for their village. Almost 60 per cent women seem to think that if they participate in MGNREGA their opinions will be taken into account. 21.6 per cent think that they will be able to take life decisions by themselves. 13.5 per cent think that they will have more autonomy to choose work outside home.
- 4. Gender disparity among MGNREGA workers:
 - Wage differences: Women were asked if they think any kind of disparity exists as per their perception. About 10 per cent believe that there is a difference between the wages given to men and women.
 - Differences in getting job cards: 8 per cent think that there is a difference in the job card given to men and women. Almost 47 per cent women think that women are not given work and about 10 per cent think that they face discrimination.
 - Interference of Gram Sabha: Those who were not working were asked if Gram Sabha interfered and asked them to not take up work. About 19 per cent women said that Gram Sabha has asked them not to work.

E11. SUGGESTIONS:

1. Participation of women can be increase by the following ways::
 - As far as old, widow and lactating women are concerned. Initiatives like, payment of wages in
 - individual accounts, SOR system being replaced by daily wage system, linking childcare facilities with anganwadi centres or linking NREGA with women SHG's can enhance women's participation in MGNREGA.
 - Work which is suitable to women and is according to their strength and ability should be created. This will encourage women participation
 - Various schemes such as widow / elderly/disability pension should be merged with MGNREGA work. This will help in increasing the participation of women. However only the most marginalized who are able bodied and can work should be given the benefit.

- | A separate group for women can be made and they can be given work accordingly. They often feel unsafe working alongside men.
 - | More work under MGNREGA can be allocated such as work in schools, stitching of uniform etc. This can ensure more participation under MGNREGA.
 - | In the process of generating, planning or identifying shelf projects under MGNREGA, the work should involve participation from local people reflecting their needs and aspirations, specially the needs of women, so as to ensure their maximum participation.
2. For improving the availability of worksite facilities:
- | Perspective of women need to be taken into consideration regarding the arrangements for crèche services and which are proximate to the houses of women workers. They also should be asked for suggestions on how facilities and services can be provided / improved. Such information can therefore be collated by the Programme Officer and incorporated accordingly into the DPP (District Perspective Plan) for effective implementation.
 - | Worksite facilities should be ensured by the implementing agency. The provisions for medical aid, drinking water, shade and crèche (if there are more than five children below the age of six years) are given utmost priority. Besides, provision for trolleys for fetching water from long distance; providing transportation facility for pregnant women; facilitating child care at work site also considered essential for strengthening MGNREGA and its approach towards women.
3. For empowerment of women:
- | For empowering the women wage seekers, a 'workers' forum should be held every 15 days on
 - | payment day and an audit of the accounts as well as a gender audit based on specific indicators
 - | can be added to it. The workers' forum should be used for the resolution of any disputes that may
 - | have arisen in relation to the work.
 - | Priority shall be given to women in such a way that at least one-third of the beneficiaries shall be women who have registered and requested for work under the scheme.
4. For spreading awareness about the scheme:
- | The shifting to e-governance can prove beneficial for women and marginalized section. Women are informed about the potential opportunities

and strategic benefits that ICT offers so that they could utilize it for their own benefits.

- I Merely 12.6 per cent women reported that they are engaged in awareness building. Thus, more can be done with regards to women's participation at the village and community level. Provision of MGNREGA work with skill development will create mass number of professionally skilled women and lead to the fulfillment of desired objective of empowerment of vulnerable rural women.
5. For removing gendergap:
 - I Special programmes to increase women's capacities and skills should be undertaken through convergence mechanisms so that women workers play more productive role in MGNREGA and are not denied the opportunity on ground of lacking skills.
 6. Ensuring Change in Power Relations because of participation in MGNREGA:
 - I Ensuring women's representation in the procedural implementation of MGNREGA by introducing minimum quotas for women, MGNREGA can enhance greater participation and leadership for women in MGNREGA.
 7. Laws for timely wage payments to MGNREGA workers:
 - I The central and state governments are bound by law in MGNREGA to make timely wage payments to the workers. Therefore, MGNREGA seeks bridging this gap between Centre-State under no circumstances should labourers be penalized for the delays in state and center coordination.
 8. Preferences of women should be considered:
 - I Women (especially single women) along with older people should be given choices to work on worksites nearer to their houses. In situations like if some women applicant reports to have worked beyond 5km of their residence, the state must pay an additional allowance to MGNREGA workers towards conveyance charges.
 - I Strict recruitment policy should be there which reflects adequate representation and reservation for women under MGNREGA work alongside his/her family's need. In this case, priority is sought to be given to women
 9. Ensuring regular supply of work:
 - I At least one mate should be provided for every fifty workers in MGNREGA worksite. The selection of mate can be based on degree of literacy, experience in MGNREGA work alongside his/her family's need. In this case, priority is sought to be given to women and differently-abled person.



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Mechanism for marketing of Minor Forest Produce (MFP) Through Minimum Support Price (MSP) and Development of Value Chain for MFP.

Ministry of Tribal Affairs, Government of India. Indian Institute of Public Administration, New Institute of Public Administration, New, 2019.

Approximately 100 million forest dwellers depend on MFP for food, shelter, medicines, cash income, etc. Contribution of MFP to household income varies between 10 to 70 percent. About 25 to 50 percent forest dwellers depend on MFPs for food requirement. Price of MFP most often determined by traders rather than by demand/supply mechanism. Major areas of the MFP states are affected by left wing extremism. The Planning Commission and Expenditure Finance Committee jointly suggested the scheme namely 'Marketing of MFP through MSP and Development of Value Chain for MFP. The scheme acts as a measure of social safety for MFP gatherers who are primarily members of ST. The Scheme was approved on 01-08-2013 for deliberate implementation by the Cabinet during the 12th plan period. The scheme formed a system to ensure fair monetary returns of the gatherers for their endeavour in collection, primary processing, storage, packaging, transportation, etc. The scheme attempt to provide gatherers a share of the revenue from the sales proceeds with cost deducted. The scheme also aims to address other issues on process of sustainability.

E.5 TERMS OF REFERENCE AND SCOPE OF THE STUDY

1. Whether scheme structure, design features, and guidelines are appropriate to meet the objectives of the scheme.
2. Whether specific deliverables of the scheme/Programme are appropriate for fulfilling the development needs of the communities, as on date

3. Whether measurable outcomes have been defined for the scheme
4. To what extent the scheme has percolated at grass root level for the benefit of tribal households, especially female households
5. Whether the scheme is gender neutral or has gender specific components and in case of inherent gender imbalance, changes required
6. To identify bottlenecks in the implementation of the scheme and changes required in the scheme for improving delivery mechanism 7. Is there any overlap with other scheme?

E.6 SCOPE OF THE STUDY

Minimum Support Price Scheme (MSP) for Minor Forest Produce (MFP) is a centrally sponsored scheme launched at the end of 2013-14 (during the 12th five year plan) to assure fair and remunerative price to MFP gatherers. Known as 'Mechanism for marketing of Minor Forest Produce (MFP) through Minimum Support Price (MSP) and development of value chain for MFP', the scheme was planned as a social safety initiative for MFP gatherers. The objectives of the scheme are to

- To provide the fair price to the MFP gatherers for the produce collected by them and improve their income level
- To guarantee sustainable harvesting of MFPs.
- The MSP scheme aims at creating a framework to ensure fair returns for the produce gathered by tribals, assurance of buying at a certain price, primary processing, storage, transportation etc. while assuring sustainability of the resource base.

E.11 CONCLUSION AND RECOMMENDATIONS

Most tribals live in forested regions and their economy is deeply based on gathering MFP from forests. These MFPs provide subsistence and farm inputs, such as fuel, food, medicines, fruits, manure, and fodder. The collection of MFP is a source of cash income for them, especially during the slack seasons. Low returns to forest gatherers are not only due to policy distortions arising out of public and private monopolies, and to trader/middlemen's hold over the poor and ignorant forest dwellers, they are also the result of the dispersed and uncertain production combined with fluctuating demand and undeveloped markets. It is better to set up promotional Marketing Boards with responsibility for dissemination of information about markets and prices to the MFP gatherers, and organising them into self-help groups. Government should encourage bulk buyers and consumers such as exporters of herbal medicines to establish direct links with the villagers. This has happened in a few locations where manufacturers of herbal medicines have bought anole directly from the producers to boost production and income

of the MFP gatherers Government should also address issues like creating proper marketing yard, market information system, storage space and processing facilities at the local level. Simple processing activities such as broom making, leaf plate making, tamarind processing, mat and rope making should be encouraged in the household/ cottage sector. Despite the fact that women collectors are more, little so far has been done to train them. This needs urgent attention.

E.12 IMPORTANT RECOMMENDATIONS WHICH ARE EVIDENCE BASED IN OUR STUDY ARE AS FOLLOWING:

- i. As per the terms of reference titled “whether scheme structure, design features, and guidelines are appropriate to meet the objectives of the scheme”, these are the following recommendations based on empirical findings:
 - a. Increase in the MSP rate: It has been observed from the field study, that the Primary collectors and producers get the least share from their hard-earned product so there is a need to increase the MSP rates. It would not only assure remunerative prices to tribal farmers, but would also help increase investment in agriculture and thereby, production. The criteria for fixing prices for MSP must be current costs rather than a historical basis.
 - b. Provision of godowns/cold storage for procurement in bulk: The field observations show that, in major tribal dominated states, the procurement agencies and the gram sabha lacks the space for storage facilities. Most NTFPs and seasonal products are perishable in absence of appropriate storage facility. The stocks procured by State designated agencies in each Haat bazaar is , probaxbly , too small and therefore, this needs to be transported to the aggregation centre’s from where bulk quantity is transported to the centrally located godown/ cold storage. Therefore, it is essential to establish a godown of 50 MTs at block level to aggregate the stocks procured at each Haat. The cost of land and recurring expenses may be met by respective State agencies.
 - c. There should be a provision of providing storage and transport infrastructure of the government agencies to primary collectors’ on rent. The observations from the field survey show that the transportation facilities are not provided to the gatherers therefore the number of MFP gatherers get adversely impacted. There needs to be a complete overhaul of procurement procedures and more focus must be on local procurement especially at the panchayat level. Use of modern warehousing infrastructure is needed like modern storage facilities, weighing bridges etc. to extend shelf life and prevent rotting of the produce.
 - d. Strengthening of financial institutions for promotion of NTFP micro-enterprises: It has been observed from the field survey that due to lack of finan-

cial aids, tribal women are prevented from Start Up like farm forestry, mini enterprise which brings economic as well as social gains to them. There is a need to involve financial institutions to promote community based micro-enterprises with clear benefit sharing mechanisms. It is necessary to involve financial and other public sector banks in NTFP enterprise development.

- e. Immediate cash transfer by government agencies: The data shows that one of the reasons to why gatherers sell their produce to the private buyers, the later provide instant money in cash for the produce sold by the gatherers, which is absent in the case of government buyers. Thus, Government Procurement Agencies should visit the villages every season. Immediate cash for the produce should be provided by the Procurement Agencies.
 - f. Incompatible tax structure: The present tax structure for many NTFP's (tendu patta, lac, gum, mahua, medicinal plants, sal seeds, etc.) is incompatible within the surveyed states which needs to be restructured.
 - g. Free trade for NTFPs: The primary collectors should have the right to collect, process and market NTFPs freely. However given the low bargaining position of primary collectors and high likelihood of exploitation at the hands of the local traders; special mechanism to safeguard the interest of primary collectors should be created. Free trade for all NTFPs except the currently Nationalized NTFPs (Kendu leaves, Bamboo and Sal seeds) should be allowed; and these should be taken out of State Regulation. The Minimum Support Price (MSP) should be based on the principle of incremental margin working backwards from the actual market price, as followed by Girijan Cooperative Corporation in Andhra Pradesh.
- ii. As per the term of reference titled "whether specific deliverables of the scheme/programme are appropriate for fulfilling the development needs of communities, as on date", these are the recommendations based on empirical findings are following:
- a. Skill Up-gradation: It has been observed that in the number of surveyed villages, tribal farmers lack the necessary skills and technical knowledge required for scientific cultivation of MFP. Hence, there is a need to do Skill Up-gradation, development and extension of Appropriate Technology for NTFP processing and to encourage involvement and active role of NGOs, Experts, research institutions for marketing and training support to the primary collectors and their Cooperatives, and for R and D efforts for improving production and processing methods.
 - b. Lack of detailed and research studies on MFP and its used in pharmaceutical and food industries: Hence, for Increasing Profit from MFP, there is a

need of adding more MFP to the list as there are ample MFP available in the forest which are used to prepare medicines, if these MFP get place in the list, it can positively impact the economy of the gatherers. Gram Sabha must be included in decision making process at the grassroot level, which is missing in the scheme.

- c. **Promotion of Research and development:** Research and development on the possible uses of MFPs (for instance, in pharmaceutical and food industries) needs to be undertaken. There is a need to adopt a more scientific approach to primary collection and allocate higher budget in research to boost productivity.
- d. **Training at grass-root level:** The training provided to the tribals regarding the MFP has a limited scope, as they are only trained about collection and primary level of processing but not about the value addition which is the biggest obstacle in their development. Thus, trainings to primary collectors, processors, and traders, and also to the front line staff require basic and advance training to build their confidence.
- e. **Modern tools are needed for better collection of MFP:** It has been observed from the field survey that 'hand' (33%) is the single most important ingredient for collection MFP followed by Axe. If the value addition equipment and the training for value addition are provided, MFP gatherers can bring revolution in their economic status. Arrangement of processing machine for Minor Forest Produce like lac should be available for community use at the Gram Sabha level.
- f. **Capacity development:** Capacity development, training, awareness building, and exposure, Skill/ capacity development is very important for the foresters (particularly the sub-ordinate field staff) to successfully face the emerging challenges of accommodating community rights in forest conservation, ensuring biodiversity conservation, and managing climate change.
- g. **Incentives for growing NTFP crops in private land:** Due to unrestricted & unscientific collection and over-use of products, the NTFP resources have greatly been depleted in past years, while their regeneration in many forest areas has gone down. Special effort is required for reducing the pressure on forest by cultivating selected species outside forest areas and undertaking intensive conservation of existing forests. The increased production thereby would not only reduce the gaps between demand and supply but also shall become the ground for sustainable NTFP development.
- h. **Market Information:** It has been observed from the field survey that, in the interior area the private players manipulate the prices due to unawareness of the scheme of "MSP for MFP" and lack of knowledge among gatherers about current prevailing prices of major MFP's in major District

or State. Markets further aggravate the inability to negotiate for better prices. Thus, market information dissemination is very crucial and this role could be taken up through various existing Government organizations. Greater access to relevant market information can enhance the bargaining power of the primary collectors in market situations.

