



BENCHMARKING PUBLIC SERVICES IN NORTH-EAST INDIA

USING CITIZEN REPORT CARDS FOR

IMPROVING ACCESS TO INFORMATION AND DELIVERY OF PUBLIC SCHEMES IN REMOTE AND
BACKWARD DISTRICTS OF NORTH EAST INDIA



PUBLIC AFFAIRS CENTRE
Committed to good governance



ACTED



2015





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**Improving Access to Information and Delivery of Public
Schemes in Remote and Backward Districts
of North-East India**

For



By

with field support from



PUBLIC AFFAIRS CENTRE
Committed to good governance



March 2015



The Study Team at Public Affairs Centre comprised of Dr. Meena Nair, Head – Participatory Governance Research and the Project Lead for this study; Dr. K. Prabhakar, Programme Officer who coordinated the preparatory, monitoring and analytical aspects of the study; and Ms. Sukanya Bhaumik and Ms. Kavitha Srinivasan who prepared the analytical chapters for the report of this study. From ACTED, Mr. Nongyai Heikrujam, Program Coordinator led the study. From NEICORD, the survey team led by Mr. Tongkhomang Haokip implemented the entire field survey for this study.



Public Affairs Centre (PAC) is a not for profit organization, established in 1994 that is dedicated to improving the quality of governance in India. The focus of PAC is primarily in areas where citizens and civil society organizations can play a proactive role in improving governance. In this regard, PAC undertakes and supports research, disseminates research findings, facilitates collective citizen action through awareness raising and capacity building activities, and provides advisory services to state and non-state agencies.

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Contents

Foreword	8
Preface.....	9
Executive Summary	11
Introduction.....	19
Programme Assessment through Social Accountability Tools (SATs).....	19
Citizen Report Cards (CRCs) and Community Score Cards (CSCs)	20
Applications of Citizen Report Cards	23
Background of the Study	25
Methodology.....	28
Review of the Programmes vis-à-vis Fundamental Rights.....	32
Nirmal Bharat Abhiyan.....	39
NBA: Citizen Report Card.....	42
NBA: Demographic Profile	42
NBA: Awareness and Access	45
NBA: Usage and Quality	47
NBA: Problem Incidence and Resolution.....	49
NBA: Satisfaction	50
NBA: Gender and Minority	52
Mahatma Gandhi National Rural Employment Guarantee Scheme	53
MGNREGS: Citizen Report Card.....	58
MGNREGS: Demographic Profile	58
MGNREGS: Awareness and Access	60
MGNREGS: Usage and Quality	62
MGNREGS: Problem Incidence and Resolution.....	64
MGNREGS: Satisfaction	65
MGNREGS: Gender and Minority	66
Public Distribution System	67
PDS: Citizen Report Card.....	69
PDS: Demographic Profile	69
PDS: Awareness and Access	71
PDS: Usage and Quality	72
PDS: Problems and Resolution.....	73



PDS: Satisfaction	74
PDS: Gender and Minority	75
Janani Shishu Suraksha Karyakram.....	76
JSSK- Citizen Report Card	78
JSSK: Demographic Profile.....	78
JSSK: Awareness and Access.....	80
JSSK: Usage and Quality	82
JSSK: Satisfaction.....	85
JSSK: Gender and Minority.....	87
Integrated Child Development Scheme	88
ICDS: Citizen Report Card	90
ICDS: Demographic Profile.....	91
ICDS: Awareness and Access.....	93
ICDS: Usage and Quality.....	95
ICDS: Problems and Resolution	99
ICDS: Satisfaction	100
ICDS: Gender and Minority.....	101
Mid-Day Meal Scheme	102
MDM- Citizen Report Card	105
MDM: Demographic Profile.....	105
MDM: Access and Usage	106
MDM: Usage and Quality.....	107
MDM: Problem Incidence and Resolution	110
MDM: Satisfaction.....	110
MDM: Gender and Minority.....	111
National Policy for Social Assistance.....	112
NSAP- Citizen Report Card.....	113
NSAP-Demographic Profile	114
NSAP Awareness.....	116
NSAP- Usage and Quality	117
NSAP- Problems and Resolution.....	119
NSAP- Satisfaction	120
NSAP: Gender and Minority	122
Rajiv Gandhi Grameen Vidyutikaran Yojana.....	123
RGGVY- Citizen Report Card.....	124



RGGVY: Demographic Profile.....	125
RGGVY: Awareness/Access	127
RGGVY: Usage and Quality	128
RGGVY: Problems and Resolution.....	130
RGGVY: Satisfaction	131
RGGVY: Gender and Minority	132
Rashtriya Krishi Vikas Yojana	133
RKVY- Citizen Report Card.....	134
RKVY: Demographics.....	135
RKVY: Awareness and Access	137
RKVY: Usage and Quality	137
RKVY: Problems and Resolution.....	139
RKVY: Satisfaction	139
RKVY: Gender and Minority	141
Indira Awaas Yojana	142
IAY: Citizen Report Card (CRC).....	145
IAY: Demographic Profile.....	145
IAY: Awareness and Access.....	147
IAY: Usage and Quality.....	149
IAY: Problem Incidence and Resolution	150
IAY: Satisfaction	151
IAY: Gender and Minority.....	152
Conclusions and Recommendations	153



Abbreviations

ACTED	Agency for Technical Cooperation and Development
APL	Above Poverty Line
BPL	Below Poverty Line
CBO	Community Based Organisation
CRC	Citizen Report Card
CSC	Community Score Card
EU	European Union
FGD	Focus Group Discussion
GP	Gram Panchayat
HH	Households
HQ	Headquarter
IAY	Indira Awas Yojana (housing)
ICDS	Integrated Child Development Scheme
JSSK	Janani Shishu Suraksha Yojana (mother and child)
MDM	Mid Day Meal Scheme
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
MWCD	Ministry of Women and Child Development
NBA	Nirmal Bharat Abhiyan (sanitation)
NEI	North East India
NEICORD	North East India Committee on Relief and Development
NGO	Non Government Organisation
NSAP	National Social Assistance Programme
PAC	Public Affairs Centre
PDS	Public Distribution System
PSE	Pre-School Education
RGGVY	Rajiv Gandhi Grameen Vidyutikana Yojana (rural electrification)
RKVY	Rashtriya Krishi Vikas Yojana (agricultural development)
SAT	Social Accountability Tools
SC	Scheduled Caste
ST	Scheduled Tribe



Foreword

Citizen Report Card is one of the major strategies, if not the backbone of the project “Improving Access to Information and Delivery of Public Services in Remote and Backward Districts of NE States of India,” funded by the European Union. Citizen Report Card (CRC) is an assessment where interaction is held directly with users of public service/schemes in order to understand the knowledge and the accessibility they have to the services, as well as to learn about the quality of services and about transparency mechanisms in place, such as grievance redressal for problems and challenges.

As part of the project, CRC will be conducted three times; at the beginning, in the middle and the last one, at the end of the project. The First CRC conducted has covered 200 villages across 14 sampled blocks in the 7 targeted districts of the project. Household listing of 9742 household and interviews of 2542 service users of the selected 10 public schemes were taken into account.

The findings of the CRC will be referred to develop and re-design various action plans, such as the District Action Plan, and it will be used to develop IEC materials and other content of information campaign.

The findings of this CRC will not only be just useful for the project, but it may also be referred by various CSOs, NGOs/CBOs and concern Government Departments as a tool to understand and reflect on the performance of the services they are running.

We would like to thank all participants of the CRC, the respondents, the enumerators and supervisors who were involved in the data collection of the project, as well as project staff who have continuously contributed during the CRC activities.

Cyril Pouloupoulos
ACTED India Country Representative.



Preface

This report is the output of the first Citizen Report Card (CRC) carried out by Public Affairs Centre (PAC) in partnership with ACTED and NEICORD. This CRC exercise is part of the research project entitled, “Improving Access to Information and Delivery of Public Schemes in North-East India”.

The project aims to improve access to quality information on delivery of public schemes and enhance accountability of public service delivery actors in North-East India (NEI). PAC has the responsibility to ensure smooth, timely and quality implementation of three CRCs (with field implementation by NEICORD) in the project. This project will facilitate local authorities and service providers in increasing and improving access to information of public schemes and initiatives in backward districts of the North-East, down to the village level, throughout the planning, budgeting, implementation, control and evaluation continuum.

The CRC exercise in the north-east was a first-of-its-kind initiative of PAC in the region and has been an extremely enlightening experience so far. This heralds a planned series of four social accountability interventions over four years that will

- incrementally improve the knowledge base on the ground reality with regard to several important government schemes and interventions for the common man,
- draw within its net several community organizations and CSOs, and
- leave behind a nucleus of ideas and opportunities for self-initiated analyses of public service delivery.

This first CRC served to establish benchmarks for the different services at ground zero at the very beginning of a series of interventions. In future CRCs we expect to provide better explanations of why some parameters have altered significantly, and the reasons for that.

PAC thanks ACTED and NEICORD for their high quality support for, and accompaniment of, this process, and would like to use this partnership as a foundation for extended engagement in this relatively neglected part of our country.

R. Suresh
Director, Public Affairs Centre



Acknowledgement

We are indebted to many individuals and organizations who helped us to complete this benchmarking Citizen Report Card (CRC) exercise successfully. We take this opportunity to place on record our gratitude to them -

- ACTED India for having entered into a partnership with us to use the CRC tool as an approach in the project on improving access to information and delivery of public services in remote and backward districts of North-East India
- Mr. Cyril Paulopaulos and his predecessor Ms. Katherine Neumann for actively leading this institutional partnership between ACTED and PAC
- Mr Nongyai Heikrujam, Program Coordinator, ACTED who leads the project and has always provided support to the PAC study team throughout the CRC exercise much beyond the team's expectations
- Mr. Tongkhomang Haokip who guided the survey team from NEICORD and implemented the entire field survey.
- The district coordinators and supervisors from NEICORD from all the 7 districts, who coordinated and managed the CRC survey process in each of their respective districts.
- Late Mr. Mritunjay Kumar from ACTED who coordinated various administrative and financial aspects of the project.
- Mr. Parag Gupta and Ms. Jagriti Roy for providing administrative and financial support from ACTED.
- Mr. R. Suresh, Director, PAC and Mr. Iyer, Administrator, PAC for providing all the necessary support to be able to carry out the project in North-East India.
- All our other colleagues and friends at Public Affairs Centre for all the encouragement and support.
- Finally and most importantly, all the respondents who participated in the CRC survey and patiently responded to all our questions.

While we are indebted to the individuals mentioned above for their contribution, we the authors are solely responsible for the opinions expressed and any errors therein.

Study Team
Public Affairs Centre



Executive Summary

The project aims to improve access to information and delivery of public schemes of ten national level programs in North East India (NEI), thereby enhancing accountability of public service delivery. This Citizen Report Card (CRC) report comprises of the findings of the first of the three CRCs (beginning, mid-term and final CRC) that assessed the quality of implementation of 10 national programmes in seven districts in five states located in North-East India. The aim of this CRC exercise is mainly to understand beneficiary experiences with regard to access to information on public schemes and service delivery. The following is a quick summary of the findings from the CRC with regard to each of the programmes and recommendations based on these findings.

The programmes included

1. JSSK – Janani Shishu Suraksha Yojana (mother and child)
2. IAY – Indira Awas Yojana (housing)
3. ICDS – Integrated Child Development Scheme
4. MGNREGS – Mahatma Gandhi National Rural Employment Guarantee Scheme
5. MDM – Mid Day Meal Scheme
6. NBA – Nirmal Bharat Abhiyan (sanitation)
7. NSAP – National Social Assistance Programme
8. PDS – Public Distribution System
9. RGGVY –Rajiv Gandhi Grameen Vidyutikana Yojana (rural electrification)
10. RKVY – Rashtriya Krishi Vikas Yojana (agricultural development)

The seven districts included

1. Churachandapur
2. Cachar
3. Goalpara
4. Lawngtlai
5. Ribhoi
6. Wokha
7. Chandel



A household listing exercise was carried out across 9742 households of which 2542 beneficiaries were identified and interviewed for the 10 programmes.

All 10 programmes were analysed on the basis of awareness and access to beneficiaries, usage and quality of service delivery, problem incidence and resolution and overall satisfaction level of beneficiaries. The experiences of the beneficiaries for each of the programmes clearly indicate that not all programmes have reached them in the same manner. While for some programmes there have been issues related to clearing of applications, in some there have been lapses in terms of sharing of information. While some state and local governments seem to have played a more proactive role in providing services, some have yet to do the basic minimum such as provision of bank accounts and livelihood/employment benefit cards. A quick summary of the findings and recommendations from PAC based on the same is as follows:

Indira Awas Yojana (IAY)

One of the positives that North-East India is blessed with is the availability of land for the beneficiaries. However, the provisioning of this programme varied from district to district. In Assam in the districts of Cachar and Goalpara, getting all the supporting documents, and lack of information sharing by the officials led to most of the beneficiaries finding the process of applying and availing quite complex. In Chandel, a substantial proportion of the households did not have a bank account, which not only contributed to the delay in the construction of their house but also receiving late/partial installments, materials of inferior quality, and having to resort to their own funds for completion. Churachandpur witnessed partiality during selection of beneficiaries, while beneficiaries in Ribhoi had to pay money to get selected, they also received no information on housing design and construction technologies. The latter was also observed in Lawngtlai and Wokha.

- A concerted awareness campaign has to be organised at community level regarding the amount they are entitled, gathering supporting documents, paper work, time line, design of the house and the guidelines.
- Social audit should be promoted and conducted in the right spirit.
- Selection process should be transparent and prioritized. The information regarding selected names of the beneficiaries, fund utilization and materials provided should be painted on the common wall in the village.



- The DRDA officials and local implementing staff should hold a meeting in the village to provide complete information on all aspects of the scheme to the beneficiaries both orally and by providing handbook in the local language.

Integrated Child Development Scheme (ICDS)

The child's growth depends on the kind of nutrition and attention that it gets in the early stages of its life and that is where the ICDS steps in. It was heartening to note that there was a high level of awareness among households regarding the scheme across most districts and that the Anganwadi workers were providing health and nutrition related information (except Goalpara and Wokha). However, the flip side was that beneficiaries felt there was a selection bias (Chandel, Cachar), lack of proper grievance mechanisms (Goalpara, Churachandpur), and not providing all the entitlements that come with various components of this scheme (Chandel) along with demand for payment for some schemes which should have been free (Churachandpur – for PSE).

- A strong grievance redress mechanism has to be worked out and targeted awareness has to be created among all stake holders involved.
- Improvement in the service delivery by increasing the quantity of food given and improving its quality is required.
- Put constructive pressure on the government to fill up vacancies. There are vacant posts at all levels from Child Development Project Officers, Supervisors to Aanganwadi workers (MWCD). The dissatisfaction of staff shortage is felt among the respondent beneficiaries as well.

Mid-day Meal Scheme (MDM)

The objectives for providing mid-day meals to children going to school not only include adequate nutrition but also retaining children in formal education systems and involving parents in the process. Some districts seem to have adapted the latter quite enthusiastically with adult members visiting and observing the process of midday meal preparations (Goalpara, Chandel). In some districts such as Ribhoi and Chandel provision of relevant facilities such as drainage in the wash areas was observed. At the same time, in most districts the findings showed that food was cooked outside and brought in (except Ribhoi where teachers were observed to be involved in the cooking process). A matter of concern is the absence of children from the afternoon sessions after availing the MDM facilities in most districts such as



Wokha, Churachandpur, Chandel and Goalpara. Quality of the meal was also worrying in Chandel, Churachandpur and Ribhoi.

- Although the scheme may be offering different prepared food items each day, bringing variety to the daily meal may be a good idea, keeping in mind the nutritional criteria of the scheme in mind.
- Meals could be cooked in the school premises unless there are manpower, fuel issues. Provision of raw food grains could also be avoided as the children may not then be direct beneficiaries of the scheme.
- Teachers should be kept free from directly involving in the cooking process to avoid wastage of teaching-learning activities. As a result, a significant amount of contact time between teachers and students would be gained.
- MDM implementation in the schools in all the districts needs to follow basic principles of hygiene, food safety and accountability. For the latter, strengthening 'Mothers' Watch' programme in all the districts would be good way of ensuring accountability.

Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)

Ensuring livelihoods for people in villages so that they can live comfortably in their own villages instead of migrating and living in miserable conditions in cities and towns is one of the key objectives of the programme. As an Act, most of the rules laid out under the Scheme are mandatory. However, the CRC observed quite a few discrepancies in the implementation of the Scheme. In districts such as Wokha, Chandel, Goalpara and Cachar, the number of days of employment was less than a month when actually the Scheme guarantees 100 days of employment. Awareness of the process of getting job cards was a major impediment along with job cards being retained with the village headman (Wokha, Goalpara). In the case of Lawngtlai, more than half of the beneficiaries reported paying a bribe to get the supporting documents so that they could get their job cards made. Also, less than 5% beneficiaries knew about the mandatory social audit exercise, much less participating in one.

- Organise concerted awareness building programmes involving both the users and the providers. To address the service delivery gap, it is imperative to not just educate beneficiaries about the entitlements of the scheme, but also to enable both users and the providers implement the scheme properly and efficiently.



- In principle, a person complains if there is a discrepancy between the promised benefit and the actual one, which means that he/she has to know about the program's deliverables. Hands-on training on safeguarding their entitlements like filing RTI, opening bank accounts, retaining their own job cards, lodging their grievances officially in writing should be provided.
- To overcome the obstacle of irregular pattern in receipt of wages is to take full advantage of the latest intervention by the Central government's scheme 'Pradhan Mantri Jan Dhan Yojana'. Wage seekers getting paid in time through their individual bank accounts would be in line with their MGNREGS entitlements.
- Social audit should be promoted and conducted in the right spirit to ensure accountability.

Nirmal Bharat Abhiyan / Swachha Bharat Mission (NBA/SBM)

Ensuring safe and hygienic sanitation through provision of toilets is the main objective of the Nirmal Bharat Abhiyan. The programme has been renamed Swachha Bharat Mission under the new government and now encompasses all aspects such as drainage and solid waste management as well. However, this CRC limited itself to the objectives of the NBA. A quick analysis across the districts shows that beneficiaries across Chandel and Goalpara faced problems related to processing of applications and receiving incentives, while in Wokha almost all beneficiaries claimed that they had to pay a bribe to get their toilets built. Goalpara also reported highest proportion of open defecation by children, which indicated towards major health implications.

- There is a need to improve the overall implementation of the programme. It has been seen that beneficiaries face issues in receiving entitlements. The new Swachha Bharat Mission (SBM) guidelines suggest direct cash transfers into beneficiary accounts; this may help in reducing the time lags.
- Among all districts it is seen that the village council members have a major role to play in the beneficiary selection and implementation of the NBA. Providing hands-on training on safeguarding their entitlements like receiving of installments, lodging their grievances officially in writing and using RTI when required to find out status of funds will empower the community.
- The information and awareness creation should be focused on benefits of sanitation and ill effects of open defecation in addition to entitlements under NBA.



National Social Assistance Programme (NSAP)

The programme is one that addresses the vulnerable adult members of the society; these could be senior citizens, people with disabilities or widows and gives them some amount of economic empowerment. The programme comprises of about five schemes addressing each of these target groups and the compensations are mostly monetary in nature except in the case of Annapurna Scheme which involves providing additional food grains. The CRC study clearly indicates that the very status of the beneficiaries being vulnerable has worked against them in terms of benefiting from this programme. More than 60% of the respondents were not aware of the application submission process across most districts. Very few respondents actually received the money on time again across all districts. In districts such as Wokha, Lawngtlai and Chandel respondents did not get any help from the Village Council which could have helped create awareness about the Programme. Among those who availed the Annapurna Scheme, nearly half the respondents were dissatisfied with the quality and quantity of ration received (Chandel, Churachandpur). A major concern that cut across all districts was the receipt of an average pension amount of Rs. 800/- in the last 6-12 months by the relevant beneficiaries.

- There is a need to put pressure on the implementing agency and political class by mobilising people to exercise their constitutional rights for timely disbursement of pension amount through individual bank accounts.
- The sanctioned beneficiaries list should be displayed predominantly in the village; so that if the eligible persons names are missed out, then societal pressure can help add their names in village council meetings/special camps organised by the department.

Rajiv Gandhi Grameen Vidyut Yojana (RGGVY)

This programme aims to electrify all un-electrified villages / habitations and to provide access to electricity to all rural households in un-electrified and electrified villages in the entire country. One of the major issues during the course of the CRC was to identify such households in the selected districts and villages. However, the pattern emerging from the households covered shows that beneficiaries mostly faced issues related to getting the sanction (Cachar, Goalpara) having had to make more than 3 visits at times. In other cases, beneficiaries had to pay bribes to the staff at the



time of installation (Cachar, Churachandpur, Wokha) while quite a few beneficiaries also had to face issues related to transformer failure (Chandel, Churachandpur).

- The application process needs to be simplified to avoid inconveniencing users from visiting the office numerous times to know their application status.
- A regular monthly meeting between the users and service providers (state electricity boards/contractors etc.) needs to be organized for smooth grievance redress and for regular/reliable supply of electricity

Targeted Public Distribution System (TPDS)

The basic objective of the scheme is to provide food grains to the poor families/household on subsidised rate.

It has been noted that the awareness about vigilance committee was extremely low. Among all districts it has been noted that the village headman/chairman plays the most important role in providing information about PDS. Rice grains are the most popular purchases under the PDS. The most popular cause of dissent was the unavailability of food grains at the shops.

In Churachandpur and Chandel the unavailability of food grains was the main issue among beneficiaries. In Cachar and Ribhoi beneficiaries felt that the sample items should be displayed. The main reason for dissatisfaction was due to inefficient service delivery.

- A strong grievance redress mechanism has to be worked out and targeted awareness has to be created among all stake holders involved.
- Improvement in the service delivery by ensuring availability of sufficient food grains.
- Put constructive pressure on the government to create awareness about vigilance committees, so that citizens can themselves monitor the PDS.

Janani Shishu Suraksha Karyakram (JSSK)

This programme was launched to encourage all pregnant women to deliver in Public Health Facilities and fulfil the commitment of achieving 100% Institutional deliveries. It also aims to reduce the Maternal Mortality Ratio (MMR) and Infant Mortality Rate (IMR). The Anganwadi workers played a major role in creating awareness about the JSSK scheme in Goalpara. In Churachandpur and Cachar nearly 30% of the beneficiaries came to know about JSSK from neighbours and relatives. In Wokha and Chandel, more than 60% of the beneficiaries were not aware of their entitlements. In more than 70% of the cases delivery and ante natal check-up was the



main reason for visit by the beneficiary. In Churchandpur and Chandel more than 50% of the beneficiaries did not get a receipt of free drugs and consumables during your pregnancy and delivery. In Wokha and Lawngtlai nearly 70% of the beneficiaries were completely satisfied with the availability of staff and the overall behavior of the staff.

- A strong grievance redress mechanism has to be worked out and targeted awareness has to be created among all stake holders involved.
- Improvement in the service delivery of the JSSK scheme will help in improving the overall experience of the programme .
- Improving overall availability of infrastructure will also go a long way in improving the overall delivery of JSSK.

Rashtriya Krishi Vikas Yojana (RKVY)

The main objective of the RKVY is to ensure that agricultural strategies are developed that are reoriented to meet the needs of farmers and thus rejuvenate agriculture. The findings from the CRC carried out in the selected districts showed some interesting patterns. Most users in Cachar and Goalpara found the application process quite complex. They also had to pay money through middlemen to avail the services that they wanted to use; in the case of Wokha money was paid to the BDO and Agricultural Board members as well, where in none of the cases were any receipts given for the amounts paid. Respondents in Ribhoi felt that there was bias in the selecting beneficiaries and the assets that were created were not of good quality; the latter was observed in the case of Lawngtlai as well. In Churachandpur there were reports of beneficiaries receiving only advice and no demo or on-site support from the Programme implementers.

- An intensive training at the community level has to be given on a regular basis for knowledge transfer on the production and growth strategies.
- Implementing officials should provide on-site support for better results in terms of creating quality assets.
- User friendly grievance redress mechanism has to be put in place making use of ICT platform.



Introduction

Programme Assessment through Social Accountability Tools (SATs)

Most governments are responsible for providing essential services to the people. They spend huge amounts of resources to provide services such as drinking water, education, health care and sanitation as well as electricity, roads and transportation. Citizens depend on these services for their security and livelihood.