- i. Transparency in transaction: There should be e-billings of the MFP purchased so that accountability and transparency could be achieved.
 - j. Mobile network should be strengthened for better communication: Daily prices and quantity traded at major mandis/bazaars would also be displayed on the web of TRIFED and state level agencies. Such information will be collected and forwarded to the TRIFED by market correspondents.
 - k. Stronger linkages between the primary producer and the final consumer: Stronger linkages should be developed between the primary producer and the final consumer through better retail network and marketing support.
- iii. As per the term of Reference titled "Whether measurable outcomes have been defined for the scheme", these are the recommendations based on empirical findings are following:
- d. **a)** Outreach of the scheme in the remotest tribal areas: Field survey shows that the scheme of "MSP for MFP" has not reach among the tribal gatherers at the large scale and is limited to few areas of the district. Effort should be made to spread the knowledge of the scheme in the remotest area of tribal district. This initiative helps tribal to build their capacity to bargain and a forward move in fetching the higher prices for MFP.
 - e. **b.** Market strategies for better sale: Under the market strategies some learning and innovations are needed to be followed to ensure better sale. Shifting sale activities of MFP from isolated places to prominent market locations could bring in subsequent changes in sales and well-being.
- vi. As per the terms of reference titled "To what extent the scheme has perlocated at grass root level for the benefit of tribal households, especially female households", these are the recommendations based on empirical findings are following:
- a. Absence of Grass root level procurement which is proposed to be taken through SHGs associated with implementing agencies: The SHGs should be empowered to undertake the procurement operations on scientific and systematic lines. The SHG members can undertake preliminary value addition like cleaning, grading, drying & home level primary processing under the direction and supervision of State Implementing Agency. The stock after preliminary processing can be supplied by these SHGs to the

storage of State Implementing Agencies. For higher value addition of MFPs, PPP model can be adopted.

- v. As per the terms of reference titled "Whether the scheme is gender neutral or has gender specific components and in case of inherent gender imbalance, changes required", these are the recommendations based on empirical findings are following:
 - a. Capacity building among the women MFP gatherers: From the field survey data shows that only 11 per cent of the women received skill training from the nine States. A total of 27 women members received skill training, mostly belonging to Maharashtra and Andhra Pradesh. More than half of the women are involved in MFP collection but very little training is provided to them, thus it is necessary to build the capacity among the women MFP gatherers through training.
 - b. NTFP management, processing and marketing: Concentrated efforts are required to build capacity of primary forest produce gatherers, officials of forest department, and executives of government procurement agencies on different aspects NTFP management, processing and marketing to women gatherers.
- iii. As per the terms of references "To identify bottlenecks in the implementation of the scheme and changes required in the scheme for improving delivery mechanism", these are the recommendations based on empirical findings are following:
 - a. For Improved Delivery mechanism : It is important to increase the capacity of the primary collectors to bargain for better prices and to collectively take up processing and marketing of NTFPs, it is essential to promote and support collective entities such as Thrift and credit groups, user groups and Primary cooperatives of collectors.
 - b. Creation of facilitative environment: It is important to create facilitative environment for such organizations. Till now such groups are legally unable to collect and trade in most NTFPs due to the existing Government NTFPs policies.
 - c. Thrift and credit groups, user groups and Primary cooperatives of collectors: The Government needs to consciously support and facilitate such group activities by the primary collectors as a primary poverty alleviation measure.
 - d. Direct purchase by Government Agency should be expanded: Most gatherers sell their products individually and do not aggregate their product, thus having to face exploitation by traders and middle men. Thus it is necessary that the government agency should actively participate in the procurement of MFP at the village level so the intervention by the middle man would be eliminated.

- e. Purchase period of the MSP Procurement Centre should be extended: The Procurement of NTFP should be throughout the year not limited to particular season
 - f. Active participation of Organizations such as (Tribal Development co-operative corporation (TDCC) at grass-root level: Organizations such as (Tribal Development Co-operative Corporation (TDCC) should have a support role to grassroots level organizations/ primary cooperatives of collectors. They have a role of play in providing market linkage (in a free market scenario), administer minimum support prices, upgrade skills and capabilities of the grassroots organizations etc. These agencies should function as or be replaced by Marketing Promotion Boards.
 - g. Redefining the role of TDCC: Repositioning of Tribal Development Co-Operative Corporation/ redefining its role more as a marketing support organization instead of monopoly procurer of NTFPs.
 - h. Promotion of NTFP based Micro-enterprises: There exists great scope for Micro-enterprises based on NTFPs for local level processing. There exists potential for encouraging Mahua Storage and marketing enterprise, oil extraction from Mahua Seed, decorticating of Char seed etc.
 - i. Imparting training for better collection with reference to particular MFP: Some of the gatherers use net to collect the Mahua flowers. Prior to the training, they collect Mahua flower lying in the field. The process of collection was not a hygienic process as the flowers gets dusty and muddy. But, once they are imparted with training, they can learn the sustainable way of harvesting.
- vii. As per the terms of reference, "Is there any overlap with other scheme?" these are the following recommendations based on the empirical findings are following:
- a. Overlap of government schemes: Odisha and Gujarat, there are significant influence of State Government Schemes. The Odisha Livelihood Mission and Gujarat Rajya Van Vikas Nigam are two such schemes that have significant influence on the ongoing scheme. The Overlapping of the scheme should be lessened.



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Consumer Awareness and Effectiveness of Legal Metrology Act and Packaged Commodity rules.

Department of Consumer Affairs, Government of India. Indian Institute of Public Administration, New Delhi, 2019.

The 'Weights and Measures' regulations in any society form the basis of every commercial transaction. They are needed to ensure that products of correct as well as exact weights and measures are being provided to and used by consumers worldwide. The Government of India has ensured fair measure in the marketplace. With a view to establish the standards of Weights & Measures, regulate trade and commerce in Weights & Measures and other goods which are sold or distributed by weight, measure or number, the Legal Metrology Act, 2009 was enforced on April 1, 2011 throughout the country. However, still substandard weights are being used in the market and people are being fleeced regarding weights and measures. One of the reasons for this is lack of awareness regarding the legal provisions among the consumers. To study the Consumer Awareness and Effectiveness of Legal Metrology Act and Packaged Commodity Rules the Centre has undertaken a study. The objectives of the study were to: study the level of awareness of the consumer regarding the legal provisions on Weights and measures; evaluate the Effectiveness of Legal Metrology Act and Packaged Commodity Rules; and suggest measures to make these provisions more effective and ensure consumer protection.

The present study was an empirical research based on both primary and secondary data. It is a blend of both descriptive and analytical methods of study. The secondary data was collected from government publication, books, journals, newspapers and various prominent Voluntary Consumer Organisations working in

this area. The study looked at the effectiveness of legal metrology and packaged commodity rules being practiced in market and its awareness among consumers which was gathered through primary surveys by using structured questionnaire among both urban and rural consumers. The survey methodology for this study was stratified random sampling. Since India is a very heterogeneous country and having diverse geographic, socio - cultural and economic characteristic, a stratified random sampling could reflect the characteristics of the population as a whole. Firstly, 8 states and UTs from six mentioned regions of India were selected for the study. These states were selected in a way that they can best represent the entire geographical regions of the country and at least one state represents one region. These states were: Odisha from East, Gujarat from West, Chhattisgarh from Central, Uttar Pradesh from North, Karnataka & Puducherry from South and Assam from Northeast. From each state two districts were selected randomly for field study.

From each district 105 respondents were interviewed. The respondents from this district were selected by random sampling technique in a way that they can represent different socio-economic strata of both rural and urban area. Thus total sample of 1470 respondents was taken for investigation. The data so collected was analyzed and tabulated. Appropriate statistical methods were applied to classify and analyze the data, collected on the subject. The findings point out that there is a lack of awareness about legal Metrology Act and its provisions among the consumer: As a result large scale exploitation of consumer is taking place. The study has been completed and the report has been submitted to Department of Consumer Affairs in September 2019.



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Study of Consumer Awareness and Institutional Mechanism for Consumer Protection in North-East States.

Department of Consumer Affairs, Government of India. Indian Institute of Public Administration, New Delhi, 2019.

The level of awareness among the consumers of north eastern states is lower as compared to rest of the nation because of many reasons. Keeping that in view, the Department of Consumer Affairs is giving more emphasis to North Eastern states under various schemes and programmes. Special awareness and education programmes are being run under the Jago Grahak Jago Campaign for north eastern region. To study the level of Consumer Awareness and Institutional Mechanism for Consumer Protection in North-East States, the CCS has undertaken a study which will be conducted in 4 north eastern states. The broad objectives of the study were to: assess the level of awareness among consumers on various consumer issues; evaluate the working of the Consumer redressal mechanism in North East states; assess the measures taken to strengthen consumer infrastructure by the state governments; and suggest recommendations to strengthen the Consumer movement in the North east states.

Methodology

The present study is an empirical research based on both primary and secondary data. It is a blend of both descriptive and analytical methods of study. The secondary data was collected from government publication, books, journals, newspapers and various prominent Voluntary Consumer Organisations working

in this area. National information Centre (NIC) is major source of secondary data used in this study, from where CONFONET data was accessed.

The study looked at an area of situation providing information regarding institutional mechanism awareness and its awareness among consumers which was gathered through primary surveys by using structured questionnaire among rural consumers. The questionnaire was subjected to reliability by pre-testing the constructed tools by administering it to 75 consumers randomly. The questionnaire was modified based on the responses from the consumers.

The survey methodology adopted for the study for was stratified random sampling. Everyone is a consumer hence target group is identified. Since India is a very heterogeneous country and having diverse geographic, socio - cultural and economic characteristic, a stratified random sampling reflects the characteristics of the population as a whole. 4 states from North East Region of India were selected for the study. These states were selected in a way that they can best cover geographical and demographical of the entire North Eastern region. These states were: Assam, Manipur, Sikkim and Tripura. From each state two district were selected randomly for field study.

From each district 75 respondents were interviewed. The respondents from this district were selected by random sampling technique in a way that they can represent different socio-economic strata of both rural and urban area. Thus total sample of 600 respondents was taken for investigation. The data so collected was analyzed and tabulated. Appropriate statistical methods were applied to classify and analyze the data, collected on the subject. Discussions were held with various state government officials, consumer activists, academicians working in this area and NGOs.

The study indicated that there is no awareness about consumer right and Consumer Protection Act 1986 in the sample states. The institutional mechanism like district forum are weak and do not have adequate infrastructure staff and facilities to function smoothly. Positions of Presidents and Members remain vacant for long both at the District Forum and State Commission. Very few complaints are being filed in the District Forum and State Commission and the disposal is also time taking. Pendency of complaints is high. Computers are old and internet connection is to slow even to upload data. The State Governments are not serious about promoting consumer welfare in the state. No specific programmes/schemes to educate consumers were visible in their states. Most of the Consumer and Public Distribution department officials were ignorant about consumer welfare fund. The State Consumer Helplines are almost defunct and lack capacity and capability to help consumer. The consumer movement in the states is dormant as there are few NGOs' working for consumers welfare. Those working in this area lack resources and capacity to make any meaningful impact.



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A Study of Digital banking and its Impact in Rural India.

Department of Consumer Affairs, Government of India, Indian Institute of Public Administration, New Delhi, 2019.

In order to transform the entire ecosystem of public services through the use of information technology, the Government of India has launched the Digital India programme with the vision to transform India into a digitally empowered society and knowledge economy. Digital Banking is the application of technology to ensure seamless end-to-end processing of banking transactions/operations; initiated by the client, ensuring maximum utility; to the client in terms of availability, usefulness and cost; to the bank in terms of reduced operating costs, zero errors and enhanced services. With governmental emphasis a lot of e-governance initiatives have been introduced in the banking sector. To understand the consumer awareness and extent of usage of the digital initiatives in the banking sector especially in rural areas, the CCS is conducting a study on Digital Banking and its impact in Rural India. The study was conducted in five states wherein the data has been collected from rural populations. The questionnaire was prepared and pilot testing done. The data was collected from rural population using the questionnaire from the following states: Jharkhand, Karnataka, Maharashtra, Puducherry, Tripura and Uttarakhand.



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Suo Moto Disclosure of Ministry of Power.

Ministry of Power, Government of India, Indian Institute of Public Administration, New Delhi, 2019.

Section 4(1)(b) of RTI Act, 2005 requires Public Authorities to routinely disclose information about their functions, decision-making norms, documents held, employee contacts and budgets. The purpose of *suo-motu* disclosure is to place maximum information in the public domain on proactive basis which can easily be assessed by people without asking for the same. The idea was to cut number of RTI applications and lessen the burden on public authorities. Further, this will ensure transparency and openness in the functioning of public authorities. Since promulgation of RTI Act large amount of information relating to the functioning of the government is being put in public domain. However, the quality and quantity of proactive disclosure is not up to desired level. The major criticism against proactive disclosure is that every ministry and department is paying only lip service to section 4 and dishing out outdated information. This has given rise to a growing suspicion among the civil society groups that the government, let alone implementing section 4 of the Act, was trying to further restrict the Act. To further strengthen proactive disclosure of information, the Government issued Guidelines for Implementation of *suo-motu* disclosure under Section 4 of the RTI Act, 2005 for Central Ministries / Departments issued on April 15, 2013. The Objectives of the Study were to: study the information disclosed by the Ministry of Power proactively under Section 4(1) (b) of the RTI Act; assess the quantity and quality of proactive disclosure made and compliance of mandated suo motu disclosures under Section 4 of the RTI Act therein; examine the level of compliance of the detailed guidelines regarding implementation of *suo motu* disclosure under Section 4 of the RTI Act by Ministry of Power; help identify information gaps in the proactive disclosure and areas of improvement; and suggest appropriate measures to foster better compliance with the provisions of the RTI Act relating to proactive disclosure and make the implementation of the guidelines more effective. The Audit was completed in April 2020 and the report was uploaded on CIC portal. The percentage disclosure by Ministry of Power was found to be 50.36%



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Third Party Audit of Proactive Disclosures of Information under RTI Act 2005.

Bureau of Energy Efficiency, New Delhi. Indian Institute of Public Administration, New Delhi, 2019.