When basic human rights of the people, guaranteed by the Constitution are not adhered to, there is no option for citizens but to engage in collective action to demand better governance and accountability from those in authority, through “voice” of the people. Citizens, both individuals and groups, (civil society) with the required resources, capacity and numerical strength are likely to exert pressure for change on the state through their voice.

There are several reasons why civil society groups began to proactively monitor government programmes and services in recent decades. First, there was growing evidence of public dissatisfaction with the performance of governments and their departments. In India and other developing countries, the vast majority of the people depend on government for essential services and entitlements. Failure of service delivery was a serious matter for them. Second, access to information exacerbated the problem and made people suspect that corruption and other abuses of power in government were on the rise. Third, lack of access to essential services adversely impacted the poor, and amounted to a denial of the basic human rights. And even those who had access found it cumbersome to interface with service providers and resolve their problems. It is a mix of these factors that led to the emergence of a variety of tools and approaches that helped civic groups to monitor the functioning of governments and demand increased accountability and transparency.



Tools that can be used to hold service providers accountable have been used by civil society activists at the sub-national level in India can be divided into four categories¹:

- Social audits in the form of local public hearings
- Community Score Cards – used at local levels
- Citizen Report Cards – used at multiple levels
- Public Expenditure Tracking and Budget Analysis

These tools are meant to strengthen the demand side of governance and focus on the use of public (user) feedback on the services and entitlements that governments provide to citizens. Though the scope and methodologies involved may vary, their primary goal is to use the feedback to seek remedial action or in a broader sense, demand accountability from public service providers or other agencies of government. In recent years, governments have also used some of these tools and have listened to their findings. A common feature of the tools is that they seek information on the experience people have with public services and programmes. The data thus collected are aggregated and analysed, and findings and recommendations for action are derived from such analyses of experience.

Citizen Report Cards (CRCs) and Community Score Cards (CSCs)

The **Citizen Report Card (CRC)**, pioneered by the Public Affairs Centre (PAC), Bangalore, is a simple but powerful tool to provide public agencies with systematic feedback from users of public services. CRCs gain such feedback through sample surveys on aspects of service quality that users know best, and enable public agencies to identify strengths and weaknesses in their work.

Some important **characteristics** of Citizen Report Cards are:

- A **“bottom-up” approach to reform measures**. This approach is effective in identifying key constraints that citizens (especially the poor and underserved) face in accessing public services, and benchmarking the quality and effectiveness of public services staff.
- **The use of quantitative and statistical methods**. Data is collected via a random sample, and is then aggregated and used as a basis to analyse public

¹ The fourth tool became widely known through a Brazilian movement called “participatory budgeting”. A variant of it is “public expenditure tracking”.



services. Quantitative data is used to assess overall service delivery, as well as specific aspects of public services.

- **Simple and unambiguous measures of satisfaction.** CRC surveys ask individuals to rate each public service in quantitative terms. But these surveys also glean information on a number of components of each service, in order to recognize the underlying reasons for collective opinion.
- **The recognition of the importance of citizens' thoughts on policy.** The CRC survey asks questions not only about the current state of public services, but also about what policies they themselves would like to see implemented.
- **Credibility and reliability.** By using a carefully designed methodology and by surveying a diverse sample of users, CRC findings are met with a high level of confidence.

Purposes for which a Citizen Report Card can be used

Citizen Report Cards fill a number of roles:

- **As a diagnostic tool.** CRCs provide information on more than just total satisfaction and its components. It can help in identifying gaps and inequalities in service delivery, as well as in assessing citizens' awareness of their rights and responsibilities.
- **As a means to improve accountability:** CRCs can potentially reveal areas where the institutions responsible for service provision have not fulfilled their obligations, and translate findings into 'rights based' advocacy statements and positions.
- **To benchmark changes:** When conducted periodically, CRCs can track variations in service quality over time, which can generate pressure on poor performers to improve the quality of services.
- **To reveal hidden costs:** A powerful outcome of CRCs is the generation of user feedback on hidden costs like bribes. Furthermore, the nature of corruption (whether bribes are paid voluntarily or extorted) and the size of payments can be effectively highlighted and tracked. Feedback can also be used to estimate the amount of private resources spent to compensate for poor service provision (e.g. water purifiers, voltage stabilizers, private tuition, etc.).
- **A self examination on the part of government:** CRCs provide valuable information to the government itself. Institutions undertaking a program to improve



services could use such projects to evaluate their own performance and to determine the types of changes that are necessary.

Key stages of a Citizen Report Card study

Generally, a Citizen Report Card initiative involves the following key stages:

- **Assessing the applicability of Citizen Report Cards.** There are certain enabling conditions which enhance the applicability of CRCs like existing political contexts, extent of decentralization, ability of citizens to voice opinions and experiences freely, local competency to carry out surveys and advocacy etc. Public Affairs Centre (PAC) has developed a structured assessment exercise involving various stakeholders to explore the “fit” of the tool to the context.
- **Scoping & Planning.** Once the feasibility of CRCs are established, the next step is to carry out series of pre-survey activities like (a) Assessment of institutional setting; (b) Identifying key sectors/services for the probe; (c) Mapping of service provisions; (d) Orienting local partners to the concept and methodology of CRCs.
- **The design of the questionnaire.** Focus Group Discussions (FGDs) involving both service providers and users are necessary to provide inputs useful in designing the questionnaire. Providers of services may indicate not only what they have been mandated to provide, but also areas where feedback from clients can improve their services. Users may give their initial impressions of the service, so that areas that need attention can be determined.
- **Sampling.** To collect feedback from the entire population would require too much time and resources. Sampling, when carried out accurately, gathers feedback from a sample group that is representative of the larger population. The appropriate type of sampling design must be determined. A group’s knowledge of statistics and its prior experience in developing a sampling plan is necessary, although it may also be useful to consult an expert on sampling techniques if the population in question is complex.
- **The execution of the survey.** First, a cadre of survey personnel must be selected and trained. Second, to ensure that recording of household information is accurate, random spot monitoring of question sessions must be performed after a certain proportion of interviews are complete. Third, upon completion of each interview, the enumerator must go over the information collected and identify any inconsistencies.
- **Data analysis.** Data is analysed in term of averages, percentages and in some cases, regression is also carried out. A typical finding may look like this: “Girls (20%) tend to drop out of school more than boys (11%). Of those children who drop out of



elementary school, 60% do so in grades 4 and 5.” Another example is “On an average, users of handpumps have to wait for 30 minutes to collect water”.

- **Dissemination.** There are three important points to consider with regard to the dissemination of CRC findings:
 - Findings should be constructively critical, and should not aim to either embarrass or laud a service provider’s performance. Toward this goal, these service providers should be involved throughout the process, in order to share with them preliminary findings, and to gain their feedback.
 - The media is the biggest ally for dissemination. Beyond the publicizing of findings via a high-profile press conference, coverage should be widely dispersed, such that these findings cannot be easily ignored. This may require the preparation of press kits with small printable stories, media-friendly press releases, and the translation of the main report into local languages.
 - A direct interaction between the two concerned parties provides the link between information and action. Following the publication of the citizen report cards, service providers and users should meet in a town-hall type setting. This not only allows for a constructive dialogue, but also puts pressure on service providers to improve their performance for the next round. If more than one agency is being evaluated, these settings can foster a sense of healthy competition among them.
- **Advocacy & Service Improvements.** The dissemination of the findings of the pilot Citizen Report Card is extremely critical to derive the maximum benefits from the effort. The usefulness of the Citizen Report Card will be quite limited if findings are not shared and used to bring about improvements in public service delivery. Key activities include carrying out stakeholder analysis, targeting audience for dissemination, building coalitions etc.

Applications of Citizen Report Cards

- CRCs have resulted in public service agencies discussing performance with citizens in open fora in **Bangalore**.
- CRCs have empowered citizens to play the role of a watch-dog to monitor local government functions in three cities in **Ukraine**.
- In the **Philippines**, CRC findings were used to streamline and prioritize budget allocations.
- CRCs were used as independent approaches to monitor pro-poor services in **Zanzibar, Ethiopia & Tajikistan**.



- In **Mumbai**, India, CRC findings were cited by lower level officials to seek more resources to function effectively.
- The Chief Minister of **Delhi**, India used CRC as a means to seek direct feedback from citizens.
- In **Kenya**, CRCs are being used to strengthen consumer voice in the water sector.
- CRCs have also been used to monitoring post- Tsunami rehabilitation interventions in **Sri Lanka**.

Community Score Cards (CSCs) represent a more structured version of the social audit approach. It comprises of a four step methodology that involves preparatory groundwork (collection of secondary data, user information regarding the service and preparing indicator matrix); community assessment (sharing of rights and entitlements with the user community, development of community generated indicators and scoring against those indicators based on user experience); provider self-evaluation (rating of their own performance against the same indicators developed by the community); and interface meetings (sharing of scores in the presence of both the community and the unit-level service provider, leading to dialogue, discussion and joint action plan for monitoring of service delivery).

The location and scope of the meeting will be determined by the nature of the services/programmes under review. Village level meetings are an accepted medium for gathering user feedback. As village populations are relatively small, meetings are easier to organize. In a city, meetings can be easily organized in slum communities. A facilitator may guide the deliberations so that answers can be elicited on specific issues or aspects of services. In a CSC done by Public Affairs Centre in Bangalore on maternity home services of the Municipal Corporation, community members were asked to rate services on aspects such as availability of the medical services and medicines (access), access to ancillary services such as toilets, display of information, cleanliness of the facility, staff availability, staff behaviour and courtesy, counselling and advice, user fee payment. The rating was done by the users on a scale of 1-5. In the interface meetings that followed, monitoring committees were formed by the users with the approval of the providers, leading to regular monitoring of these maternity homes and curbing of corrupt practices such as demand for extra money for various services by the staff.



In Maharashtra, CSCs have been done on drinking water supply at the panchayat level. In Madhya Pradesh, NGOs have done CSCs on local health and education services. The small scale and local nature of CSCs has made their visibility rather low in comparison to CRCs and the widely publicized social audits. The CSC can be a useful diagnostic aid, if corrective actions can be taken at the village or community level for that unit of service delivery. But if the service provider has a wider catchment area or if corrective actions can be taken only at higher levels and for larger units, then similar CSCs will have to be prepared for all communities and aggregated. The positive feature of a CSC is that it offers scope for members of the local community to participate in a process that seeks their feedback and follows up on their problems and possible remedies. Their motivation to monitor and demand accountability from the service provider may thus also be higher.

Background of the Study

To address the issue of regional imbalance among districts within States and among different States, the Planning Commission of India identified approximately 225 districts (170 backward and 55 extremist-affected) as the most backward districts in India based on various parameters². The objective was to provide special assistance to these districts and ensure that their resultant accelerated rate of development will bring them to par with the other districts in the State.

Picking up on this nature of ensuring equitable development, the European Union decided to fund projects that would assess and address the gaps that still remain in these backward districts in terms of access to information and actual delivery of public schemes. In response to a call for proposal, ACTED an international NGO of repute and having an active role to play in the North-Eastern part of India submitted a proposal that would meet with these objectives in partnership with organisations that would provide relevant support.

² http://planningcommission.nic.in/aboutus/taskforce/inter/inter_reg.pdf



The objectives and logic for implementing the project were:

	Intervention Logic	Objectively Verifiable Indicators of Achievement
Specific Objective	To facilitate local authorities and service providers in increasing and improving access to information of public schemes and initiatives in backward districts of the North East, down to the village level, throughout the planning, budgeting, implementation, control and evaluation continuum	District, block and panchayat officials in 14 target districts have effective and functioning systems in place to publicly disseminate and monitor information on public schemes, and collect feedback from the general population 90% of most marginalised households are reached by the project and 70% of whom identify an increase in food security, health and income generation as a direct result of accessing public schemes
	Access, transparency and quality of information available to households in 14 districts on public schemes is enhanced, in particular amongst the most marginalised households and women	60% increase in number of households in target districts accessing information on public schemes, disaggregated by scheme, gender, SC/ST status and other criteria for identifying marginalised groups Significant increase in quality and relevance of information is reported by 80% of officials and general population in 14 target districts
Results	Access to and quality of public services is ensured in 14 districts, in particular amongst the most marginalised households and women, while the accountability of public service delivery actors is enhanced, as is the capacity of CSOs and communities in holding actors accountable	40% increase in number of households in target districts accessing public schemes, disaggregated by scheme, gender, SC/ST status and other criteria for identifying marginalised groups Significant increase in quality of service delivery is reported by 80% of officials and general population in 14 target districts

To ensure the smooth implementation of the project, ACTED sought partners that would help in assessing the ground realities and measure improvements during the course of the project, implement the development interventions in the target areas and among the target populations, and disseminate these through proper channels



of communication. To address the first aspect of the project, ACTED got in touch with Public Affairs Centre (PAC), Bangalore, a not-for-profit non-partisan think tank reputed for implementing various social accountability tools to assess various levels of governance and quality of service delivery. PAC pioneered the Citizen Report Card (CRC) approach that measures performance of public services across various parameters and has widely used other tools such as Community Score Cards (CSCs) and Budget Analysis to assess and advocate for improvement in public services.