Section 4(1)(b) of RTI Act, 2005 requires Public Authorities to routinely disclose information about their functions, decision-making norms, documents held, employee contacts and budgets. The purpose of *suo-motu* disclosure is to place maximum information in the public domain on proactive basis which can easily be assessed by people without asking for the same. The idea was to cut number of RTI applications and lessen the burden on public authorities. Further, this will ensure transparency and openness in the functioning of public authorities. Since promulgation of RTI Act large amount of information relating to the functioning of the government is being put in public domain. However, the quality and quantity of proactive disclosure is not up to desired level. The major criticism against proactive disclosure is that every ministry and department is paying only lip service to section 4 and dishing out outdated information. This has given rise to a growing suspicion among the civil society groups that the government, let alone implementing section 4 of the Act, was trying to further restrict the Act. To further strengthen proactive disclosure of information, the Government issued Guidelines for Implementation of *suo-motu* disclosure under Section 4 of the RTI Act, 2005 for Central Ministries / Departments issued on April 15, 2013. The Objectives of the Study were to: study the information disclosed by the Bureau of Energy Efficiency proactively under Section 4(1)(b) of the RTI Act; assess the quantity and quality of proactive disclosure made and compliance of mandated *suo motu* disclosures under Section 4 of the RTI Act therein; examine the level of compliance of the detailed guidelines regarding implementation of *suo motu* disclosure under Section 4 of the RTI Act by Bureau of Energy Efficiency; help identify information gaps in the proactive disclosure and areas of improvement; and suggest appropriate measures to foster better compliance with the provisions of the RTI Act relating to proactive disclosure and make the implementation of the guidelines more effective. The Audit was completed in April 2020 and the report was uploaded on CIC portal. The percentage disclosure by BEE was found to be 37.08%.



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26. Debnath, Roma

Evaluation of Counselling, Retraining & Redeployment Scheme for Separated Employees of Central Public Sector Enterprises (CPSEs).

Department of Public Enterprises. Government of India. Indian Institute of Public Administration, New Delhi, 2019.

About the Study:

The objective and scope of the CRR scheme is to provide opportunities of counselling, retraining and redeployment to the rationalized employees of CPSEs rendered redundant as a result of modernization, technology up-gradation and manpower restructuring in the Central PSEs.

The aim of retraining of the employees is to reorient them through short duration training programmes to enable them to adjust to the new environment and adopt new avocations after their separation from the CPSEs due to VRS. These counselling and training programmes are accordingly planned in order to equip them with skills and orientation to engage themselves in self-employment activities and rejoin the productive process even after their separation from the CPSEs.

Objectives:

The main objective of the study is to evaluate the effectiveness of the CRR scheme and to evaluate the performance of the TPs.

The detailed objectives of the study are

1. To evaluate the performance of the Training Partners in imparting training and redeployment of VRS optees or their dependants

2. To study the efficacy and impact of CRR scheme as a social safety measure with a specific reference to redeploy ability of separated employees of CPSEs.
3. To endeavor the role of micro credit/bank finance under CRR and efforts made in this direction by individual nodal agencies.

Methodology:

According to the objectives, the study period is 2016-17 to 2017-2018. For 2016-17, there were eight strata and the total sample size for the study is one hundred and five (105). However, after a discussion with the ministry, the sample size was brought down to eighty (80), as the availability and accessibility of the participants would be a challenge. The data was collected from the trainees by telephonic survey. For 2017-18 batch, there were twelve (12) strata and one hundred fifty eight (158) was the estimated sample size. The questionnaire was administered in the training centers for this batch.

Conclusion:

Some of the major recommendations by the study team were Requirement of the substantial proofs/documents on redeployment/employment from the Training Partners, improve the Payment Mechanism, establish the Centralized Grievance Cell, to Update the database by the Training Partners, seeking Approval of the Ministry in the selection of Trainers, Evaluation of the training partners: Creating a Brand Value/Reputation of Trusted Training Partner, Understanding/Mapping the needs of the separated employees, Updated List of VRS Optees et.



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27. Debnath, Roma and Taneja, Pawan K.

Evaluation of Quality Council of India for the Accreditation of Governemtn and Private (ITI's)

Ministry of Skill Development and Entrepreneurship. Indian Institute of Public Administration, New Delhi, 2019.

About the Study:

With an objective to ensure quality training by existing and the new Industrial Training Institutes (ITIs), in both Government and Private sectors in India and to focus on capacity building of such institutes, a Memorandum of Agreement (MoA) was executed between Directorate General of Training (DGT), Ministry of Skill Development & Entrepreneurship (MSDE), Govt. of India and Quality Council of India (QCI) in the year 2012.

To achieve these goals, Quality Council of India developed quality audit criteria (termed as Guidelines for Accreditation and Affiliation of Industrial Training Institutes) for the institutes seeking National Council of Vocational Training (NCVT) Affiliation. National Accreditation Board for Education and Training (NABET), one of the constituent Board of Quality Council of India (QCI) was made responsible for handling the scheme of Accreditation of Government and Private Industrial Training Institutes. The Industrial Training Institutes both owned by the Government or Private, intending for NCVT affiliation were first required to get their assessment done by the Quality Council of India for the same.

Objectives of the study:

The main objective of the study is to document the experiences, enlist the strengths and challenges faced in NCVT approval and affiliation process conducted by QCI

during year 2012-16. The study has also recommended measures to improve the affiliation process of new ITIs and accreditation process keeping in view the targets of Skill India Initiative of Government of India and quality of skill education requirements for employment.

The outcome of the evaluation study is expected to support the Ministry to reorient its Affiliation and Accreditation process for improving the quality of skills imparted at ITIs. The study is expected to help the Ministry to fulfill the targets of Skill India and Sustainable Development Goals (SDGs).

The detailed objectives of the study are

1. To evaluate the strengths and challenges in existing Affiliation and Accreditation Process of ITIs.
2. To identify and evaluate design issues in the existing affiliation process of ITIs.
3. To compare the design methodology adopted by other available affiliation/accreditation in the eco system, and
4. To suggest measures for improving design of ITI's affiliation and accreditation process

Methodology:

To meet the objectives, a cross sectional study design was used with historical data analysis. The study used mainly qualitative research approach. Both primary and secondary data sources were used in the study. The study used two methods viz. (i) Desk Review, and (ii) In-depth Interviews (IDIs) with key stakeholders.

A series of one to one meeting were conducted with the Ministry and QCI officials to have a better understanding of the process of affiliation of the ITIs. The meeting also clarified the role played by the QCI. Meetings with the QCI officials were also conducted to understand the process of affiliation of the ITIs.

Conclusion:

The strengths and the weaknesses of the system were identified during the study.

Some of the strengths are Digitalized Process, Reduced Turnaround Time (TAT), Bringing Transparency in the Process, preparation and publishing of the The Accreditation Criteria Handbook, having a Pool of Empaneled Assessors etc.

However, some of the major weaknesses were identified as Faulty Usage of Concepts, Lack of Coordination with the State Government, Lack of Coordination with NCVT for the Accreditation Criteria Handbook, deputing Single Assessor for Assessment, Role played by QCI as a Quality Assuring Body, Quality of Inspection by QCI Assessor, No Motivation for Surveillance of it is etc.



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Physical Verification of PMEGP Units in the state of Uttar Pradesh (2011-12, 2015-16 & 2016-17).

Khadi and Village Industries Commission (KVIC) Lucknow. Institute of Public Administration, New Delhi, 2019

1. Government of India has approved the introduction of a new credit linked subsidy programme called Prime Minister's Employment Generation Programme (PMEGP) by subsuming two schemes that were operational until 31.03.2008, namely Prime Minister's Rojgar Yojana (PMRY) and Rural Employment Generation Programme (REGP) for generation of employment opportunities through establishment of micro-enterprises in rural as well as urban areas. PMEGP is a central sector scheme to be administered by the Ministry of Micro, Small and Medium Enterprises (MSME). Khadi and Village Industries Commission (KVIC), a statutory organisation under the administrative control of the Ministry of MSME as the single nodal agency which implements the scheme at the national level. The programme covers the state of Madhya Pradesh w.e.f. 2008.
2. As per guidelines, 100% physical verification of the actual establishment and working status of each of the units, set up under PMEGP, including those set up through KVIBs and DICs, are done by KVIC, through the agencies of State Government and/or, if necessary by outsourcing the work to professional institutes having expertise in this area. Accordingly, the State office KVIC, Madhya Pradesh has been assigned to AFC India Ltd (Formerly Agricultural Finance Corporation Limited), Mumbai to carry out 100% Physical Verification of the PMEGP units. The report is about physical verification for the year 2013-14.
3. As a part of the scheme, before Margin Money subsidy is adjusted in the loan account of the beneficiary, the conduction of physical verification is required

of the units to confirm whether the units are set up as per the norms of the schemes and are working satisfactorily. In case it is found that the units are not working as per the norms of the scheme, then the margin money is called back by KVIC. The physical verification has been conducted by AFC for the Madhya Pradesh State and as per the work order; 2463 units assigned to be verified for the year 2013-14. Out of 2463 units, a total of 2300 units have been verified out of which 2015 units have been found functional, and 285 units, non-functional.

4. A total of 2463 beneficiaries' list under PMEGP units in Madhya Pradesh was taken for physical verification furnished by KVIC, DIC and KVIB assisted for the year 2013-14. Information and data were collected through survey tools like structured questionnaires consisting of both open-ended and closed-ended questions. A standard verified, pre-tested and predefined field survey schedule was commenced to obtain information on various input indicators and parameters laid down by KVIC, such as entrepreneur and project details, banks, margin money, repayment schedule of banks and book keeping, employment generation, profitability and sustainability of the project and assistance by implementing agencies and financial institutions.
5. Out of 2463 units, AFC has completed the verification of 2300 units. The remainings were not verified, as a result of the non-availability of information. The reason for untraceable cases has been twofold. First, the verification work got delayed over four years. Second, the addresses of units to be traced out from the banks resulted tough, as many banks got merged into their parent body, particularly all regional branches of SBI merged into SBI. The frequency of such cases has been found in Gwalior, Ujjain, Mansor, Jhabua, Chhatarpur, Harda, Balaghat, Vidisha, and Rewa Districts.
6. The verification of 2300 units has been conducted in all 51 districts of classified ten sub-divisions. For the administrative efficacy, the districts are related to respective sub-divisions. In this report, to make it synoptically live and speaking, 51 districts have been subsumed to 10 sub-divisions. Actual numbers of unit physically verified are 2300, so we have analyzed the report for 2300 units.
7. The numbers of units to be verified were 1159 units for DIC, 780 for KVIB and 524 for KVIC. Information collected for a total number of cases from DIC, KVIB, KVIC, and banks were 2300 where DIC outperformed the other two implementing agencies in descending order, namely KVIB for 726 and KVIC for 494.
8. Out of total units implemented, a total of 2015 units were found working with a significant share of DIC, followed by KVIB and KVIC. A total of working units of implemented units was found at 81.8%. Side by side, the total of working units for the information-collected units was 87.8%. The total of non-working units including DIC, KVIB, and KVIC was 285 for the year 2013-14.

9. Out of units verified, about 52% of beneficiaries fall under OBC, 32.6% under general, 6% under SC, 5% under ST and 4.4% minority categories. KVIC sponsored units fall 29.35% under OBC, 29.35% under general, 7.6% under ST, 6.48% under SC and 3.24% under minority community categories. KVIB assisted units fall 59.78% under OBC, 21.35% under general, 8.54% under SC, 7.71% under ST and 2.62% under minority community categories. DIC funded units fall 46.2% under OBC, 41.67% under general, 6.3% under minority community, 3.98% under SC, and 1.94% under ST categories. It further shows that KVIC, KVIB, and DIC implemented 52% for OBC, 32.61% for general, 5.96% for SC, 5% for ST and 4.43% for minority categories. In the case of minority community category, maximum units have been sponsored by DIC followed by KVIB and KVIC during physical verification of PMEGP units for the year 2013-14.
10. Overall women representations of PMEGP units in Madhya Pradesh were 25%. If we analyse information by implementing agency then data reveals that out of the total, KVIC sponsored units had 24.95% women entrepreneurs, DIC included 30%, and KVIC reflected of 27% women representation.
11. Seven broad classifications have been worked out in the light of listed activities by KVIC. These classifications are Mineral-Based Industry (MBI), Agro-based & Food Processing Industries (ABFPI), Polymer & Chemical Based Industry (PCBI), Forest-based Industry (FBI), Hand Made Paper & Fiber Industry (HMPFI), Rural Engineering & Bio-Technology Industry (REBTI) and SEP/Service Based Industry.
12. It has been found that out of the total project financed, ABFPI has scored 39.8%, SEP/Service based got 17.9%, REBI received 20.8%, MBI fetched 7.5%, PCBI attained 6.4%, FBI had 5.9%, and finally, HMPFI tapered 1.7% in a total project financed. It has been found that out of the total activities carried out, ABFPI has scored at 39.04%, SSM fetched at 19.30%, building and Construction caught at 18.96%, EE& M received at 12.74%, PCBI attained at 3.65%, service sector tapered to 2.39%, IT and ITES stabilized at 2%, and REBI settled at 1.91%.
13. For Margin Money (MM) disbursement, there is absolutely no gap found during the physical verification. 100% margin money has been disbursed out of the total sanctioned. However, the difference between the total term loan sanction and the total term loan disbursement has been estimated. In fact, the total term loan disbursed turns out to be ₹ 1738813076 against the total term loan sanctioned for ₹ 1348591966. Thus, the total term loan disbursed is 22.4% less than the total term loan sanctioned.
14. Irrespective of implementing agencies, for 2300 PMEGP units, project finance has been worked out as ₹ 2208977485 by PSB and ₹ 218495721 by RRB. Thus a total of ₹ 2427473206 has been financed for the entire PMEGP units. Side by side, the margin money (MM) has been disbursed by two financial institutions to the tune of ₹ 748903831 for 2300 units. Public sector banks have disbursed ₹ 678817316 as MM for 2094 units and RRBs, ₹ 70086515 for 206 units. This

also informs that a total of 30.85% margin money (MM) has been disbursed of the total project financed within which PSBs have disbursed 30.73% MM of the total project finance by it and RRBs 32.08%.

15. The total loan disbursement of 91% has been done by PSBs whereas 9% by RRBs. The almost similar trend is noticed in the case of term loan disbursement by banks, as well. It is also interesting to note that total loan disbursement and total term loan disbursement has an insignificant difference of 13.16%.
16. A total of 840 PMEGP units have been found with prominent signboards. This is to say that about 37% of PMEGP units have used signboards. Out of the total installed signboards, 52% has been found in DIC implemented units, 25% for KVIB implemented units and 23% in KVIC implemented units. The signboards have been found with 92% of the financed units by Public Sector Banks. In fact, highest signboards have been found in Indore sub-division, followed Jabalpur and so on. Use of transport has been found 29% of PMEGP units. DIC implemented units stand for 44%, KVIB for 27% and KVIC for 29% of the total used percentage. 78% of beneficiaries of PMEGP units have undergone EDP training. Out of the total EDP training, DIC implemented beneficiaries underwent 46%, KVIB 32%, and KVIC 22%.
17. Five segregated periods within which normal (up to 15 days), delayed (16 to 30 days), over delayed (31 to 60 days), considerably delayed (61 to 90 days) and extraordinarily delayed (91 days and more) have been worked out considering the accrued understanding of the releasing of loan which have been calculated in absolute number. Out of the total, an astounding 47.17% has been found in the regular periodic disbursement. With the delay, 6.5% of units have been represented. Over delayed has figured as 10.17% whereas 28.7% is considerably delayed. Extraordinarily delayed units are 28.7%.
18. Out of the total working units, 100% utilized the fund, on an average per unit ₹ 14.44lakh fund utilized which is 65% of the amount disbursed. On the other hand, if we compare with the total verified units then the fund utilised is ₹ 13.02lakh against a total bank loan.
19. Out of the total units physically verified, 66% of units are located in rural areas whereas 34%, in the urban area. Of the rural PMEGP units, 23.54% units are DIC assisted, 45.18%, KVIB funded, and 31.28%, KVIC sponsored. Of the urban PMEGP units, 93.03% have been implemented by DIC, 4.77% by KVIB and 2.19% by KVIC.
20. Own units contributed to the total contribution stands at 46% for DIC assisted units, 32% for KVIB funded units, and 22% for KVIC sponsored units. A total of 56 negatively listed units have been identified during physical verification of PMEGP units for the year 2013-14.
21. KVIC has mandated the existence of signboards where a unit is set-up. The existence of signboard helps trace the units quickly. Only 37% of PMEGP units have been found using signboards and 63% PMEGP units are yet to use it.

22. EDP training is required for an entrepreneur to undergo skill improvement. It enables them to learn the art and science of running units efficiently. This instrumentally helps receive margin money subsidy, as well. An astounding 78% of the PMEGP units' entrepreneurs have undergone EDP training.
23. In the total 2300 units verified for the year 2013-14, 2015 units have been found working which is 81.81% of the total listed units. Out of the total working units, 47% of working units have implemented by DIC, 31% by KVIB and the remaining 22% by KVIC.
24. The total of non-working units has been accounted for 11.57%. Out of the total listed units, DIC assisted non-working units are 11.38%, KVIB assisted units, 13.71% and KVIC sponsored units, 8.71%, as per the available data. This explanation shows that KVIC units are functionally responsive as the percentage for non-functional units are less in sharp contrast with KVIB and DIC assisted units.
25. The total number of untraceable PMEGP units is 163, which is 6.61% of the total cases of units furnished to be verified for the year 2013-14. DIC assisted non-traceable units are 6.81%, KVIB funded 6.92%, and KVIC sponsored units 5.72% In case of non-traceable units, again KVIC funded units are relatively less which shows a good sign of its effectiveness. However, it is obvious that lesser is the untraceable units; greater would be economic productivity turning into employment generation. The reason for untraceable cases has been twofold. First, the verification work got delayed by the state over four years. Second, the addresses of units to be traced out from the banks resulted tough, as many banks got merged into their parent body, particularly all regional branches of SBI merged into SBI. The frequency of such cases has been found in Gwalior, Ujjain, Mansor, Jhabua, Chhatarpur, Harda, Balaghat, Vidisha, and Rewa Districts.
26. During physical verification of units, it was also reported that the site selection of the units was improper, inconsistent and incongruent. According to the nature of the business, the selection of the site is most important. Some units were closed due to issues about communication; some units were closed due to ineffective access on the market. The higher cost of production was also one of the factors shutting down the business. During the preparation of the project report, a cost-benefit analysis was not correctly done, which is most important in project viability. Some units were running well, but for sustainable growth more working capital was required. Most of the units were running by entrepreneurs themselves only. They were not in a sound position and somehow managing the business. Attempts should be made by the entrepreneurs to take forward their unit in a systematic and planned manner. The intention of the beneficiaries of select units was found significantly efficacious. The units were not set-up, and beneficiaries deliberately avoided meeting the officials. Despite several attempts of verifying officials, beneficiaries could not be met in some of the areas.

27. Some Beneficiaries were not adequately taking care of their unit's overall progress and growth. Some entrepreneurs have reported difficulty in getting inputs/raw material and especially in forwarding linkages to sell their products to the retail consume`Unavailability of a skilled workforce is also an issue especially in remotely located pockets where units were situated. Most of the entrepreneur's difficulty in proper accounts maintenance has also been reported. Some of the beneficiaries have urged for enhancing the subsidy amount and bank loan for further implementation or execution of existing activity to enhance the scale of production for economies of scale and do away with incurred opportunity costs. It was also urged to provide quarterly skill up-gradation training and funds for participation in the concerned seminars and workshops, and buyer-seller meets. Indeed, feedback on requirements can help decide the direction within which an entrepreneur has to explore the possibility for a business. There is growing evidence that online sites are being used to link invisible customers with the output a firm is producing.
28. Due to the scarcity of the human resource, it was difficult to take bank personnel to the sites. Even bank officials denied going to the field where the unit was falling recognizing work as an additional burden on them. Due to the non-availability of signboard as specified by KVIC in respect of the unit, it was difficult to locate them. Commutation and communication were also a problem. The public transport system was not found effective in various parts of districts, where units were located. Therefore, it took longer than expected in visiting the sites.
29. A few banks expressed their inability to provide loan details or beneficiary particulars in the pretext of nonavailability of old records in the bank, shortage of bank staff etc. In select districts, due to unavailability of required staff, they conducted their active business merely for 4-5 days instead of 6 working days.
30. Some of the beneficiaries were under the impression that the loan which was given to them need not be returned. Some political leaders also misled the beneficiaries that the loan money was a free grant given by the central government. It was equally essential to make beneficiary informed on the modus operandi of the scheme in the verification sites.
31. The contact details, i.e. addresses and the telephone numbers indicated by the beneficiary in the bank's records/loan form at the time of sanction inconsiderable number of cases were found unavailable with bank branches. In the absence of any prior intimation to the Units due to non-availability of telephone numbers, the field team had first to visit the location indicated in the bank's records after that the team had to make every effort to trace the new location from the neighbourhood to reach the beneficiary. There are several instances where the beneficiaries were not available when the field team visited their units.



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29. Kusum Lata and Bihari, Saket

A report on Evaluation of Pre and Post Matric Scholarship Schemes.

Ministry of Tribal Affairs, Government of India. Indian Institute of Public Administration, New Delhi, 2019.

The third-party evaluation of Pre and Post Matric Scholarship Schemes was conducted by Dr. Kusum Lata and Dr. Saket Bihari, Associate Professors of Indian Institute of Public Administration. To dovetail with Article 40 of part IV of our constitution, the Pre-Matric Scholarship is implemented with two-fold objectives: first, to support parents of ST children for education of their wards studying in classes IX and X so that the incidence of drop-out, especially in the transition from the elementary to the secondary stage is minimized, and second, to improve participation of ST children in class IX and X of the pre-matric stage, so that they perform better and have a better chance of progressing to the post-matric stage of education. With the Centre's and State's embroiled assistance, the outreach of Pre-Matric Scholarship Scheme was found in 28 States. Against the set target of 1120 tribal student beneficiaries to be drawn from 29 States, a total of 1133 was drawn from 28 States covering 56 districts and 109 institutions. Though delayed disbursements, lack of awareness about scheme, difficulty in procuring documents were major identified bottlenecks expressed through CAPI enabled interview schedule, focus group discussion (FGD), one-to one-interaction and observations, the outreach of the scheme and the amount provided to the students were found effective and efficacious.

The Post Matric Scholarship Scheme aimed at providing financial assistance to the Scheduled Tribe Students studying at Post-matriculation or Post-Secondary Stage to enable them to complete their education was evaluated. As per the

Scheme guidelines, there are four groups wherein different amount of scholarship is provided to beneficiary students. The amount of the Scheme rationalized through State's and Centre's assistance. The performance of the Scheme was evaluated considering both physical and financial achievements. Against the set target of 1320 sample to be drawn from 29 States, the study covered 1324 beneficiary students from 132 Institutions of 55 districts of 29 States. Though the bottlenecks and strengths of the Scheme were analyzed using suitable techniques, the intensity of effectiveness was found percolating very well on the ground. In fact, supply-side stakeholders require to be given customized training at the local level to implement the scheme with improved efficacy.

Effective and efficacious in framework and contents, the evaluation of both Pre and Post Matric Schemes suggest for their continuation. Both Pre and Post Matric Scholarship Schemes have positively impacted the tribal student beneficiaries. The Scheme has created opportunities for tribal students to complete their education in the most productive and fruitful manner. Serving to Sustainable Development Goals and National Development Plan, the Scheme has potentially provided an effective scope for the forward achievement of tribal students.



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30. Mohapatra, Gadadhara

Evaluation of Scheme Development of Particularly Vulnerable Tribal Groups.

Ministry of Tribal Affairs, Government of India. Indian Institute of Public Administration, New Delhi, 2019.

Particularly Vulnerable Tribal Groups (PVTGs) erstwhile known as '*Primitive Tribal Groups*' (PTGs) are distinguished from other tribal communities with regard to their pre agricultural technology, stagnant or declining population, extremely low level of literacy and a subsistence economy. In order to ensure conservation and promote development among these poorest ST communities, certain groups were identified by Government of India for the first time in 1975-6 and thereafter in 1993, and called '*Primitive Tribal Groups*' (PTGs). 75 groups among the STs of India were identified in 18 states and 1 Union Territory who initially were called PTGs and later renamed as "Particularly Vulnerable Tribal Groups(PVTGs)" precisely due to the disagreement of the cultural relativists on using the term "primitive". Ministry of Tribal Affairs (MoTA), Government of India had entrusted the task to conduct an impact evaluation of the scheme, "Development of Particularly Vulnerable Tribal Groups (PVTGs)" to the Indian Institute of Public Administration (IIPA), New Delhi. Dr. Gadadhara Mohapatra, Assistant Professor of Sociology, IIPA coordinated this national level evaluation as Principal Investigator, to identify the bottlenecks in the implementation of the scheme and suggest changes required for improving the service delivery mechanism. The national level impact evaluation of the PVTG Scheme was carried out in 2018-2019 among 16 States falling under 6 geographical regions/zones (North, South, West, East, North East and Central) as classified by NSSO. The study covers 1388 PVTG Households and 55 communities in the country. The methodology adopted for the study is a judicious mix of both qualitative and quantitative research methods. Primary data has been collected by using various tools of Participatory Rural Appraisal (PRA) such as FGDs, observations, in-depth interviews and case studies. Further, 'before and after approach' has been adopted to capture the impact of the project both

in financial and physical terms under the PVTG scheme. The districts with high concentration of PVTG population and the number of PVTG community in a state are taken into account using purposive sampling technique while drawing a sample in the respective state. The final sample units (villages & households) of the study were drawn through Random Sampling method. The study has been carried out through the 'Survey CTO - real time data generation software'. In addition to this, the study has also gathered information in the field among the PVTGs to prepare a 'Vulnerability Indices' taking into account the indicators of shocks, trends and seasonality.

The study reveals that major emphasis under CCD plan in the respective states are primarily on development of infrastructure(housing, construction of CC roads etc.); however, equal emphasis should be given in conservation and enhancement of traditional skills of the PVTGs, further skill development activities among the PVTGs needs to be imparted to generate alternative employment opportunities. Overall assessment of development among PVTGs as the vulnerability index computed in the selective indicators (family income, household size, literacy rate, land holding, and average livestock) shows that the PVTGs in the Indian state of Tamil Nadu, Telangana, Karnataka, Chhattisgarh, Maharashtra and Manipur are highly vulnerable; whereas the PVTGs in Andhra Pradesh, Odisha, Uttarakhand, Madhya Pradesh, Kerala, and Rajasthan are moderately vulnerable. The vulnerability status of PVTGs in Jharkhand, Gujarat and Tripura is low. The study reveals that except Jharkhand, Gujarat and Tripura, other 13 states are witnessing at least moderate or higher than moderate vulnerability in the above indicators which need serious attention of the policy makers to improve their livelihood.



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31. Mohapatra, Gadadhara and Girish Kumar

Impact of Integrated Rubber Development Projects on Tribal Livelihoods in Tripura: A Sociological study.

Indian Council of Social Science Research, New Delhi. Indian Institute of Public Administration, New Delhi.

Studies on tribal communities in India in general and Northeast India in particular have been classified into three categories: (i) the ethnographic, (ii) studies relating to the problems of the tribal people, and (iii) studies relating to the development of tribal populations. Most of these studies are from the perspective of cultural and based on the observations made by the researchers concerned. Further, sociological studies pertaining to the impact of various government projects and programmes on the tribal livelihood in the rural parts of India is somewhat rare in nature. Few independent studies have investigated the adoption of rubber-integrating farming systems, rubber inter-cropping practices, and the livelihood impact of natural rubber cultivation in the traditional and non-traditional rubber growing regions in India. The study was undertaken by Indian Institute of Public Administration (IIPA), New Delhi sponsored by Indian Council of Social Science Research (ICSSR), New Delhi. Dr. Gadadhara Mohapatra, Assistant Professor of Sociology at the Institute executed the study as Project Director. The study is a pioneering attempt to assess the socio-economic and ecological impact of natural rubber plantation from the angle of the beneficiaries, the stakeholders involved in the process of implementation and the policymakers. It provides a critical understanding of the role of the State and other stakeholders in livelihood promotion through sustainable rubber cultivation in Northeast India with special reference to Tripura. The theoretical frame of the study largely draws from the 'social capital approach' where social capital is utilized as resource by the rubber producer societies in promoting tribal livelihoods in

forested areas in Tripura. The study presents the field findings of successful practices in rural livelihood generation through rubber development projects in the selected four districts of Tripura. It analyses the impact of integrated rubber development projects on the beneficiaries in the study area through the Sustainable Livelihood Index (SLI). In doing so, the study analyses the socio-economic and ecological impact of rubber development projects and its sustainability, replicability and convergence aspects and suggested policy recommendations.

The empirical findings of the study reveals that implementation of rubber plantation programme in the surveyed districts of Tripura has triggered a number of benefits. This has certainly reduced poverty, enhanced the socio-economic condition of the erstwhile poor *jhumias* (shifting cultivators) and landless families (now RPHH) and also strengthened their coping strategies to overcome crisis and shock. The quality of life of the tribal households have improved significantly in terms of income, asset creation, food and clothing, children's education, family healthcare, changes in the attitude and habits, improvement in village infrastructure and overall well-being. It has helped significantly in the capacity building of the rubber producer societies (RPS) involved. The RPS at the local level plays an important role in livelihood promotion among the tribal rubber growing households in the study area especially in rubber plantation and, in transferring new technologies to the members as well as establishing a robust market linkages with the rubber companies such as *Mani Malayar Rubber Pvt. Ltd.* (under Rubber Board) and *Tripura Latex Pvt. Limited.* Apart from this, the Rubber Producer Societies have evolved the cooperative spirit and democratic values among the small rubber growing and tapping tribal households in the region. Furthermore, the latex harvesting technician (tapper) training imparted by the Tripura Skill Development Mission, along with the Rubber Board of India, have enhanced the capacity of the small rubber growers to produce high quality of rubber sheets which attracts higher price. Employment opportunities generated through implementation of rubber plantation programme has minimized the unrest in the state, which is an added advantage. The success stories of the block plantation scheme (BPS) have been further replicated in the non-traditional regions of north-eastern states of Maharashtra, Odisha, West Bengal and Andhra Pradesh.