Upon approval of the project by the EU, PAC's role (as quoted from the proposal) in the project is as follows:

"The CRCs/CSCs will be led by PAC, who will provide the technical expertise in terms of designing the CRCs/CSCs, training of supervisors and enumerators, data analysis and report writing. Initially, a three-day training programme on CRCs and a second three days training on CSCs will be provided to supervisors (NEICORD staff). CSCs training will occur once (as the CSCs take place only in the first year of the project); CRC training will take place 3 times, as there are three rounds of CRCs. Following this, a training will be provided to the enumerators (activists selected from target communities and partner CSOs, such as the All India Student's Network) and mock surveys carried out to provide field practice and testing."

AND

Role and participation in the action of the various actors and stakeholders

<i>Key Stakeholder Group</i>	<i>Role and participation in the action</i>	<i>Attitudes towards the action & activities</i>
ACTED (lead agency)	ACTED will be the lead agency for this action with a project support unit based in Guwahati. Its role will consist of overall coordination throughout implementation, contract management and overall accountability of project funds and dispersal of funds to the partner and sub-grantees. ACTED will also be directly in charge of implementing activities 1.2, 2.4, 2.5 and 3.3.	Aims to ensure best possible impact of the action in regards to proposal objectives and final beneficiaries.
PAC (partner 1)	PAC, with its long association with CRCs and CSCs, will be responsible for implementation of activities 1.1 and 2.1 in collaboration with NEICORD who will manage the field staff.	As above



Methodology

THE RESEARCH DESIGN

The research strategy for the CRC comprised of the following modular steps:

1. *Preparatory activities*

a. An information-sharing exercise presentation was carried out by PAC with ACTED and its other project partners to convey the relevance of this exercise which would be carried out at three different points of the project. During this exercise the 10 programmes to be assessed were finalised along with the seven districts that would be covered in the 4-year project.

b. The programmes included

1. JSSK – Janani Shishu Suraksha Yojana (mother and child)
2. IAY – Indira Awas Yojana (housing)
3. ICDS – Integrated Child Development Scheme
4. MGNREGS – Mahatma Gandhi National Rural Employment Guarantee Scheme
5. MDM – Mid Day Meal Scheme
6. NBA – Nirmal Bharat Abhiyan (sanitation)
7. NSAP – National Social Pension
8. PDS – Public Distribution System
9. RGGVY –Rajiv Gandhi Grameen Vidyutikana Yojana (rural electrification)
10. RKVY – Rashtriya Krishi Vikas Yojana (agricultural development)

c. The seven districts included

1. Churachandapur
2. Ribhoi
3. Cachar
4. Wokha
5. Goalpara
6. Chandel
7. Lawngtlai



Fig 1: Location of study districts in North-East India



- d. Secondary data that included details regarding each of the above programmes and about the districts was collected. Simultaneously, ACTED also met with state and district-level officials to collect data from the offices regarding number of beneficiaries for each of the programmes.
- e. A brief but comprehensive literature review was carried out to understand the relevance of each of the programmes vis-à-vis the fundamental rights and entitlements to citizens as enshrined in the Indian Constitution.

2. Questionnaire Design

- On the basis of the information collected through secondary data, draft questionnaires were prepared and then piloted in the field to check on content, flow and language. Changes were then made to the questionnaires accordingly.
- To address each programme, 10 questionnaires were prepared to collect data from beneficiaries. In the absence of lists of beneficiaries, listing questionnaires were also prepared to identify beneficiaries.
- The scope of the data collection instruments covered the following:



- Availability of the service
- Access and usage of the service
- Service quality and reliability
- Problem incidence, responsiveness and problem resolution
- Costs, including Corruption
- Satisfaction
- Suggestions for improvement

3. *Sampling design*

The sampling design comprised of the following steps:

- A total of 200 villages instead of GP were covered in the 7 project districts
- Equal distribution of villages across districts i.e. 28 villages each from each districts were taken (30 each from Goalpara and Cachar to reach target of 200 villages)
- Again, from each district two blocks were considered (i.e. 14 villages per block)
- Of these one block comprised of the HQ block or most near to HQ block, and another one a farther block (also having good population to get required number of beneficiaries)
- Therefore, total of 14 blocks were covered with a target of 175 beneficiaries per block (i.e. per 14 villages) i.e. 350 per district
- 50 to 100 households were covered per village in HH survey (Total Household or 100 household per village, whichever is lower)
- Approximately 13 beneficiaries per village were interviewed



The final sample size was as follows:

Programme	Wokha	CCpur	Cachar	Ribhoi	Lawngtlai	Chandel	Goalpara	Total
HHs listed	1385	1443	1516	1410	1406	1477	1105	9742
JSSK	26	28	30	32	15	22	21	174
IAY	28	29	30	27	21	27	21	183
ICDS	56	61	60	56	56	57	41	387
MGNREGS	56	66	61	56	56	58	45	398
MDM	53	60	57	56	56	61	46	379
NBA	23	29	29	22	25	22	15	165
NSAP	27	33	31	27	29	29	19	195
PDS	54	66	63	55	56	58	46	398
RGGVY	9	10	28	15	17	21	23	123
RKVY	26	14	26	18	19	19	17	140
TOTAL (Programmes)	358	396	415	364	350	374	294	2542

FIELD WORK AND QUALITY ASSURANCE

ACTED's primary grantee partner NEICORD carried out the CRC survey in the selected villages. A two-level training programme was carried out (at Guwahati and in each of the selected districts) to ensure that the interviewers could collect the data correctly.

During the course of field work, PAC research team along with ACTED, consistently monitored the field work through field visits and carried out spot checks and back checks and onsite scrutiny of filled in questionnaires. The NEICORD District Coordinators also kept in contact with the PAC team for updates on a daily basis. Another round of random scrutiny was carried out once the questionnaires were received at PAC before data entry.

DATA ENTRY AND ANALYSIS

Data entry for all the listing questionnaires and the beneficiary questionnaires was carried out in Bangalore under the direct supervision of the PAC study team. The reliability of estimate presented in this report is significant at 95% confidence level. The margin of error is +/-2.7%.



PRESENTATION OF FINDINGS

The findings from the study were presented at a CSC training programme which was followed by discussions of the same along with a training on the indicators that were identified from the findings.

Review of the Programmes vis-à-vis Fundamental Rights

Fundamental rights enshrined in our constitution are defined as certain basic human rights that all citizens have a right to. This brings us to question how we define basic rights and why it becomes imperative for the state to ensure its citizens with certain basic human rights.

Henry Shue's idea about basic rights signify that basic rights are those rights that are crucial so that other rights could be exercised and that is why they are known as basic rights. These rights are demanded not out of shame or embarrassment but the state is obliged to provide these rights. Right to security and Right to subsistence are basic rights that every state should seek to ensure. Fundamental rights in Indian constitution emphatically cover Shue's idea of basic rights and go beyond. 'A particular human right of some particular person remains unfulfilled when that person lacks secure access to the object of that human right. This object is whatever the human right is right to'.

Rights structure the morale of the government. They ensure the distribution of certain freedoms and liberties among people so as to endorse certain ideas that governments perceive for governing the countries. Importantly they structure the content of laws. When we take a look at the history as to how these fundamental rights came about, we tend to see that constitution makers had the idea of both negative and positive freedom in their mind when framing the content of the fundamental rights.

Directive principles in the Indian constitution highlight, the guidelines that state needs to keep in mind when designing the laws and policies for the citizens of the country. Directive principles are ideals that state should strive to achieve to secure rights of the citizens. India's social welfare schemes aim to embark corrective mechanisms and combat inequalities. But India has not been able to accomplish in



complete totality the idea of welfare state because it has often been more of capitalist welfare state but still its policies and schemes endeavour to combat ground inequalities ensuring the fundamental rights of people are secured. The schemes are formulated keeping directive principles in mind that serve to emphasize the welfare model of the Indian constitution, which strives to achieve welfare of people by ensuring them social, economic and political justice.

As we come to understand it is not just the inclusion of fundamental rights and directive principles that would suffice the idea of welfare nation rather it is crucial to look as to how law in books is actually practiced as law in action. What is been observed is that these most of these schemes are derived from the directive principles rather than the fundamental rights. Since achieving independence in 1947, successive governments have introduced an extraordinary range of social welfare initiatives. These have ranged from area-based interventions and compensatory discrimination policies to specifically targeted schemes for women and children as well as resettlement programs, majority of them falling under the broadly defined Directive principles, which are not justiciable. Pogge in his essay talks about as to how there has to be obligation to respect, to protect, to fulfil and to fulfil requires obligation to facilitate and obligation to provide. So hence, for fulfilment of rights it is important for a state to perform the duty of respect, duty to provide, duty to facilitate, duty to protect.

Below is the list of the 10 schemes with their broad objectives that are examined, and also what all fundamental rights and directive principles that these schemes cover.

Schemes and fundamental rights:

Equality before law (Article 14) of Indian constitution: The State shall not deny to any person equality before the law or the equal protection of the laws within the territory of India. All the schemes endeavour to fulfil this fundamental right of equality before law because all of them seek to ensure that every individual is treated equally in the eyes of law and equal protection of law should be ensured. That indicates that every individual is treated equally by providing opportunity that would ensure equality in the eyes of law. All these schemes in their respective ways seek to ensure that every deprived individual is given preference and law ensures that they be treated equally.



Prohibition of discrimination on grounds of religion, race, caste, sex or place of birth (Article 15) of the Indian constitution on the basis which four schemes can be identified.

- **Integrated Child Development Services:** The Integrated Child Development Services (ICDS) scheme integrates several aspects of early childhood development and provides supplementary nutrition, immunisation, health check-ups, and referral services to children below six years of age as well as expecting and nursing mothers. Additionally, it offers non-formal pre-school education to children in the 3-6 age group, and health and nutrition education to women in the 15-45 age groups. ICDS was initiated in 1975 in 33 blocks and used Below Poverty Line (BPL) as a criterion for delivery of services.
- **Indira Awas Yojana :** Indira Awaas Yojana is essentially a public housing scheme for the houseless poor families and those living in dilapidated and kutcha houses with a component for providing house sites to the landless poor as well. The scheme is designed to enable Below Poverty Line (BPL) households identified by the community through Gram Sabhas following criteria suggested for such identification from time to time, to build their houses or get house sites with financial and technical assistance from the Government.
- **Mid-Day meal scheme:** Improving the nutritional status of children in classes 1-viii (ii) Encouraging poor children, belonging to disadvantaged sections, to attend school more regularly and help them concentrate on classroom activities.
iii) Providing nutritional support to children of elementary stage in drought-affected areas during summer vacation.
- **National Social Assistance Programme:** A society, where all persons are free from undeserved want and deprivation, and lead a dignified life. To reach out to and provide social security to vulnerable sections of society, particularly those living below the poverty line. At inception NSAP comprised of (i) National Old Age Pension Scheme (NOAPS), (ii) National Maternity Benefit Scheme (NMBS) and (iii) National Family Benefit Scheme (NFBS). The scheme, Annapurna was introduced on 1.4.2000 for providing 10 kg of free food grains to those not covered under NOAPS.

These schemes are under this article because all these four schemes actually are an attempt to prohibit discrimination on grounds of class, race, sex, religion and place of birth. They attempt to provide special provision to the deprived and discriminated section of society. National social assistance scheme provides special



provision for vulnerable section of society, whereas mid-day meal and integrated child development services specifically for children and for their better future. Indira Awas Yojana is a scheme designed to enable Below Poverty Line (BPL) households identified by the community through Gram Sabhas to build their own houses and technical and financial assistance to be provided by government.

These schemes then ensure that every individual is given an opportunity to improve their life conditions and they are provided with very fundamental amenities such as food, shelter, education to improve their lives. These schemes attempt to embrace Article 15 of the constitution by mediating the vast differences that exist in our societies.