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32. Pandey, K.K.

Manpower Assessment of Six (HR, Public Health, Civil Engineering, Horticulture, Education and Electricity) Departments of NDMC.

New Delhi Municipal Council, New Delhi. Indian Institute of Public Administration, New Delhi, 2019.

Objectives:

- i. Carry out organizational analysis covering appropriateness of existing structure in supporting the mission, strategy and the needs of the organization, (ii) Identify assessment criterion based on - individual, group and organizational level, (iii) Carryout manpower assessment based on job design and work measurement, (iv) Suggest a framework for deployment of staff at different levels, (v) Suggest road-map for capacity building of staff to reorient them to emerging requirements.

Methodology:

1. 1) Cover manpower deployment/ Requirement to make NDMC a SMART CITY. It will cover all the departments of NDMC., (2) Assess productivity and performance of the staff, Workload, use of modern technology and communication including ICT and e-governance in the delivery of services., (3) Examine existing performance indicators applied by NDMC to assess the productivity along with potential areas of inclusion., (4) Department wise staff strength/ deployment, workload and gap in terms of skills, incentives, feedback (reporting, monitoring and citizen centricity). It will also include career enhancement avenues and scope for optimum utilization of available skills/expertise., (5) Consultation/Discussions within NDMC covering Section heads and select officials to identify issues and draw corrective measures on manpower deployment / requirements., (6) Incidence of outsourcing and PPP (Public Private Partnership) in the NDMC., (7) Analyse manpower cost on service delivery as

compared to alternate arrangements such as PPP, Outsourcing and right sizing of respective staff.

Summary & Conclusions:

The study suggests corrective measures to revamp manpower deployment to enhance productivity alongwith equity and efficiency. Redeployment and alternative arrangements are also suggested to increase departmental performance.

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Study on Energy efficiency in ECO Cities.

HUDCO, New Delhi, Indian Institute of Public Administration,
New Delhi, 2019.

Objectives:

The study aimed at analyzing energy efficiency aspects in the context of eco cities, which included the following:

- i. Macro analysis of energy consumption in the city,
- ii. Micro level analysis of selected category of houses within the city to understand their energy consumption pattern,
- iii. Calculation of carbon footprints in the existing scenario in the selected case study areas,
- iv. Exploring available technological interventions to ensure reduction of the carbon footprint and to check its adaptability and suggest/provide policy inputs to increase energy efficiency.

Methodology:

The study was conducted on the basis of energy efficiency assessment in the city of Dehradun. It included city level data on waste management, mobility and energy use. A survey of selected residential areas was also done to collect real time information on energy use and carbon emission through waste generation and management. Finally, a strategy was drawn to reduce carbon footprint in a city.

Summary & Conclusions:

The study provides alternate models of energy efficiency through efficient use of waste water treatment which minimizes the use of energy. These are useful in the appraisal of infrastructure projects. These are equally important for resource mobilization and achievement of UN Sustainable development goals and Government of India's commitment under HABITATIII (Quetto, 2016) to (a) reduce energy use /greenhouse gas emissions and conservation of water for sustainability. In this regard as emerges from the study, a few important areas deserve special attention namely Development of Green Buildings and Neighborhoods, Energy efficient Transport system and Waste Management. Further, appraisal systems for housing and real estate projects should give due cognizance to promotion of energy efficiency through Landscaping, Ratio of built and open spaces, orientation, location of water bodies, Building envelop, Controlled ventilation, Energy efficient doors and windows, High efficiency heating and cooling system and pitched roofs. Also, the urban real estate/housing projects need to give special focus on green buildings i.e. use of renewable energy, rain water harvesting, water recycling, segregation/processing of Garbage at source and use of LED lights etc. Study further suggests that these projects may also include vertical farming as applied by couple of cities such as New Delhi, Hyderabad.

Products for financing should include a line of credit for technical upgradation towards public transport, waste treatment plants/collection mechanism and centres and model development of green buildings. In this regard a separate line of credit on energy efficiency may be initiated with necessary support from government of India and respective provincial governments. This may also include Viability Gap Funding (VGF) in a participatory manner covering a tripartite support from Centre, province and local bodies.



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Impact assessment of electronics Manufacturing Cluster (EMC) Scheme.

Ministry of Electronics and Information Technology , Government of India. Indian Institute of Public Administration, New Delhi.

A. Statement of Problem

The Ministry of Electronics and Information Technology (MeitY) entrusted to Indian Institute of Public Administration (IIPA) the 'Third Party Evaluation of the Electronics Manufacturing Clusters (EMC) Scheme'.

B. Scheme Details

ELECTRONICS MANUFACTURING CLUSTERS (EMC) SCHEME

Electronics Manufacturing Clusters (EMC) scheme was notified vide notification no. 252 dated 22nd October 2012 to provide support for creation of world-class infrastructure for attracting investments in the Electronics Systems Design and Manufacturing (ESDM) Sector in the country.

The Scheme has two kinds of clusters namely- Greenfield EMC and Brownfield EMC. The Scheme provides grant assistance for setting up of both Greenfield and Brownfield EMCs across the country. Greenfield EMCs is an undeveloped geographical area, preferably contiguous, where focus is on development of basic infrastructure, amenities, and other common facilities for the ESDM units. Brownfield EMC is a geographical area where significant number of ESDM units is located and the focus is on upgrading infrastructure and providing common facilities for the ESDM units. The EMCs scheme provides grant assistance for setting up of both Greenfield and Brownfield EMCs across the country. The financial assistance under the scheme is in the form of grant-in-aid only.

EMCs aim to aid the growth of the ESDM sector, help development of entrepreneurial ecosystem, drive innovation and catalyse the economic growth of the region by attracting investments in the sector, increasing employment opportunities and tax revenues.

The idea behind EMC scheme is to support the government's efforts to establish India as an integral part of the Global Value Chain in the mobile handset sector.

C. Methodology and Area Coverage

The study team applied a balanced approach of quantitative and qualitative research methodology. The study assessed the EMC Scheme, its progress, and prospects, and thereby the extent of its presence in the States and UTs since the inception of the Scheme in October 2012. The detailed evaluation pertaining to research methodology and sampling design followed by the study team are as under:

1. Scope of the Study

IIPA carried out the study of Impact Analysis of EMC scheme, 20 Greenfield and 3 Brownfields EMCs were taken into consideration from Andhra Pradesh, Assam, Chhattisgarh, Gujarat, Goa, Jharkhand, Kerala, Madhya Pradesh, Odisha, Rajasthan, Telangana, Uttar Pradesh, West Bengal, Karnataka, and Maharashtra.

2. Methodology

The study team collected secondary information from the Annual reports of the Ministry of Electronics and Information Technology, Copies of relevant documents provided by the Ministry, EMC scheme guidelines, Project status, Field Surveys and Observations.

3. Sampling

To evaluate the on-ground status of the EMC Scheme, 17 EMCs across 11 States in India were visited.

4. States Selected for Study

For study of Impact Analysis of EMC scheme, 20 Greenfields and 3 Brownfields were taken from the states of India namely Andhra Pradesh, Assam, Chhattisgarh, Gujarat, Goa, Jharkhand, Kerala, Madhya Pradesh, Odisha, Rajasthan, Telangana, Uttar Pradesh, West Bengal, Karnataka, and Maharashtra.

The study team identified that the EMC scheme has achieved the main objective of providing support for creating class infrastructure to attract investors in electronic manufacturing systems design and manufacturing. Many clusters have started domestic manufacturing operations of electronic products and their inputs (parts, subassemblies, and components). Incubation centres have been setup for initial start-up support and handholding.

IIPA Team evaluated the EMC Scheme and came out with certain observations:

1. All State-owned EMCs have successfully formed Special Purpose Vehicle (SPVs).
2. EMCs are operational in the states of Andhra Pradesh, Telangana, Chhattisgarh, Madhya Pradesh, Gujarat, Rajasthan (ELCINA) and Odisha. More units are operational in Government led EMCs. Whereas employment generated is relatively higher in Private EMCs.
3. Important to note is that revenue share of Electronic Industry in India is highest in mobile equipment and consumer electronic products.
4. The basic development is achieved in almost all the EMCs. However, with State Govt. as a stakeholder, the development is faster due to speedy clearance of all approvals (single-window clearances).
5. Infrastructure Index of basic development is ranked highest for all the EMCs whereas, welfare services rank the lowest.
6. EMC scheme triggered the creation of virtual ecosystem as a component manufacturing hub and attracted many companies.
7. Scheme has provided employability to 8845 people and it was also observed that women employability is highest in Andhra Pradesh and Telangana clusters.

D. IIPA Recommendations

IIPA Team evaluated the EMC Scheme and recommends the following:

1. IIPA study team strongly recommends that EMC scheme should continue with focusing more on attracting investors; brining flexibility in scheme implementation; encouraging start-ups, technologies- tie-ups; conducting skill development programmes; and providing special incentives for keen investors/ unit holders and more emphasis on component ecosystem.
2. EMCs primarily composed of private players have been more efficient with respect to completion of infrastructure, attracting investors and start of manufacturing activities. Hence, it is more beneficial to have a combination of both public and private SPV members in any of the EMC clusters for better implementation of schemes and associated activities.
3. Further, to instil the spirit of competitiveness among the clusters operating under the EMC Scheme, ranking should be done on a regular basis analysing the performance of each cluster.
4. Special Purpose Vehicles may be constituted with 3 to 4 members to expedite the infrastructure development process of EMCs; at least three instalments of

Grant-in-Aid (GIA) may be released without SPV formation. EMC Scheme may look up to and incorporate certain best practices from other Asian countries to improve implementation of the scheme and compete in the global electronics market.

5. Aligning national priorities and policy incentives with electronics manufacturing may be done.
6. Special emphasis must be given to component-based manufacturing with government providing complete support in the form of investments and marketing.
7. With EMC Scheme, government must make an attempt to specialize in different segments of electronics manufacturing without compromising labour productivity, at the same time boosting employment opportunities for the large skilled workforce that can potentially be the catalyst to spark off the chain of development reaching out to every corner of the country.



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Third Party Evaluation of National Research Professorship (NRP) Scheme. Department of Higher Education.

Ministry of Human Resource Development, Government of India. Indian Institute of Public Administration, New Delhi, 2019.

A. Statement of Problem

Ministry of Human Resource Development (MHRD) entrusted to IIPA the Third-Party Evaluation of National Research Professorship (NRP) scheme. The study entailed analysing the overall framework and status of the scheme and recommending a new thematic pattern.

B. Scheme Details

NATIONAL RESEARCH PROFESSORSHIP SCHEME

Government of India had instituted the scheme of National Research Professorship in 1949. The scheme was established to honour distinguished academicians and scholars in recognition of their contribution to the field of knowledge. The scheme recognises, across the country, persons of real eminence who have attained the age of 65 years and who have made outstanding contribution in their respective fields and are still capable of productive research.

C. Methodology and Area Coverage

The IIPA study team utilized the mixed methodology approach and applied a combination of quantitative and qualitative tools for data collection and analysis.

The detailed research methodology and sampling design are as under:

1. Scope of the Study

For the evaluation of the NRP Scheme, the last 10 serving National Research Professors were taken into consideration.

2. Data Collection

a. Collection of Secondary Data

From Official website of MHRD, Copies of relevant documents provided by the Ministry and NRP Scheme Guidelines, Project status, and updated notifications related to scheme.

b. Collection of Primary Data

Primary data was collected from the NRPs in the form of questionnaires. Data was collected from seven NRPs through emails, telephonic, personal interviews, and video conferencing.

The following process steps were carried out to study this Scheme:

a. Identification of the Scheme

The scheme guidelines and documents provided by the MHRD were analysed and parameters were formulated.

b. Designing of Questionnaires

Following parameters were taken into consideration for the evaluation study:

1. Visibility of the Scheme
2. Eligibility Norms
3. Selection Procedure
4. Financial Aid
5. Duties and Responsibility of NRPs
6. Number of Field/Discipline-wise and Yearly Appointments
7. Benefits / Outcomes
8. Other Suggestions and Recommendations

c. Case Studies and Field Visits

Of nine, following seven NRPs were interviewed for the evaluation study:

1. Prof. Andre Beteille, New Delhi
2. Prof. Suryakant Bali, New Delhi

3. Prof. S L Bhyrappa, Mysore
 4. Prof. Goverdhan Mehta, Hyderabad
 5. Prof. P N Tandon, New Delhi
 6. Prof. M S Valiathan, Mangalore
 7. Prof. R A Mashelkar, Pune
- d. D. Data Analysis
- a. Qualitative Analysis
 - Was done through evaluation of the experiences of the beneficiaries in the form of case study analysis.
 - b. Quantitative Analysis
 - The experiences and satisfaction of the beneficiaries are quantified using different charts to understand the efficiency and effectiveness of the scheme. Descriptive statistics of the data was analysed using MS Excel and MS Word.

E. Research Findings

1. Visibility Status:

It was observed that there is an unawareness about the scheme or the 'Honour' in public and there is a need to bring reforms to its visibility.

2. Eligibility Norms:

Existing eligibility norms need revision to include new provisions under the age criteria and the level of contributions of the nominees.

3. Selection Procedure:

The selection procedure lacked a set framework and guidelines regarding the application procedure as well as selection criteria.

4. Financial Aid (Honorarium, Pension and Contingency Funds):

Requirement of clearly defined guidelines for the financial assistance and its usage provided to the NRPs. The data also suggested that financial assistance also needs to be revised.

5. Duties and Responsibilities:

As per the data analysis it signifies that there needs to be specified a set of roles and duties for the selected NRPs to aid the scheme as well as the field of academia in the country.

6. Major Achievements of the Scheme

The main objective of the scheme i.e. recognizing the best of intellectuals in their respective fields was also nearly achieved.

7. Additional Findings

a. NRP Appointments

- An irregular pattern of appointments through the years since 1949 was observed throughout the data.
- Further, the number of appointments made in different fields of specialization under the scheme since 1949 was also not reform.

b. Scheme Timeline

An irregular pattern of appointments was observed as the number of appointments made per year did not follow any pattern.

F. IIPA Recommendations

IIPA recommended continuation of the scheme with the following suggestion and recommendations for consideration of the competent authorities.

1. Visibility Status may be enhanced by more media releases.
2. Eligibility Norms may be revised in age and experience criteria.
3. Selection Procedure may be more defined.
4. Excellence factor needs to be maintained.
5. Financial Assistance may be revised according to pay commissions standard.
6. Duties and Responsibilities may be notified.
7. Annual General Meetings may be organized.
8. Empanelment of NRPs with the Universities/ National level Institution.
9. Collaborations between NRPs and GOI in form of Public lectures and Projects.
10. Mentorship Programme under NRPs.
11. Appointments may cover wide range of disciplinary fields.
12. Gender Ratio may be maintained.
13. Publications and Technical Support to NRPs may be provided.
14. A Dedicated MHRD NRP Portal.
15. Central Database of all NRPs (Online and Offline)

16. Online Publications and Media releases from time to time.
17. Digital Intellectual Repository for encouragement of young researchers.
18. Post-Tenure Guidelines may be defined.
19. Scheme Timeline may be defined.
20. Strengthen International Research Collaborations.
21. Best Practices may be inculcated from different schemes like INSA Distinguished Professors Scheme, SERB Research Scientists Scheme, National Science Chair, and ICAR National Professorial Chairs.
22. A New Thematic Pattern formulated based on above suggestions and recommendation by IIPA.



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Evaluation Scheme of Institutional Support for Development and Marketing of Tribal Products (TRIFED) etc.

Ministry of Tribal Affairs, Government of India. Indian Institute of Public Administration, New Delhi, 2019.

EXECUTIVE SUMMARY

Institutional Support for development and Marketing of Tribal Products/ Produce was introduced in 2014-15. Tribal Cooperative Marketing Development Federation is the nodal agency for implementing the scheme. Objectives of the scheme (are) socio-economic development of tribal artisans, livelihood generation for tribal artisans in a sustainable, systematic and scientific way, and empowerment of tribals through capacity building training, group/ SHG formation, and imparting necessary knowledge, tools and information. There are four major activities under the scheme- retail development where TRIFED acts as a facilitator and service provider to the tribal artisans to market their products. The second important activity is skill training for skill up-gradation of the artisans, design development and value addition of the tribal products. The Third is the Minor Forest Produce (MFP) development activity where MFP gatherers are given training on value addition of MFP and Minimum Support Price of MFP. Fourth is the research and development (R&D) activities.

The scheme serves Sustainable Development Goal 8 of the United Nations Development Programme (UNDP) which aims to promote sustained, inclusive, and sustainable economic growth, full and productive employment and decent work for all. The scheme also serves the objectives of livelihood promotion among weaker and vulnerable sections of the society including the Scheduled Tribe population as enshrined in successive Five Year Plans.

Tribal artisans are the main targeted beneficiaries of this scheme. These artisans can be individual suppliers of TRIFED or work in SHGs or work under NGOs/ Trust/other organizations who empanelled themselves as suppliers of TRIFED. The scheme aims to promote livelihood and improve the economic conditions of these artisans. Retail marketing activities of TRIFED through which it purchases tribal products from the suppliers and sales through its outlets or e-commerce, aims to ensure a remunerative price and a secured market for the producers of these products. TRIFED also works for capacity building and training of artisans. The training programmes are implemented through reputed and experienced NGOs. There are four types of handicraft trainings- Comprehensive Training Programme (CTP), Primary Level Training (PLT), Advanced Level Training (ALT), and Design Workshop Training (DWT).

Secondary data and official information has been collected from the Ministry of Tribal Affairs, registered office of TRIFED at New Delhi, and different regional offices of TRIFED. The study used a multistage purposive sampling method to select the sample units whose primary stage units are districts, intermediate units are suppliers and training agencies, and final stage units are beneficiary tribal artisans. Primary data has been collected through a structured questionnaire from different stakeholders- suppliers, artisans, training agencies, handicraft trainees, MFP trainees, trainers, customers, scientists. This survey used SurveyCTO (Open Data Kit) software for real-time data collection. We have also documented best practices from the field, success stories and not so successful experiments. The survey collected both quantitative and qualitative data. A total of 215 Supplier, 850 tribal artisans, 151 handicraft trainees, 347 MFP gatherers, and 180 customers of TRIBES INDIA were included in the sample. The study covered 18 States and 72 districts of India.

The present study is descriptive in nature. The study has provided a critical analysis of the impact of the scheme on intended beneficiaries- the tribal artisans. A crucial part of the analysis was devoted to understanding the extent to which the scheme has been successful in livelihood promotion and empowerment of tribal artisans- the stated objectives of the scheme. We have used statistical analysis of the quantitative data collected from the field using techniques such as the tabular and graphical representation of the data, hypothesis testing and correlations among variables. We have also done case studies, and focus group discussions which helped us immensely in understanding the experiences of tribal artisans, specific challenges and bottlenecks, and necessary course corrections. The field observations, description of cases, best practices and experimentation with new ideas are also documented in this report along with statistical data analysis.

The greatest utility of the scheme lies in providing an alternative source of employment and livelihood to tribal artisans. It helps to smooth out the seasonality in income flow. It also works as a medium for preservation of rich tribal cultural heritage. Empowerment and economic security of female artisans

is another positive aspect of the scheme. Our analysis shows income from artisanship contributes a significant part of their family income. Daily-earnings from artisanship are also higher than wages in public works programmes like MGNREG and in many States daily earnings of the artisans are higher than daily earnings from casual labour work. The artisans also feel the workload is properly balanced, very fewer instances of pending wages of artisans and fewer instances of verbal or physical abuse. However, daily earnings of male artisans are higher than earnings of female artisans. Also, male artisans work for higher number of days than female artisans.

TRIFED has made a significant contribution in conservation and promotion of tribal art and culture especially Gond, Bhil, Saura, and Warli paintings which are the rich inheritance that India is rightly proud of. For the tribal artists the scheme has meant not just an opportunity for career growth, but a way to preserve their art and cultural heritage. TRIFED gives encouragement to the painters through organizing regular craft demonstrations, fairs, exhibitions where they can showcase their aesthetic brilliance, rich traditions, and skills. Periodic purchase of paintings from the artisans and sale through its outlets gives a window to artists to reach art lovers and connoisseurs. Sometimes it is also the only opportunity for them to sustain in this field.

The suppliers of TRIFED have highly appreciated the timely payment for the orders supplied and increased opportunity for participation in fairs and exhibitions. However, they feel that the prices offered by TRIFED have been fixed for a long period and no longer profitable to them (TRIFED has recently increased the price of all items by 10-15 percent/ See Appndix 1.1). They also feel that TRIFED should help them in the design development of their products which is so vital to remain relevant in the market. Suppliers who operate on small scale do not have the capacity to hire designers for them. TRIFED can make institutional arrangements with reputed institutes for sourcing of new designs.

The scheme has been successful in reaching out to vulnerable sections of tribal society (illiterate, marginal or landless farmers, elderly artisans). Providing support for design and skill development is the other important functional part of the scheme. One of the outcomes of this training is to help the trainees in harnessing collective capability by forming self-help groups etc. Through these training programmes TRIFED is helping to shift to more sustainable, environment-friendly and less menial form of production. However, we found that the incomes of trained artisans are not significantly higher than the income of untrained artisans. There are also instances where the trained artisans discontinued artisanship and shifted to other occupations or migrated to other regions due to various reasons such as a drop in market demand, lack of working capital, etc.

TRIFED gives training to MFP gatherers under MFP development activities. These MFP gatherers come from poorest and most vulnerable sections of tribal society. Majority of these trainees are women and their villages are located in

remote areas near the forest. There are two types of training programmes- value addition to MFP and Minimum Support Price to MFP. The training programmes are successful in promoting eco-friendly, non-destructive, and environmentally sustainable way of harvesting. The training programmes are also successful in improving the post-harvest processing and value addition, less wastage and better storage of the produce. However, there exists lots of scope for improvement in the marketing, group formation and credit linkage of these groups. In other words, the post-training handholding part is neglected. Also important to mention here that many of the training agencies have not received the full amount sanctioned in the budget of the training programmes and this includes even the daily allowance of the trainees for which there is a great amount of resentment among the trainees who have to forgo a day's earning to attend these training programmes.

The scheme works as a bridge between the artisans and art/ craft lovers. The fairs such as adimahotsavs, mini-adimahotsavs has been successful in generating good sales for the suppliers, attracting new customers and creating interest among them about tribal arts and crafts. There has been a significant increase over the year in the number of fairs organized by TRIFED in different locations. Participants value these fairs due to the high volume of sales which is attributable to their locational advantages, publicity, arrangements at fairgrounds etc.

TRIFED having the mandate of marketing development of MFPs considers that it is essential to improve per unit realization from MFPs to provide better earnings to tribals. The research on value addition of MFPs through developing technologies, tools, products, process, etc., and their optimum utilization provides the tribal people entrepreneurship opportunities and thus empowerment. TRIFED sponsors such as Research and Development (R&D) projects to reputed institutes /universities like IITs, CFTRI, IICT, BIT, etc. on value addition of MFPs.

All the research projects aimed to bring substantial benefits to the local tribal communities. If successfully implemented it will create value addition to the locally available MFP, create opportunities for employment in the small-scale food processing industry and also develop entrepreneurship. The machines will reduce the drudgery of MFP collectors substantially. Quite a few good international publications in international journals have come out of these research projects. But the projects have not yet been commercially launched. The real evaluation of the success of these projects can take place only when they will be launched in the market and the feedback of the industry and users will be received. Income from royalty should also be taken as a parameter for judging the success of the programme. Many researched have demanded more funds for scaling up the results and for pilot testing.



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Evaluation of Equity Support to National Schedule Tribe Financial Corporation.

Ministry of Tribal Affairs, Government of India. Indian Institute of Public Administration, New Delhi, 2019.

The present study found this scheme successful in providing the livelihood opportunities to the Scheduled Tribe through three income generating schemes (TLS, AMSY and MCS) of NSTFDC. These schemes should continue on a larger scale so that more and more people from Scheduled Tribes can have a chance to overcome their socio-economic backwardness.

However certain steps need to be taken to enhance the effective implementation of the scheme.

- • Reaching unserved tribal people and inactive States: Both NSTFDC and SCAs should workout and identify the reasons for non-implementation of NSTFDC schemes in the larger states. Once the reasons are identified, both agencies can plan figure out of futuristic workable plan. By working together, NSTFDC and State Channelizing Agencies can leverage resources and have a larger impact on tribal welfare. There has been poor utilization of the allocated funds by states for the income generating schemes of Scheduled Tribes. Many of the state governments have also not shown interest in taking funds from NSTFDC. In such a scenario NSTFDC should implement the schemes through multiple agencies in a state.
- • Need for a comprehensive centralized data management system for NSTFDC schemes: To ensure effective implementation and monitoring of schemes, Ministry of Tribal Affairs should ensure the development of a comprehensive centralized data management system for a smooth flow of information from top to bottom level on real time basis. If the information of all the beneficiaries is managed from one portal/system, it will allow all the

stakeholders; MoTA, NSTFDC and SCAs to share the information regarding entire loan disbursement process and status among themselves quickly and efficiently. It will bring transparency and efficiency in entire loan disbursement process.

- • Convergence of schemes for larger good: For the larger good, there should be convergence of the schemes identified for the Scheduled Tribes with the similar types of income generating schemes of the other departments. If there is special financial assistance made for tribal people by Centre or State government in other schemes, if possible, they should be converged/linked with the NSTFDC schemes. As seen in the state of Gujarat and Meghalaya during the study, every state should adopt convergence approach in planning for tribal development.
 - • More Publicity of NSTFDC Programmes: More National/Local campaigns should be taken to raise awareness among the tribal people about the benefits of NSTFDC income generating schemes through IEC activities like advertisements in newspapers, radio, training, advocacy, pamphlets distribution, awareness camp at panchayat level, and use of SHGs members to reach out the tribal people at grass root level.
 - • Need for comprehensive loan recovery mechanism at DCAs level: The loan recovery mechanism of SCAs is well-organized. States like Chhattisgarh, Jharkhand and Himachal Pradesh have less than 25 percent of loan recovery from beneficiaries. In fact, weak loan recovery of DCAs is one of the main reasons for NPAs of SCAs and as a result of that SCAs are reluctant to take more funds from NSTFDC.
- i. All SCAs should link themselves with the online repayment system. Here the network of Common Services Centers (CSC) established at 2.5 lakh Gram *Panchayats* can be helpful to SCAs as well as to the tribal beneficiaries. Many beneficiaries do not repay the loan because the DCA office is far away from them. Through online repayment system they can easily repay their loan.
 - ii. Kerala organizes monthly loan recovery camps in selected blocks of every district where designated DCA officials are sent for loan collection. People respond to recovery camps enthusiastically.
 - iii. NSTFDC should develop a system by which they can automatically send payment reminders to beneficiaries with the help of SMS software. Loan payment reminders can help SCAs/DCAs reduce collection costs and encourage beneficiaries to pay their loan.
- Strengthening of DCAs: In most of the SCAs and specially the DCAs under study, there was lack of infrastructure and adequate number of staff. Officials at DCAs have been working largely either on deputation basis or are contractual. They lacked capacity and expertise to carry out the tasks of supervision, monitoring and implementation of the income generating schemes.

- i. Need for urgent recruitments against vacant posts as most of the DCAs are functioning with contractual staffs.
 - ii. Capacity building of SCAs/DCAs officers by training and workshops
 - iii. Provide essential support to the field staffs in terms of vehicles, travel allowance and some incentives for speedy and timely recovery.
- Monitoring of Schemes at frequent intervals by NSTFDC, SCA and DCA Officials: Performance of income generating schemes should be monitored on quarterly, half yearly and annual basis by the MoTA, NSTFDC, State Governments and SCAs. It will help them to figure out the progress made by the all stakeholders, it will also help to spot bottlenecks in implementation of Schemes and can provide valuable information that may be used to help inform future decisions.
 - Imparting modern skills and entrepreneurship training to the first generation entrepreneur: As NSTFDC is working for poor Tribals where illiteracy and lack of awareness is prevalent; it is required to impart modern skills and entrepreneurship training, especially to the first generation ST entrepreneur. In this regard, NSTFDC may tie up with Deen Dayal Kaushal Vikas Yojna or any State Department/Institution to impart training on entrepreneurship development to beneficiaries assisted under NSTFDC Scheme.
 - Ensuring Market linkages with the Beneficiaries: NSTFDC should help in making markets available for products and services provided by beneficiaries.