Equality of opportunity in matters of public employment (Article 16) there shall be equality of opportunity for all citizens in matters relating to employment or appointment to any office under the State. Nothing in this article shall prevent Parliament from making any law prescribing, in regard to a class or classes of employment or appointment to an office prior to such employment or appointment. MNREGA is an act that has a direct relevance to the above stated fundamental right because this act derives its main elements from right to equality in matters from public employment. Government makes a special provision to enhance livelihood of households in rural area provides guarantee of employment irrespective of skilled or unskilled to the adult who has applied. This guarantee ensures that every individual has a right to avail the opportunity in matters of public employment and nothing in this article can prevent state from making special provision for the certain classes of the society and that is what MNERGA signifies.

- **Mahatma Gandhi national rural employment guarantee scheme:** An Act to provide for the enhancement of livelihood security of the households in rural areas of the country by providing at least one hundred days of guaranteed wage employment in unskilled manual work and for matters connected therewith or incidental thereto

There are few fundamental rights that are fulfilled by majority of the schemes. What is observed is that these schemes derive their objectives more from the Directive principle of the constitution. Directive principles are fundamental in the governance of the country and it shall be the duty of the State to apply these principles in making laws.



Schemes and Directive principles:

Directive principle 38(2): The State shall, in particular, strive to minimise the inequalities in income, and endeavour to eliminate inequalities in status, facilities and opportunities, not only amongst individuals but also amongst groups of people residing in different areas or engaged in different vocations.

We see that most of these government schemes endeavour to fulfil this directive principle. When we take specifically the ten schemes that I have examined in this paper we see that all of them strive to minimise the inequalities in status, facilities and opportunities and just among individuals but among groups and communities as well. Let's take PDS for example. This scheme **Targeted PDS**, In June 1997, the Government of India launched the Targeted Public Distribution System (TPDS) with focus on the poor. Under the TPDS, States are required to formulate and implement fool proof arrangements for identification of the poor for delivery of food grains and for its distribution in a transparent and accountable manner at the FPS level.

Other Directive principle 39(f): that children are given opportunities and facilities to develop in a healthy manner and in conditions of freedom and dignity and that childhood and youth are protected against exploitation and against moral and material abandonment. Schemes like Mid-day meal or integrated child development services both aim to fulfil the broad objective of above stated directive principle 39(f).

Directive Principle 41: The State shall, within the limits of its economic capacity and development, make effective provision for securing the right to work, to education and to public assistance in cases of unemployment, old age, sickness and disablement, and in other cases of undeserved want. MNREGA is the scheme that is designed in the line of above stated directive principle, it also fulfils Article 16 of Indian constitution and it creates no doubt that why this scheme is one of the most ambitious schemes of UPA2. Even National social assistance scheme that envisages to curb discrimination and provide for dignified life is designed under the purview of the above stated directive principle.

Directive principle 43: The State shall endeavour to secure, by suitable legislation or economic organisation or in any other way, to all workers, agricultural, industrial or otherwise, work, a living wage, conditions of work ensuring a decent standard of life



and full enjoyment of leisure and social and cultural opportunities and, in particular, the State shall endeavour to promote cottage industries on an individual or co-operative basis in rural areas. The below stated scheme seeks to fulfil the above stated directive principle 43.

- **Rashtriya Krishi Vikas Yojana:** The NDC resolved that agricultural development strategies must be reoriented to meet the needs of farmers and called upon the Central and State governments to evolve a strategy to rejuvenate agriculture. The NDC reaffirmed its commitment to achieve 4 % annual growth in the agricultural sector during the 11th plan.

Directive principle 47: The State shall regard the raising of the level of nutrition and the standard of living of its people and the improvement of public health as among its primary duties and, in particular, the State shall endeavour to bring about prohibition of the consumption except for medicinal purposes of intoxicating drinks and of drugs which are injurious to health. We observe that this particular directive principle is fulfilled in the Total sanitation campaign and Janini Shishu Suraksha Karyakram as stated below:

- **Total sanitation campaign/Nirmal Bharat (household):** Nirmal Bharat Abhiyan (NBA), which has been launched with modified guidelines and objectives to further accelerate sanitation coverage in the rural areas so as to comprehensively cover the rural community with renewed strategies. NBA has brought major changes in the rural sanitation programme by widening the provision of incentive for individual household latrine units to cover identified Above Poverty Line (APL) households who belong to Scheduled Castes (SC) /Scheduled Tribes (ST), small and marginal farmers landless labourers with homesteads, physically challenged and women headed households along-with all Below Poverty Line (BPL) households.
- **Janini Shishu Suraksha Karyakram:** the initiative is to assure free services to all pregnant women and sick neonates accessing public health institutions. The scheme envisages free cashless services to pregnant women including normal deliveries and caesarean operations and also treatment of sick new-born in all government health institutions state/UT.

We see that Total sanitation campaign is an endeavour whereby the government provides provisions for public health which entails sanitation as a priority and seeks to ensure that people are bestowed with decent standard of living. On the other hand Janini Shishu Suraksha Karyakram is a scheme that provides cashless services



to pregnant women, which envisages that every woman is given the right to better health treatment and state is obligatory to protect her right to life.

Conclusion: These schemes are a kind of arrangements that are made by state to ensure the fulfilment of certain rights and principles. Ideally every state should seek this as an objective for its governance. What we observe in Indian state is that though schemes are designed with the objective for fulfilling fundamental rights and directive principle but still we don't see these schemes replicate themselves that effectively in the state. What is also very evident is that most of the schemes derive objectives from the directive principles that are bound by duty of the state not by the rights of the citizens. Thus there are surely minute but crucial intricacies involved in these schemes and programmes that involve deeper divulgement and a need to study as to how these are actually functioning among people.

Structure of the Report

The report is divided in to 12 chapters. The first chapter is the introduction chapter which details out the project objectives, the methodology and the sampling details. Chapters 2 to 11 present the findings from each of the Programmes analysed at the district level. The last chapter provides conclusions and recommendations.



NIRMAL BHARAT ABHIYAN (NBA)

Nirmal Bharat Abhiyan

Nirmal Bharat Abhiyan (NBA) previously called Total Sanitation Campaign is a community led total sanitation programme initiated in 1999 by Ministry of Rural Development. NBA is a comprehensive programme to ensure sanitation facilities in rural areas with the broader goal of eradicating the practice of open defecation. The scheme provides for the promotion of a range of toilet options to promote increased affordability. Strong emphasis is also placed on Information, Education and Communication (IEC). NBA is implemented in a campaign mode, taking Village Council/Gram Panchayat as the base unit.

The construction of household toilets should be undertaken by the household itself and on completion and use of the toilet; the cash payment can be given to the household

There is no mandatory design type. Individual houses choose from a menu of options for their household latrine, allowing flexibility according to requirement and financial position.

Objectives:

- Bring about an improvement in the general quality of life in the rural areas.
- Accelerate sanitation coverage in rural areas to achieve the vision of Nirmal Bharat by 2022 with all gram Panchayats/Villages in the country attaining Nirmal status.
- Motivate communities and Village Council/Panchayati Raj Institutions promoting sustainable sanitation facilities through awareness creation and health education.
- To cover the remaining schools not covered under Sarva Shiksha Abhiyan (SSA) and Anganwadi Centres in the rural areas with proper sanitation facilities and undertake proactive promotion of hygiene education and sanitary habits among students.



- Encourage cost effective and appropriate technologies for ecologically safe and sustainable sanitation.

Develop community managed environmental sanitation systems focusing on solid & liquid waste management for overall cleanliness in the rural areas.

Eligibility

- All Below Poverty Line (BPL) households
- Above Poverty Line (APL) households restricted to SCs/STs, small and marginal farmers, landless labourers with homestead, differently abled persons and women headed households.
- All houses constructed by beneficiaries under Indira Awaas Yojana (IAY)/State rural housing schemes which do not have toilets are eligible for the incentive for creation of sanitation facilities.

Of the various components under "NBA", this project covers the component of "Construction of Individual Household Latrines"

Entitlements of NBA

Provision of Individual Household Latrine (IHHL)

- Provision of part financing for construction of IHHL. The incentive is given in a cash payment after the beneficiary completes the construction of the toilet
- Rs.5500/- is the provision given for the cost of IHHL
- Government of India incentive is Rs.3200/-, State Government share is Rs.1400/- and beneficiary contribution is Rs.900/-

A provision of convergence under MGNREGA to tune of Rs.4500/- covering 20 unskilled and 6 skilled man-days for each IHHL exists.

Application process & documents required

- All households under categories entitled are identified by a committee comprising of Block Development Officer (Village Council/Village Panchayats), Deputy Block Development Officer and Village Panchayat President.
- The list prepared by the Committee is approved by the Village Council/Authority/Gram Sabha



- There is no as such prescribed application format. However, once the family is identified by the committee and informed, the family will have to submit an application to the Village Council/Village Panchayat/GP on a piece of plain paper.



NBA: Citizen Report Card

165 beneficiaries across 7 districts were interviewed under the CRC exercise. The CRC covered all aspects of NBA such as socio-economic profile, program awareness, transparency, quality of services provided and recommendations by end-users to improve the implementation of the scheme. Each of the following aspects is discussed in detail below, to understand the performance of the respective district.

NBA: Demographic Profile

Nearly 70% of the respondents were beneficiaries themselves, i.e the family member who had applied for a toilet under the program. The average literacy rate is close to 80% (except Goalpara and Ribhoi) which is comparatively much higher than the national literacy (rural) rate of 69%³. Around 50% of the beneficiaries in Ribhoi and Goalpara were illiterate.

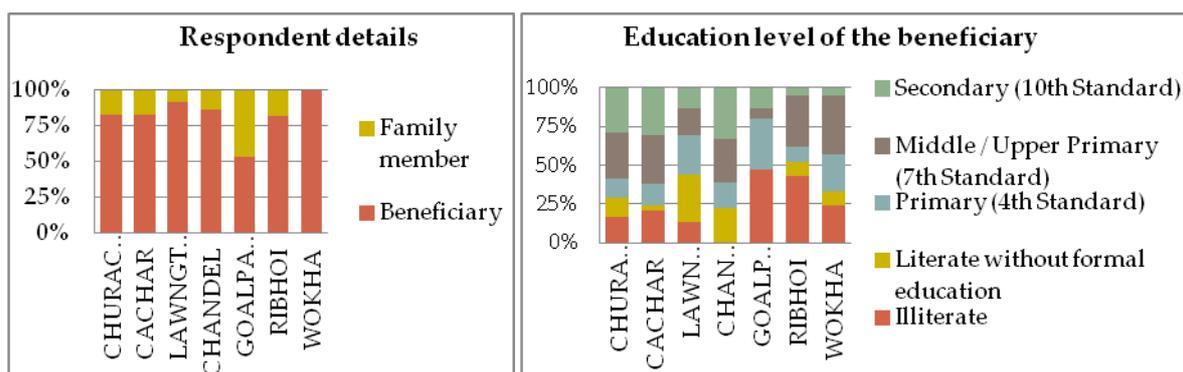


Figure 2: Respondent details

Figure 1: Education level of the beneficiary

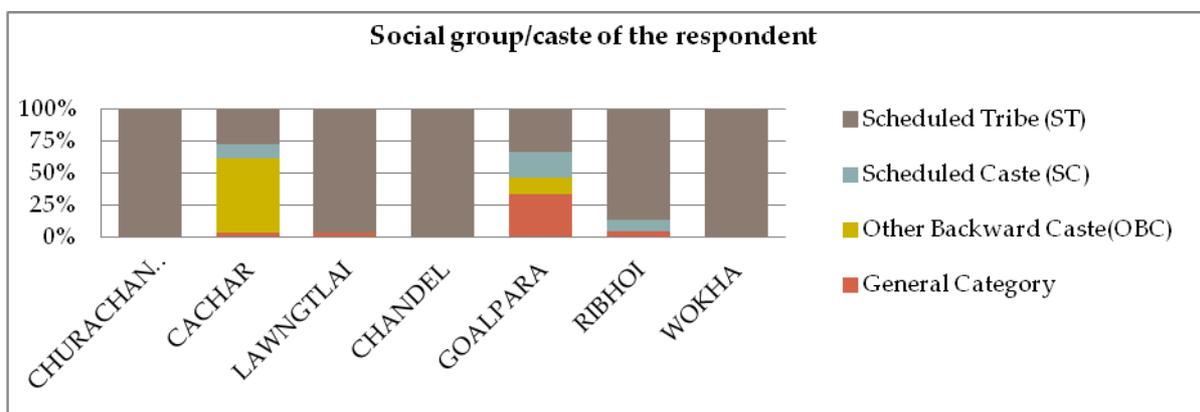


Figure 3: Social group/caste of the respondent

³ CENSUS 2011



In Chandel, Churachandpur and Cachar, around 30% of the respondents have completed school education. Beneficiaries of NBA are BPL households and identified APL households belonging to SCs/STs, small and marginal farmers, landless labourers with homestead, differently abled persons and women headed households. In this case more than 95% of the beneficiary families were scheduled tribes, except in Goalpara and Cachar.