The study analysed the effect of market availability on functionality of projects taken up by beneficiaries and the income generated from the same. Beneficiaries under TLS, MCS and AMSY were evaluated to test whether market availability affects the project functionality or not. It was found that the maximum number of beneficiaries whose projects were fully functional had access to markets. Of beneficiaries who had access to market, about 37 per cent of the sample considered, their projects were running full-fledgedly. About 21.2 per cent reported that their projects were functional to some extent.

- Award for performance excellence for SCAs: As an incentive, NSTFDC could introduce a yearly award for best performing SCA across the country. The performance could be based on outreach by each SCA, amount of loan disbursed, amount of loan recovered, performance of projects for which loans are given, cashless transfer of loans to beneficiary's bank accounts and measures taken to help beneficiaries make the projects sustainable. These performance parameters address the bottlenecks faced by SCAs and NSTFDC in running the scheme. An annual competition might result in innovation of how these parameters are addressed. This would help NSTFDC to identify the best practices across SCAs and in turn SCAs would receive feedback for their performance and areas of improvement.



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Evaluation of Pradhan Mantri Swasthya Suraksha Yojana (PMSSY).

Ministry of Health & Family Welfare, Government of India. Indian Institute of Public Administration, New Delhi, 2019.

The Pradhan Mantri Swasthya Suraksha Yojana (PMSSY) was initiated in 2003 with stated objectives of “correcting regional imbalances in the availability of affordable/ reliable tertiary healthcare services and also to augment facilities for quality medical education in the country.” The scheme had two broad components:

- Setting up of AIIMS like Institutions;
- Up-gradation of old Government Medical Colleges (GMCs).

During the last fifteen years, construction of 22 new AIIMS and up-gradation of 75 government medical colleges have been announced. In first two phases of the scheme, out of seven announced new AIIMS, six new AIIMS are functional and 19 GMCs were upgraded. The prime purpose of this evaluation was to document and learn from the experiences for bringing about improvement in planning, designing and implementing the PMSSY in view the targets of National Health Policy 2017 and SDGs.

The scope of this study was restricted to Six Operational AIIMS and 19 upgraded in phase I and II. The study was restricted to performance issues pertaining to construction, service delivery, quality of services, hospital operations and governance issues, utilization of physical and human resources, medical education and training imparted etc. The study does not include detailed financial audit. The study team consists of 6 professionals with vast experiences in the

field of Hospital Planning and Designing, Hospital Administration, Public Health Professionals, Health Governance, Health Economics and Healthcare Financing. The study used mixed method approach i.e. both qualitative and quantitative research approaches along with historical data analysis. Both primary and secondary data sources were used in the study. The study team covered all fully functional AIIMS namely Patna, Bhopal, Raipur, Rishikesh, Jodhpur, Bhubaneswar and took a sample of Eight GMCs up-graded out of 19 in Phase I and II. Sample selection of GMCs was done on the basis of their geographical location, nature of up-gradation done and status of completion of desired project work. Sample GMCs were: Trivandrum Medical College, IMS, BHU, Varanasi; NIMS, Hyderabad; Medical College, Kolkata; Srinagar Medical College; B.J. Medical College, Ahmadabad; Government Medical College, Nagpur; Govt. Medical College, Amritsar.



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Third Party Audit of Eight Autonomous Hospitals of Government of NCT of Delhi.

Ministry of Health and Family Welfare, Government of NCT of Delhi.
Indian Institute of Public Administration, New Delhi, 2019.

This study on third party audit of eight hospitals of Government of National Capital Territory of Delhi brings together the efficiency, barriers therein and corrective measures to achieve the objectives as per respective Memorandum of Association/Undertaking (MoA/U). It is noted that autonomous status was granted to each of the hospitals, in line with the public policy to transform public sector as a facilitator in the overall context of efficiency, productivity and equity. It was also expected that autonomous body can expedite efficiency & productivity while maintaining equity in the larger interest of common man.

The study examined the efficiency of these 8 Autonomous hospitals in the six main areas of objectives namely

- (i) Governance and Management
- (ii) Human Resources (Faculty, Paramedical and administrative support),
- (iii) Infrastructure, Equipment and Supplies,
- (iv) Patient Services
- (v) Teaching and Training

(vi) Resource Mobilization.

The audit was done in a participatory manner involving visits to individual institutes to physically observe and interact with all concerned stakeholders. Requisite information was collected on a predesigned datasheet and specific discussions with the key stakeholders included Director/Principal, Faculty, Medical Staff, Paramedical Staff, Administrative Staff and Students (wherever applicable). In addition, patients/attendants' feedback were also taken from both OPD and IPD on their facilitation, interaction with faculty (doctors) and other functionaries of respective hospital. The key issues related to the study were also discussed with senior functionaries in the department of Health and Family Welfare, GNCTD. Based on these interactions and collected information a detailed analysis of each hospital is separately.

It was also observed that individual hospitals are taking measures to efficiently perform in each of these six areas. On the basis of barriers and efficiency parameters within the hospitals and elsewhere specific corrective measures in terms of short and long-term actions were suggested for suitable follow up. Further, long-term actions were also suggested in continuation of MoU, efficiency, barriers and short-term corrections.



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Financial Matrix for Employment: Design of Inter Governmental Fiscal Transfers in India to Rural Local Governments.

15th Finance Commission. Indian Institute of Public Administration, New Delhi, 2019.

Like many other federations, local governments in India are supposedly responsible for rendering essential services, including sanitation, drinking water, primary health, street lighting and roads. They are also empowered to collect certain tax and non-tax revenues. However, in most cases, considerable gap between own resources and requirements can easily be seen. The gap is more noticeable in the case of rural local governments (*Panchayats*) than their counterparts in urban areas due to their narrow resources base. Both these local governments largely depend upon the financial support from their respective State Governments. In this summary an attempt is made to objectively present the potential of the corrective measures that the 15th Finance Commission (15th FC) could take for local governments in India.

Need to Reorient Fiscal Transfer Mechanism for Panchayats

The 15th FC has a major role to induce the institutions of governance that are closest to people. All States have completed the rounds of elections under the supervision of respective State election commission, an autonomous constitutional entity. Similarly, processes of fiscal devolution from the States to the *Panchayats* are taking place through SFCs. In many States, the report of the fifth generation SFC has been submitted. Assets are being either created or transferred to *Panchayats*. All of this imposes an administrative cost on the local governments and draws on scarce resources that they receive from their own sources and from the States. In this connection, fiscal transfers through the UFC have to play a critical role.

It is to be mentioned here that *ad hoc* grants of a token nature given by the earlier UFCs now need to be replaced by regular transfer arrangement. The role for the 15th FC is to act as the path breaker in creating an enabling environment for fiscal decentralization at the sub-State level. This could be done through strengthening state level intergovernmental institutions and fiscal capacity equalization, an essential condition for a controlled and gradual process of fiscal decentralization (Bahl, 1999). This requires, at this stage, the support from the UFC as various subnational governments have different and inadequate capacities to create institutions and finance *Panchayats*. It is expected from the 15th FC to accept that fiscal decentralization is not a zero sum game. In this context, the following points are worthy of being noted:

- Autonomous SFCs, district planning committees, elected representatives in addition to the *sarpanch* and active *gram sabhas* are the key to decentralized democracy. At present, they are peripheral lacking in technical activities of true autonomy. They need to be strengthened.
- Reassessment of the provision of local public goods is necessary. A certain annual rise in the administrative cost is inherent with the increase of public employees' salaries particularly after the implementation of the recommendations of the Seventh Pay Commission. This will have an effect on the establishment cost of the local governments, including the salaries of their staff (in the accounts and a computer section). Necessary minimum staff needs to be appointed in all *Panchayats*.
- Due to increased activities, there would be an additional maintenance cost of office space, including storage, record rooms, computer centres and libraries.
- In order to impose a uniform system of financial accounts, audit rules, disclosure requirements under the Right to Information (RTI) Act, there would be a need for technical assistance to local governments in several areas such as computerisation, accounting, treasury, tax administration, data processing, project evaluation, audit at local fund and Comptroller and Auditor General (CAG) levels and transparent procurement procedures.
- Operation and maintenance costs will go up chiefly due to greater investment in the form of local infrastructure, particularly for drinking water supply, irrigation and communication for the poor.
- There would be additional recurring expenditure on traditional civic services like primary healthcare, drinking water, public lighting, roads and sanitation arising out of increased people's expectations.

Genesis and Rationale of Article 280 (3) (bb & c)

The genesis of the addition of clause (3) (bb & c) to Article 280 of the Constitution can be traced in the report of the Joint Committee of Parliament (1991) that felt

“ amendment should be made in article 280 relating to constitution of Central Finance Commission so that the said Commission should make recommendations to the President.....The need for this amendment has been (was) explained further in detail in chapter II of the Report”

Chapter II of the report made *inter alia* the following explanation,

“Availability of resources should be both commensurate and elastic keeping pace with their growing needs. Apart from augmenting internal sources, methods need to be devised for enlarging the area of assured 20 devolution and the quantum of assistance that will flow from the Centre to States and States to the Municipalities. The Centre -State fiscal relations are governed by constitutional provisions. Unfortunately there is no such constitutional mechanism at present which provides for a regular assessment of the fiscal resource gap that exists in municipalities on account of the increasing responsibilities thrust upon them and for putting the devolution of resources to urban local bodies on a rational and firmer footing.”

It may also be recollected what the then Minister for Rural Development said while moving the Constitution (Seventy-second Amendment) Bill, 1991

“Constitution (Seventy-third) Amendment cast a duty on the centre as well as the states to establish and nourish the village panchayats so as to make them effective self-governing institutions.... We feel that unless the panchayats are provided with adequate financial strength, it will be impossible for them to grow in stature”.

It is to be noted here that the provision regarding *“measures needed to augment the Consolidated Fund of a State”* is provided in Article 280 and not in Part IX and IX A of the Constitution. The fact that the Article 280 was amended to add clause (3) (bb& c) explains that just as the State government has the responsibility under Article 243 (I&Y) to devolve resources to *Panchayats*, the Union Government also has a corresponding role and responsibility. The clause was inserted to enable and provide a legal basis for the passthrough of central funds to the local governments, with which the Union has no direct relationship. The term *“measures needed to augment the Consolidated Fund of a State”* offers an extensive scope for intervention by the UFC. ‘Measures’ obviously include legislative, administrative and financial ones and ‘financial measures’ perceptibly mean a direct flow of resources from the Union to local governments through States.

The time has come for the UFC to desist from the approach of *ad hoc* nature and include the local governments in the arrangement of revenue sharing as the case with the State emanated from the 80th Amendment of the Constitution. Also, pertinent Constitutional provisions including Articles 243H, 243I, 243X, 243Y, 266, 268, 269, 270, 275, 279 and 280 do not, in any way, preclude the UFC from earmarking a share of central revenues for *Panchayats*, suggesting

that it be given into the Consolidated Fund of a State for the express purpose of supplementing the *Panchayats* fund. Since nowhere it is stated that the transfer of funds to *Panchayats* should only be in the form of *ad hoc* grants, it is safe to suggest that local governments should also be considered to get the share from the Union divisible pool along with the States. This would be over and above the fiscal devolution recommended to the States to correct the vertical imbalance. Seemingly, the scheme has the following merits:

- This will help a great deal in linking the local governments with the Indian federal structure along with the State and central governments.
- The local governments will be able to share the aggregate buoyancy of central taxes. This is particularly important when the economy grows and passes through an inflationary phase.
- The Union, State and local governments would feel the impact of fluctuations in central tax revenues alike.
- The progress of tax reforms will be greatly facilitated if the scope of tax sharing arrangement is enlarged so as to give greater certainty of resource flows to local governments and increased flexibility in tax reform and tax reengineering e.g. Goods and Services Tax (GST).

The central grants for *Panchayats* should be adequate, but not excessive at the same time-leaving room for additional State grants to *Panchayats* with proper consideration to cost disabilities. The adequacy aspect of grants should be considered within a triangular sharing of central revenues. The 13th FC had made this possible after rounds of consultations with legal experts and calculated the grants as percentage from the divisible pool of the previous year. The 14th FC dropped the idea and termed it unconstitutional without giving any argument against the practice set by the 13th FC. Whereas, the 13th FC provided convincing arguments and made a case in favour of 'Local Governments' share in the Union Divisible Pool. The 15th FC could consider this to decide the appropriate level of central grant allocation to the local governments.

Practices in Other Federations

It may be argued that the scheme needs to be consistent with the practice adopted in other federations of the world. In this context, salient features of select practices in other federations are given below:

- In Australia, the state governments are required to establish the State Grants Commission (SGC) for distributing the tax sharing grants among the local governments. The federal government requires that the fund be distributed among local governments through SGC in three parts i.e. 20% on a per capita basis; 30% on a relative needs basis; and 50% on a fiscal

equalization basis. The SFC of India is similar to the SGC of Australia and can be strengthened by the 15th FC through this mechanism.

- In Brazil, federal taxes on production and income contribute substantially in a Municipalities Participation Fund which is divided among local governments. Municipalities get their share from the royalties of the minerals excavated in their jurisdictions.
- In Argentina, central revenue is shared with the States and local governments (through state government) under the National Tax Sharing Law. Though no 22 criteria or percentages are mentioned at the federal level, it says that States must share part of the central shared taxes with their local governments.
- In Germany, tax sharing is provided in the Basic Law. The Constitution provides that a share of the revenue from income tax be passed on to the local governments by the States.
- In Canada, local government financing is at the discretion of the provinces and territories. However, they receive specific purpose and general purpose transfers from federal governments through provinces.
- In South Africa, local governments are entitled to an equitable share²¹⁴ of national revenue in terms of Section 214 of their Constitution. Though the Constitution does not distinguish between local governments in urban and rural areas, the national government has developed a very elaborate system to classify local governments into seven categories using variables such as poverty levels, fiscal needs, fiscal capacity, cost of governance, and access to basic services. Through this mechanism, rural local governments receive large funds from federal government than the urban municipalities.

It is evident from the above practices that central revenue is shared with local governments in almost all federations and grants are also treated as an instrument to strengthen intergovernmental institution e.g. SFC. The contribution of the municipality's jurisdiction in value addition under the Goods and Services Tax is also counted while making IGFT arrangements. In addition, municipalities get their share from the royalties of the minerals excavated in their jurisdictions.

Other Instruments

No doubt the task which the 15th FC is enjoined under the Terms of Reference to make an assessment of the revenue gap of the *Panchayats* separately, over and above the gap of the State Government, is Herculean given the time and resources at its disposal. That apart, given the acute resource constraint at all levels of government, some form of top down budgeting cannot possibly be avoided. Hence, some idea of the overall amount that can be devolved from the

Centre is essential. In this connection, the 15th FC could decide the appropriate level of central grant allocation to the *Panchayats* with a view to increase the size of Panchayat expenditure as a proportion of total government expenditure.