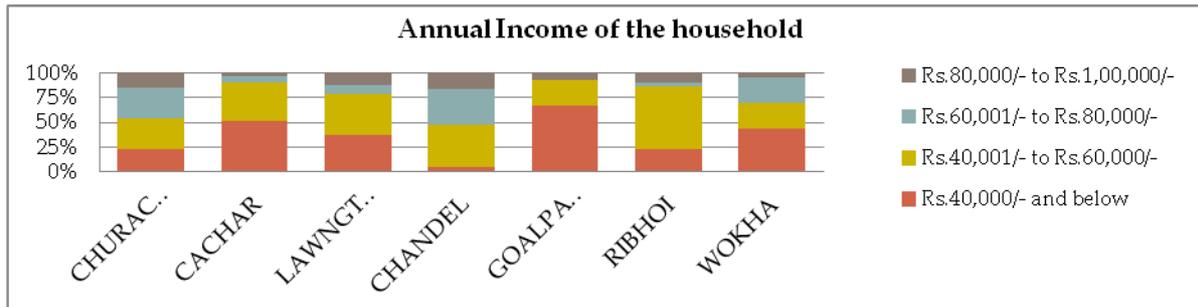


Figure 4: Annual Income of the household

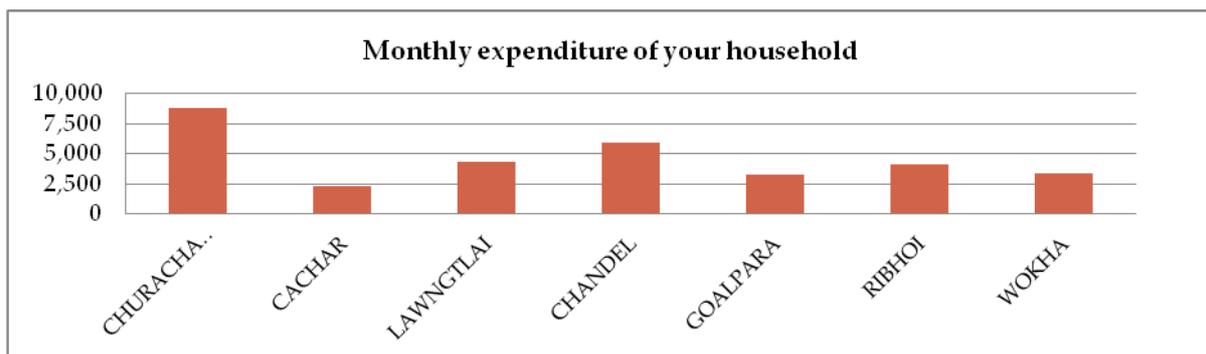


Figure 5: Monthly expenditure of your household



Poverty in rural India is measured based on degree of deprivation in respect of 13 parameters (scores from 0–4): landholding, type of house, clothing, food security, sanitation, consumer durables, literacy status, labour force, means

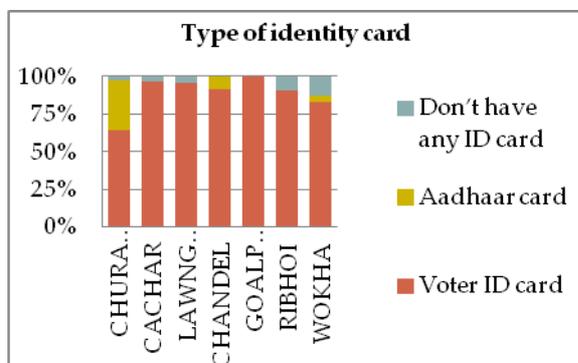


Figure 7: Type of identity card

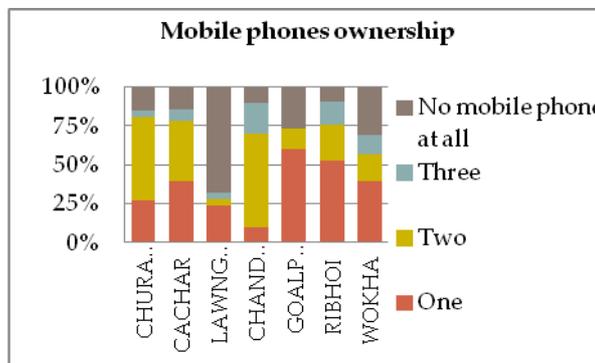


Figure 6: Mobile phones ownership

of livelihood, status of children, type of indebtedness, reasons for migrations, etc. Several studies have used the income approach to measure poverty; households earning less than Rs. 40,000 per annum (at 2001-02 prices) are dubbed as low income⁴. In Goalpara, 70% of the households earn less than Rs 40,000 per annum (p.a). Nearly 25% of the beneficiary households in Churachandpur and Chandel earn more than Rs 80,000 p.a. Monthly expenditure is the highest among all districts at Rs 8000 per month (p.m) in Churachandpur and the lowest in Cachar at Rs 2000 p.m. Aadhaar Card has been launched only in the districts of Wokha, Churachandpur and Chandel, in these districts around 25% of the beneficiaries are card holders. Voter ID is the primary photo identity card held by most beneficiaries across districts. Mobile phone penetration of this area is around 80% (except Lawngtlai) which is slightly more than the national average of 75%⁵. In Lawngtlai only 30% of the respondent beneficiary own one or more mobile phones. In the case of Chandel, 15% of the

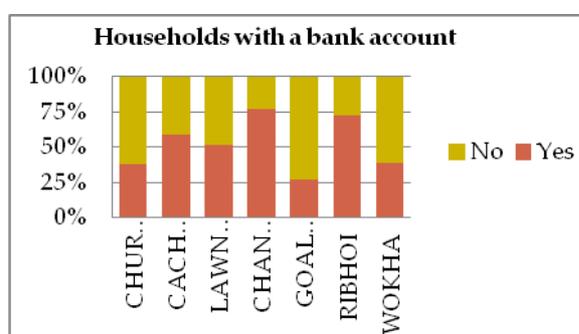


Figure 8: Households with a bank account

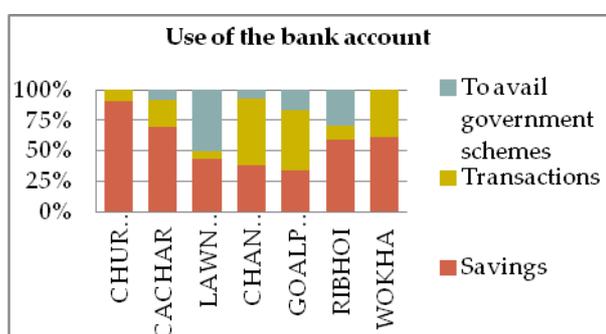


Figure 9: Use of the bank account

⁴ NCAER (2010)

⁵ TELECOM REGULATORY AUTHORITY OF INDIA (2014)



beneficiaries owned 3 or more phones.

In India the population coverage of banking is around 39% in rural areas as against 60% in urban areas⁶. The unbanked population is higher in the North Eastern and Eastern regions (Thorat, 2007). In Goalpara and Churachandpur, 30% households owned a bank account. Around 90% of beneficiaries (except Lawngtlai and Ribhoi) used the bank accounts for savings and making transactions. In Lawngtlai, 50% beneficiaries used the bank account to avail government schemes.

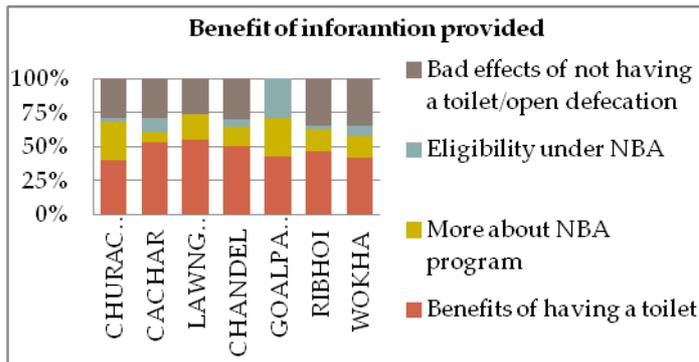


Figure 9: Benefit of information provided

NBA: Awareness and Access

TV was the most popular medium used to create awareness about NBA. The mediums of TV, Newspaper and Radio were amongst the most popular (except in Cachar and Wokha) for increasing awareness about NBA. In Cachar and Wokha, awareness in 30% of the households were created through house to house visits.

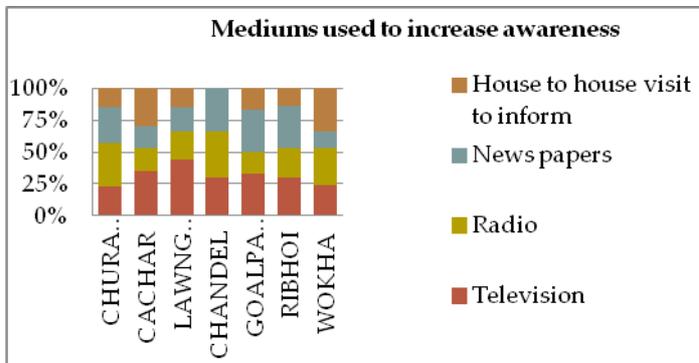


Figure 10: Mediums used

The information helped more than 80% of the beneficiary families to understand the benefits of having a toilet and bad effects of not having one.

⁶ RBI (2007)

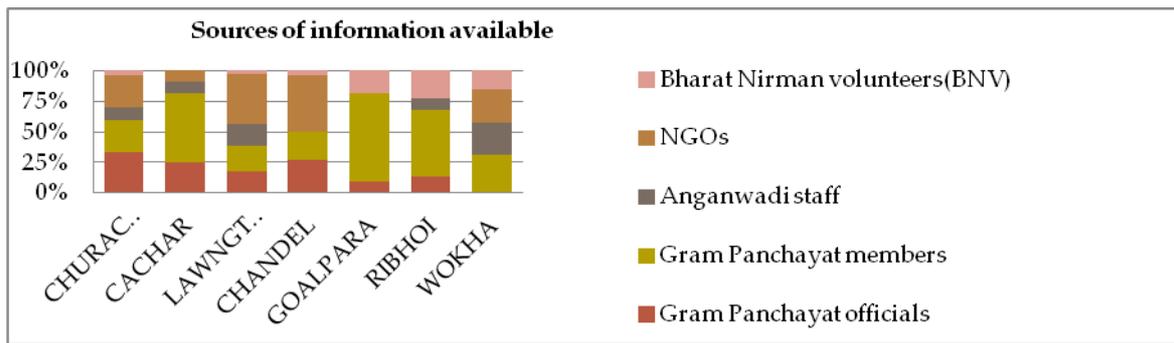


Figure 11: Sources of information available

In Lawngtlai and Chandel, NGOs played a significant role in creating awareness about NBA. Around 20% of the beneficiaries in Goalpara came to know about the program from other entitled beneficiaries. The main reason for poor state of sanitation in the country is due to cultural reasons and lack of awareness, the information provided under the NBA seems to be addressing both these issues. The issue of cultural practice is being addressed by giving information on the ill effects of open defecation (OD) and lack of awareness is being tackled by giving information on the benefits of having a toilet.