In the medium term, the 15th FC could bring the revenue expenditure of the local governments to the level of at least 10 percent of total public expenditure. At present, the *Panchayats* public expenditure in Maharashtra as proportion of total State expenditure is the highest. This is followed by Karnataka and Kerala (Alok, 2014). However, the pattern is different across States. District *Panchayats* are strong in Maharashtra whereas village *Panchayats* are big and 23 strong in Kerala. In the long run, the share of expenditure of the local governments in total public expenditure should be raised to about 20 percent which is the international norm of developing countries.

The identification of basic civic services that could be considered on a priority basis could be the consideration of the 15th FC. The desired objective would be to ensure access to basic civic services for all citizens of India through central grants and topping it with State grants. In this connection, the practice of South Africa could be considered, by which the national government undertakes to fund a very high proportion of the basic civic services to the citizens particularly poor on condition that the local governments should keep it to the extent possible. It would be difficult for the 15th FC to devolve a very large proportion of grants for the basic services e.g. sanitation, drinking water, primary health, rural roads, etc. but a small beginning can be made. It is to be emphasized at this point that these civic services are absolutely basic to the nation as a whole. One can call them universal basic services similar to the idea of universal basic income.

The complications involved in the implementation strategy are known in view of the heterogeneity and varying capabilities of the subnational governments. But the basic rule could be to protect simplicity by limiting the number of objectives to be accomplished by each policy instrument. Since, the fiscal transfer from the UFC is ordained through State governments; the 15th FC could suggest the SFC to make *inter se* distribution among *Panchayats* and Municipalities within the State on these lines. It is expected that the States will adopt uniform accounting systems to follow accepted principles, prescriptions for audit procedures, etc. In this, the role of the SFC is crucial.

The 15th FC could reiterate and recommend a 'permanent SFC cell' with a budgetary provision in each State, probably located in the Department of Finance of the State with adequate staff to continuously monitor local government finances including development fund transfers from the line ministries. The unit could also develop an extensive data system in consultation with the State statistical unit so as to facilitate effective monitoring and evaluation.

It is believed that political masters at higher levels in States seem to be reluctant to devolve powers to *Panchayats*, but the minimum set of functions, finances and

functionaries may be laid down which should be devolved to *Panchayats*. Since the capacity of *Panchayats* across States is different, any compulsion in this regard may not be appropriate. But, one thing can easily be attached to grants Article 275 which would be meant for *Panchayats*. It is the fulfillment of obligations under Part IX of the Constitution such as the establishment of an SFC in time, placing its report in the State Assembly with an action taken report within six months. The 15th FC could incentivize States to create an enabling environment for *Panchayats* to function under an accountability framework. There cannot be any criticism for creating the incentive framework and imposing conditionalities to Article 275 grants so long as they flow from the Constitution. In any case, the distribution formula must give appropriate weight to progress made in regard to functional, financial and administrative devolution by States. Such devolution by States are quantified and compared in devolution index that has been the basis for the Award by the Prime Minister to high ranked States every year on *Panchayat Day*. Dimensions and indicators of the index are given in chapter IV. The States have started comparing themselves on the basis of the indicators set under the index.

Institute has submitted a very informative and enlightening study with respect to the third tier. The Commission is now working on its report for the five year period from 2021-26.



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The State of Governance in Jammu and Kashmir: A study of Institutions, Processes and People's Participation.

Indian Council of Social Science, New Delhi. Indian Institute of Public Administration, New Delhi, 2019.

It is a well known fact that the state of Jammu and Kashmir enjoys a special status. Apart from the Constitution of India, Jammu and Kashmir has its own constitution. This constitution establishes political and administrative framework for the state. It was adopted on 17th of November 1956 and came into effect from 26th of January 1957. The preamble of the Constitution of Jammu and Kashmir defines its objective as *"to define the existing relationship of the State with the Union of India as an integral part"* The Constitution of Jammu and Kashmir is central to political, administrative and social aspect of governance of Jammu and Kashmir. It is also an essential document to any political resolution of the conflict situation in Jammu and Kashmir.

Historical Background

The two most significant landmarks in the modern history of Jammu and Kashmir are the signing of Instrument of Accession and the establishment of the Constituent Assembly of Jammu and Kashmir. Instrument of Accession which defines J&K's relationship with India was signed by Maharaja Hari Singh on 26th October 1947. Even though the establishment of the Constituent Assembly is a post accession process, but the history of the constitutional development dates back to the pre accession period.

The process of the constitutional development of Jammu and Kashmir started with the Constitutional Act of 1934. This Act was the result of the revolt of 1931 and sought to address the grievances of Muslim subjects of the state. The revolt

of 1931 in Kashmir against the oppression of Dogra regime marked the defining moment in the political mobilization of the state. After July 13 killings, the Maharaja was unable to control the protests in Kashmir and the situation also deteriorated in Jammu as well. It was the revolt of 1931 that brought Sheikh Mohammad Abdullah into prominence in Kashmir. The Government of British India directed the Maharaja to appoint a commission to inquire into the Muslim grievances. In November 1931, the Maharaja's government agreed to the formation of a commission headed by B. J. Glancy. It recommended several measures especially in the area of education and employment of the Muslim subjects. Most of its recommendations were accepted by the Maharaja. A Constitutional Reforms Conference was also appointed by the Maharaja to recommend measures so as to associate the masses with the administration of the state. This was also headed by B. J. Glancy and submitted its report in April 1932. It has been summarised after field investigation that Governance had taken a backseat with nepotism and corrupt practices ruling the roost as far as salary benefits and other benefits are concerned to the receptacle audience of the State Assembly. Also, the pollicisation of the Governing apparatus has led to the development aspects of the beleaguered State being relegated to the backburner but with the division of the State of Kashmir into the three new governing districts has led to a positive public opinion in the State.



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42. Jain, Neetu and Pandey, Surabhi

Restructuring of Ministry of Home Affairs.

Ministry of Home Affairs. Indian Institute of Public Administration, New Delhi, 2019.

Bureau of Police Research and Development (BPR&D) had entrusted Indian Institute of Public Administration (IIPA) the project titled 'Review of Work Processes and Structure of Ministry of Home Affairs'. The study is aimed at evaluating the work processes, the workload, and extent of usage of Information and Communication Technology (ICT) applications in different divisions of MHA and to suggest measures to make the system and processes more efficient and effective in select divisions. The study team reviewed the structure, work processes, work load and usage of ICT applications in the following six divisions of MHA :

- I. Foreigners Division
- II. Police Modernisation Division
- III. LWE Division
- IV. Border Management -I Division
- V. Center State Division
- VI. Police Division -II

Both quantitative and qualitative tools of data collection were used. In order to study the work processes, around 50 to 70 files were studied in the select divisions of MHA. Therefore, diagnostics were carried out on a total of 362 files. The purpose was to assess the movement of files from one level to another such as time taken in file movement from a particular level to another level, different

levels it passes through, its procedural aspects and finally the level and process of disposal of files. Kick off meetings were held with the Joint Secretaries of the given divisions. With an objective to understand the work process, work load and prevailing issues of respective divisions, detailed discussions were carried out with the JS, DS/ US and Section Officers of above six mentioned divisions. Official files/documents were processed on following parameters:

- ✓ Different functions of the divisions
- ✓ File processing at various levels (from ASO to SO to US to DIR to JS level)
- ✓ What is the nature of file? (nature and type of references)
- ✓ How much time each file takes in its movement from dealing hand to JS level?
- ✓ Reasons for pendency
- ✓ Extent of Internal coordination in the division
- ✓ Extent of Inter-division consultation required

Two different questionnaires were developed. Questionnaire - A was administered to some officials of the division to capture factual information about extent of IT used in the division. Questionnaire- B was administered to around 30 people across all levels of hierarchy in each of the six divisions. Therefore, a total of 115 responses were received from the officials. This helped unravel certain significant issues by understanding the perception of people about them. The purpose was to provide insight into obstacles which need to be taken care of before implementing ICT in divisions in order to improve the process efficiency and reduce the workload.

The Study team dealt with the subject of study division-wise. For every division, the report covers the following issues:

- Introduction of the Division
- Sections and Current state of affairs
- Workload study
- Work Process study
- Assessment about ICT readiness and usage
- Observations of the Study team
- Conclusion and Recommendations for the division

Recommendations based on observations across all the identified divisions of MHA are given in four priority themes i.e Work process related ,Workload related,

ICT related and General recommendations. Overall recommendations are given below:

- Decentralization and Delegation by redefining file movement levels
- Measures for Faster Decision-Making
- Training of Officers to ensure availability of quality manpower
- Enhance Manpower Strength
- Workload and Manpower Assessment
- Clear demarcation of Roles and Responsibilities between MHA Divisions and States
- Pro-active ICT application and usage
- Use of Decision Support System
- Create Knowledge Management System to maintain Institutional Memory
- Creation of Search Engine of MHA
- Knowledge Sharing Sessions between the Existing and Incumbent Officers
- Regular updating of website of MHA
- Use of e- File Management System for retrieval of data and files
- Use of Social Media for Perception Management
- Handling of inter-division matters by a Joint Consultative Committee
- Strengthen IFD
- Locate the entire MHA (all Divisions) in one building with proper work space
- Use of Key Performance Indicators
- Shift focus of MHA Divisions from Routine functions to Value Addition or Policy Making
- Stability of Tenure
- Establishing MHA's own Training Institute
- Introduction of new systems and policies



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Evaluation of impact of schemes of NBCFDC (National Backward Class Finance and Development Corporation) Panjab.

Dr. Ambedkar Foundation, New Delhi. . Indian Institute of Public Administration, New Delhi, 2019.

National Backward Classes Finance & Development Corporation (NBCFDC) is a Government of India undertaking under the aegis of the Ministry of Social Justice and Empowerment. It was incorporated under Section 25 of the Companies Act 1956 on 13th January 1992 as a non-profit Company to promote economic and developmental activities of Backward Classes (BCs). Presently, it is a Section-8 Company (not for profit) registered under the Companies Act, 2013. The schemes are implemented through State Channelising Agencies (SCAs) nominated by respective State Government/UT. The Corporation can assist a wide range of income-generating activities under the following broad sectors:

- Agriculture and Allied Activities
- Small business/artisan and traditional occupation
- Transport sector and service sector
- Technical, vocational and professional trades/courses

The channel partners (SCAs and Banks) are to disburse loans for viable projects as per needs and choice of beneficiaries under the above mentioned broad sectors. The NBCFDC is spending a hefty amount for the socio-economic upliftment of the marginalised groups. It provides financial assistance and microfinance to OBCs in different states through respective State Channelizing Agencies (SCAs) and Self Help Groups. In the state of Punjab, there are two prominent SCAs through which financial assistance is extended for NBCFDC schemes:

- Punjab Backward Classes Land Development and Finance Corporation(PBCLDFC), Chandigarh
- Punjab Gramin Bank, Kapurthala

These agencies are serving OBCs through microfinance schemes of NBCFDC. The study analysed the data collected from PBCLDFC and PGB by evaluating different schemes of NBCFDC in the state of Punjab. The primary objectives of the study covered the following aspects:

- To examine whether there is any difference in terms of occupation, level of income and expenditure of beneficiaries before and after availing of the loan
- To examine whether there is any improvement in the family income of the beneficiaries after availing of the loan schemes
- To examine the impact of loan schemes on the socio-economic status of the beneficiaries.
- To analyse the perception of beneficiaries towards State Channelising Agency i.e. PBCLDFC.
- To analyse the perception of beneficiaries towards different schemes of NBCFDC.
- To make suggestions/recommendations for the possible improvement in the delivery mechanism

The study shows that NBCFDC schemes had a positive socio-economic impact on the lives of the respondents. The beneficiaries after availing of the loans are meaningfully employed and their involvement in social activities got enhanced. The social status of most of the respondents improved and they experienced social recognition and felt economically and socially empowered. The positive changes in economic status resulted in better access to financial resources, decreased family indebtedness and improved lifestyles. However, as the loans were not availed for all schemes of NBCFDC (except the General Term Loan), the potential benefits of the same could not be maximised. In this context, it is necessary to revisit the scope and reach of NBCFDC schemes. The study proposed suggestions to SCA and NBCFDC based on the data analysis and feedback of beneficiaries.

The study found that the women-centric schemes are not popular among the beneficiaries of PBCLDFC. It was noted that all the respondents availed of the General Term Loan scheme. *New Swarnima Scheme and Mahila Samridhi Yojna* are not availed by any of the beneficiaries of PBCLDFC in the entire state. The agency must adequately encourage women-centric schemes in the region. *New Swarnima Scheme and Mahila Samridhi Yojna* should be promoted in all the districts as it will have a direct bearing on women empowerment.

The majority of the loan was taken for Agriculture/Allied sector and not much employment has been generated through the scheme. NBCFDC should promote skill development training, especially for SHG members. It is observed that business failure is one of the prominent reasons for irregularity in the repayment of the loan. Therefore, possible help should be provided for training and nurturing local skills, particularly in women-centric business activities. Further, the skills of SHG members of all the villages by and large remain untapped. The attempt should be made to utilise their skills in a proper way for their economic development. The beneficiaries feel that the process involved in sanctioning the loan is very time-consuming. Some of the respondents even mentioned that they got the sanction after around 3-4 months.

SCAs constitute an effective link between NBCFDC and its beneficiaries. NBCFDC should arrange for the interaction of the beneficiaries with SCAs at periodic intervals, as this could strengthen the rapport between the two which is important for successful execution and realisation of the objectives of the schemes of NBCFDC. NBCFDC can institute awards for best performing units across sectors based on certain criteria to expand the outreach of the schemes.

The assistance should be provided for forward linkages. For example, a person who avails loan for carpentry should also be provided necessary training and financial assistance on package, brand and sale of the product at competitive rates in the market. Education is a catalyst for social transformation and social change. It is noted that there were no takers for an education loan, barring few exceptions. There is a need to create awareness for availing the education loan and develop related skills among the beneficiaries to increase the scope of employability in different sectors.

The study finds that the loan amount taken by the population under study is not adequate to bring out a marked improvement in the lifestyles of beneficiaries. NBCFDC may reconsider the loan amount extended to the schemes to experience a perceptible change in the lives of beneficiaries. It can be concluded that NBCFDC plays a significant role in the socio-economic development of backward classes. The present study can form a base for future evaluation studies of NBCFDC schemes which can probe, examine and analyse the differences across districts in terms of various operational aspects and thereby make suitable recommendations for expanding the scope and outreach of NBCFDC. Such an endeavour could give a better macro and micro understanding of the schemes and the way they can contribute towards the socio-economic change in the state of Punjab.

The outcome of the present study may help to fine-tune the NBCFDC schemes and strengthen the empowerment process of Backward Classes in the state of Punjab.



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