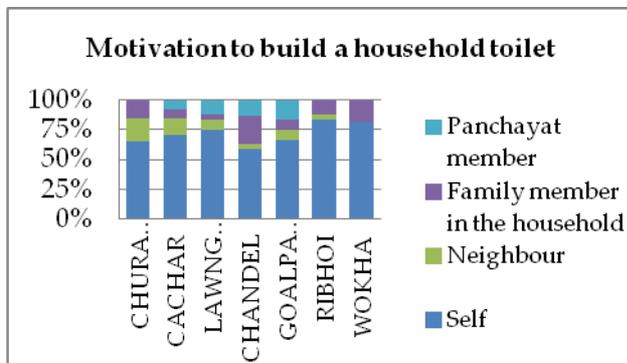


Figure 13: Motivation to build a household toilet

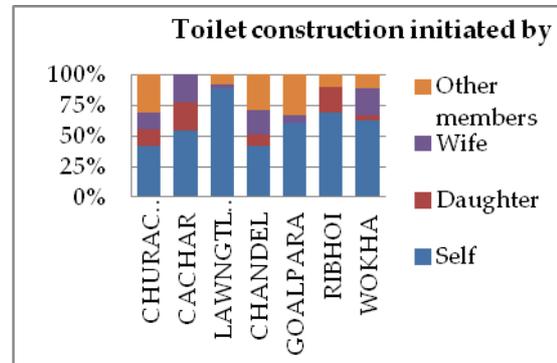


Figure 12: Toilet construction initiated by

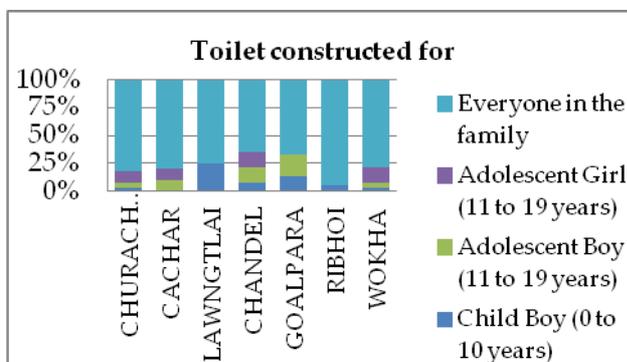


Figure 14: Toilet constructed for

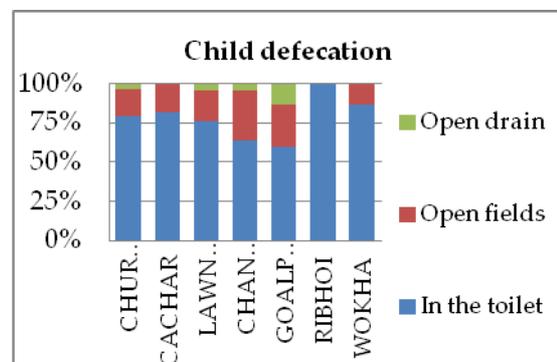


Figure 15: Child defecation

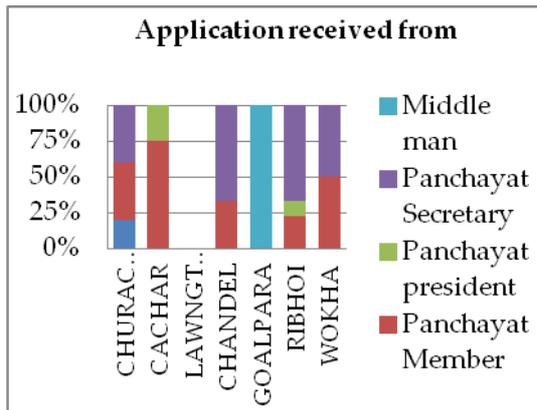


Figure 16: Application received from

In all the districts, toilet construction was initiated by the beneficiary in most cases. In the case of Cachar in around 50% of the cases toilet construction was initiated by the female of the house i.e wife and daughter. Though majority of the cases it was believed that toilets were for all family members, in Goalpara close to nearly 30% of the

beneficiaries believed toilets were meant only for women and children.

NBA: Usage and Quality

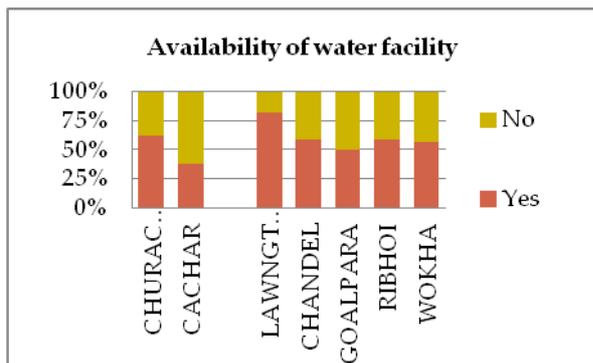


Figure 17: Availability of water facility

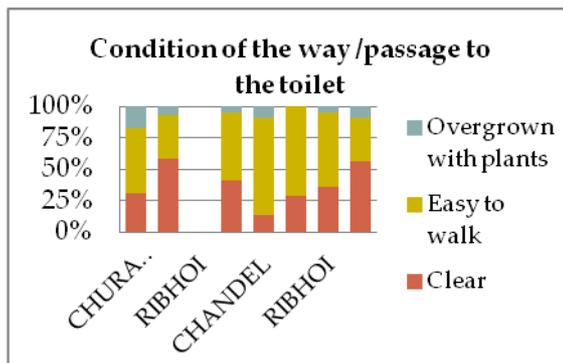


Figure 18: Condition of the way /passage to the toilet

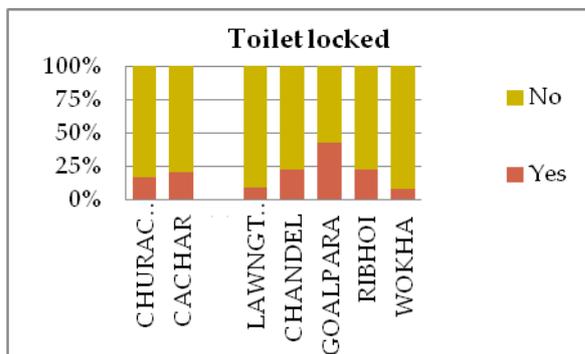


Figure 20: Toilet locked

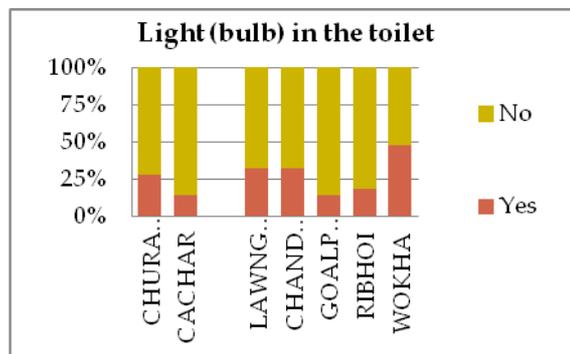


Figure 19: Light bulb in toilet

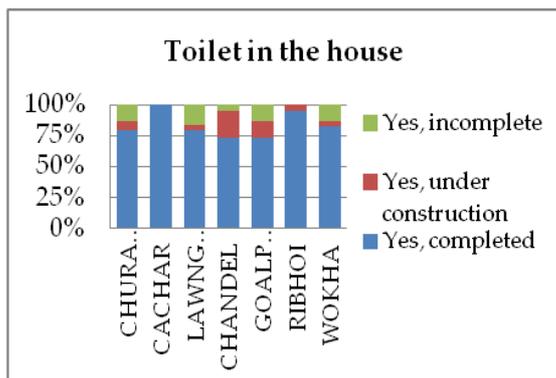


Figure 22: Toilet in the house

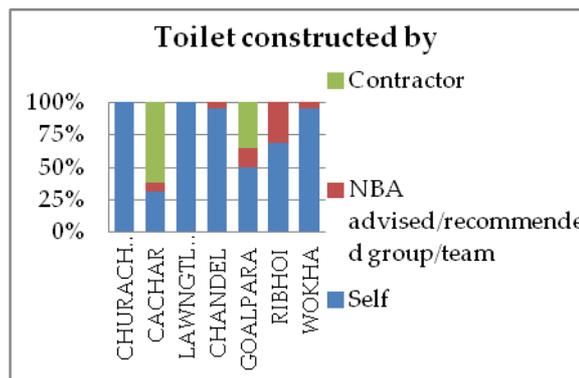


Figure 21: Toilet constructed by

Around 70% of the beneficiaries have completed toilets in their premise. Lawngtlai and Goalpara have around 30% of incomplete toilets. At a pan national level study it is estimated that only 50% of the toilets constructed under the NBA are being used for the purpose for which it was built⁷. Thus, several observational factors have been decided to decipher the use of toilets by NBA beneficiaries based on parameters such as presence of light bulb, lock on door, availability of water, clarity of pathway, etc. It is observed that only 20% of the inspected toilets were locked, 30% did not have a light bulb in the toilet room, 50% of the toilets had water facility within the premises, indicating possible usage. 90% had a clear path that was easy to walk on. Based on these parameters it can be said that the toilet constructed under was being used by some/all members of the beneficiary households in most cases. Cachar and Golapra have the highest proportion of toilet built by contractors at around 50%. In all more than 90% toilets were self constructed.

⁷ RICE Institute



NBA: Problem Incidence and Resolution

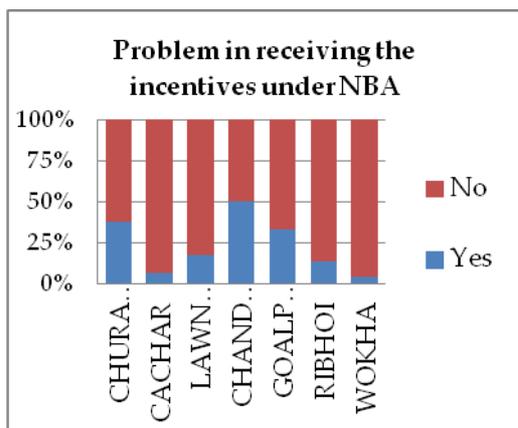


Figure 24: Problem in receiving the incentives

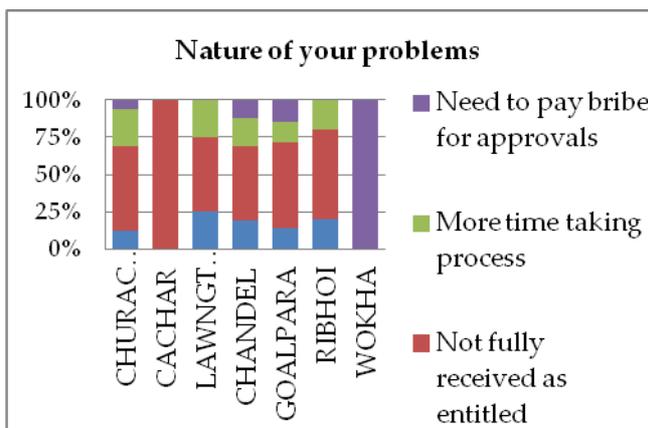


Figure 23: Nature of your problems

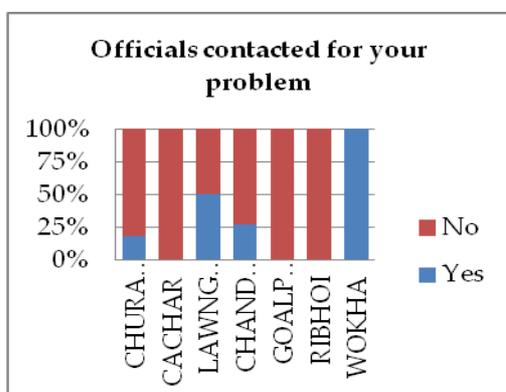


Figure 25: Officials contacted for your problem

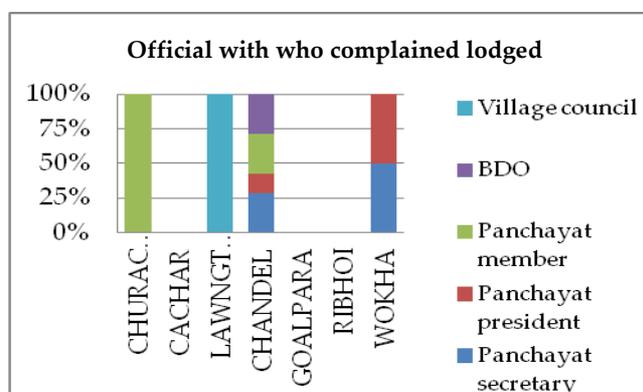


Figure 26: Official with who complained lodged

The beneficiaries are partially with the process of application under NBA/TSC. In Lawngtlai the dissatisfaction was as high as 50%. Across all districts the satisfaction with the process of approval under NBA/TSC was around 75%. The levels of satisfaction with the information given about NBA/TSC was quite low, with less than 20% of the beneficiaries completely satisfied with the information received. The level of dissatisfaction regarding this was the highest in Lawngtlai and Goalpara. In more than 75% of the cases the beneficiary did not face any problem in receiving incentives under NBA. For issues faced in service delivery less than 50% contacted any officials to report the same. Beneficiaries from the different districts complained to different authorities. In Cachar, all complaints were made to the Panchayat member. In Lawngtlai the village council was the main complain authority. In Wokha, 50% of the people complained to the Village Council.



NBA: Satisfaction

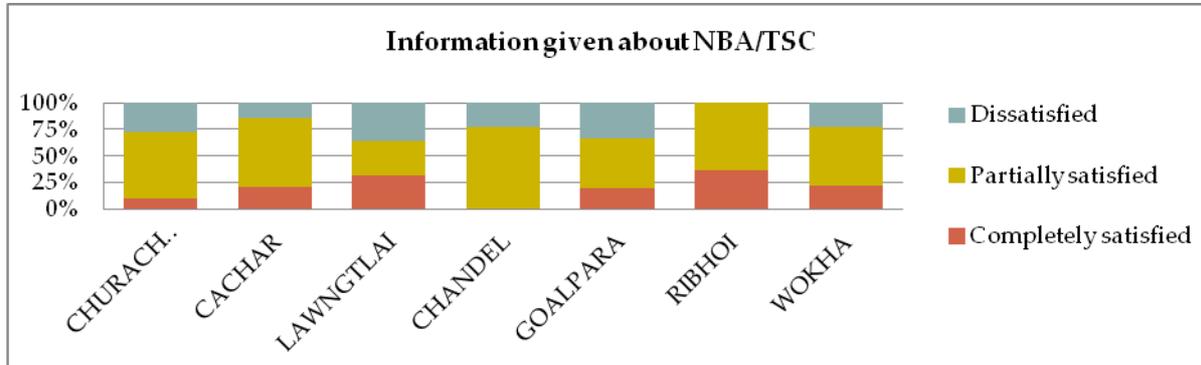


Figure 27: Information given about NBA/TSC

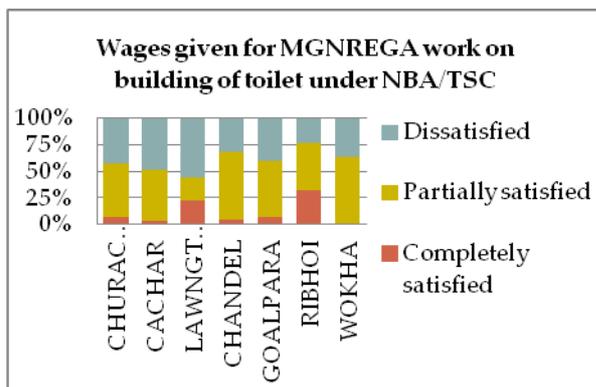


Figure 29: Wages given for MGNREGA work on building of toilet under NBA/TSC

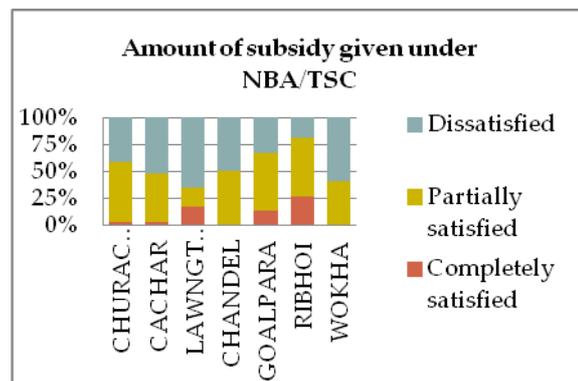


Figure 30- Amount of subsidy given under NBA/TSC

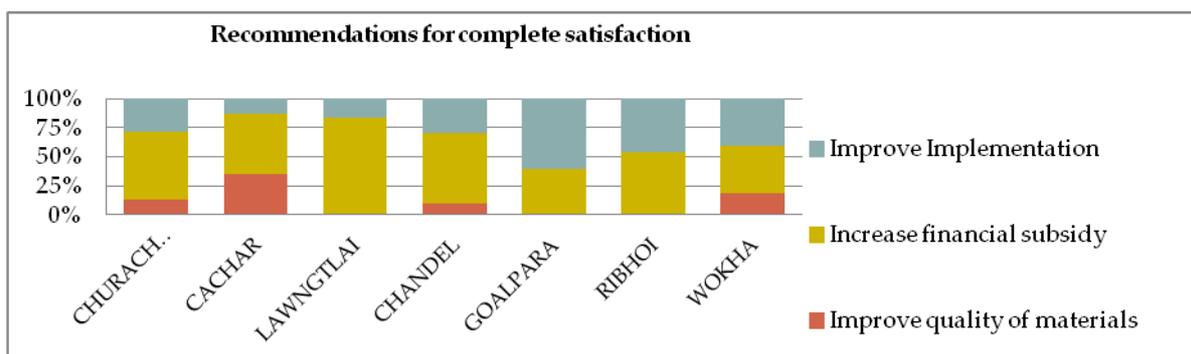


Figure 28: Recommendations for complete satisfaction

Nearly 30% of the beneficiaries were dissatisfied with the behaviour of the officials. More than 50% of the beneficiaries were dissatisfied with the quality of construction. Around the same proportion of beneficiaries were dissatisfied with the subsidy



amount. Less than 20% were completely satisfied with wages received under MGNREGS. More than 90% of the beneficiaries felt that improvement in implementation of the NBA program and increasing the financial subsidy would enhance their satisfaction levels. In Wokha almost all beneficiaries felt there was a need to increase the financial subsidy under the program. Nearly 80% beneficiaries in Lawngtlai felt there was a need to improve the implementation of the program. A quarter of all beneficiaries across districts (except Lawngtlai and Wokha) felt that there was a need to improve quality of material.

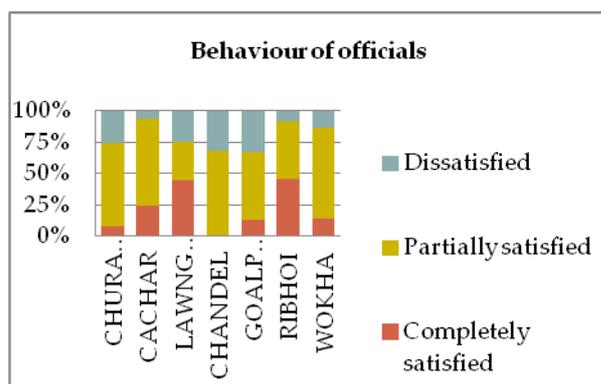


Figure 31: Behavior of officials

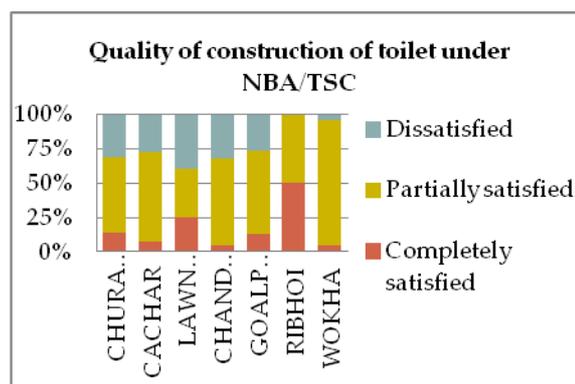


Figure 32: Quality of construction of toilet under NBA/TSC

In Lawngtlai, the beneficiaries feel that the financial subsidy is definitely not enough and think it should be enhanced. Lack of clarity about the MGNREGS convergence was felt by most beneficiaries across districts. In Cachar the beneficiaries were not satisfied with the quality of construction of the NBA toilet, they felt that improving quality would lead to increased usage. In Chandel and Goalpara, discontent regarding the poor implementation of the program was very high. The beneficiaries were mostly concerned with the attitude of the officials implementing NBA in the respective districts. In Goalpara and Wokha, the users were also dissatisfied with beneficiary selection process. Beneficiaries in Ribhoi felt that the program should be extended to all rural households and not just the BPL households and the identified above poverty households.



NBA: Gender and Minority

More than 70% of the female beneficiaries agreed that the information provided in awareness generation was helpful in decision making for a toilet. Around 75% of the women agreed that the form was difficult to fill vis-à-vis 69% men felt that the application form was difficult.

The extent of problem faced in receiving the incentives under NBA, is comparable between men and women i.e., around 25%. Across districts, 55% females were partially satisfied with the overall experience of NBA.

Nearly 80% of people belonging to ST communities found the application easy to fill and found the information useful for them to decide to build a toilet. Nearly 25% of the beneficiaries' people belonging to ST communities faced problems receiving the incentives under NBA. As per the program experience only 16% of the ST beneficiaries were completely satisfied. More than 60% of the SC beneficiaries were completely dissatisfied with the overall experience of NBA.



MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE SCHEME (MGNREGS)

Mahatma Gandhi National Rural Employment Guarantee Scheme

In August 2005, the Parliament of India passed the National Rural Employment Guarantee Act⁸ (NREGA) and notified on September 7, 2005, which aims at enhancing the livelihood security of people in rural areas by guaranteeing at least 100 days of wage-employment in a financial year to a rural household⁹ whose adult members volunteer to do unskilled manual work. NREGA was later renamed as the "Mahatma Gandhi National Rural Employment Guarantee Act" (or, MGNREGA), on the birth anniversary of Mahatma Gandhi, on October 2, 2009.

The program started in February 2006 in the 200 most backward districts of India. It was extended to an additional 130 districts in the first year of the Eleventh Plan in 2007-08 and to the entire country in 2008-09.

Objective (s)

The objectives of the programme include:

- *Ensuring social protection for the most vulnerable living in rural India by providing employment opportunities*
- *Ensuring livelihood security for the poor through creation of durable assets, improved water security, soil conservation and higher land productivity*
- *Strengthening drought-proofing and flood management in rural India*
- *Aiding in the empowerment of the socially disadvantaged, especially women, Scheduled Castes (SCs) and Scheduled Tribes (STs), through the processes of a rights-based legislation*
- *Strengthening decentralised, participatory planning through convergence of various anti-poverty and livelihoods initiatives*

⁸ Source: MGNREG Act, 2005 (Official website) www.mgnrega.nic.in & operational guidelines

⁹ A household is defined as members of a family related to each other by blood, marriage or adoption, and normally residing together and sharing meals



- *Deepening democracy at the grass-roots by strengthening Panchayati Raj Institutions/Equivalent (Such as Village Council, Village Development Board)*
- *Effecting greater transparency and accountability in governance*

Salient features of the Act

Every adult member of a registered household whose name appears in the Job Card shall be entitled to apply for unskilled manual work.

The ten essential entitlements of MGNREGA wage seekers

The right to 100 days of employment a year for every rural household; The right to register and get a job card; The right to demand work, and get dated receipt and get work within fifteen days- or else entitled for unemployment allowance if work is not given in time; The right to get work within a five KM radius from home or get 10% extra; The right to select the work in the Gram Sabha¹⁰; The right to minimum wages; The right to payment within fifteen days- or else compensation; The right to worksite facilities- water, shade, medical kits, and crèches; The right to transparency and proactive disclosure of all records; The right to audit works and expenditure in social audits- public audits.

Application for work and Demand Capture

- i) Job card forms the basis of identification for demanding employment.
- ii) A written application seeking work is to be made to the GP or block office, stating the time and duration for which work is sought.
- iii) The Gram Panchayat (GP) will issue a dated receipt of the written application for employment, against which the guarantee of providing employment within 15 days operates.
- iv) The provision for submitting applications for work must be kept available on a continuous basis through multiple channels so designated by GPs who should empower, ward members, anganwadi workers, SHGs, village-level revenue functionaries, Common Service Centres (CSCs) and MGNREGA labour groups to receive applications for work and issue dated receipts on their behalf.

¹⁰ A Gram Sabha is a body of all persons entered as electors in the electoral roll for a Gram Panchayat.



- v) Wages are to be paid as per the State-wise Government of India (GoI) notified MGNREGA wages. Wages are also to be paid according to piece rate, as per the Schedule of Rates¹¹ (SoRs). Payment of wages is mandatorily done through the individual/joint bank/post office beneficiary accounts.¹²

Transparency and accountability measures in MGNREGS

Transparency and accountability in the programme is ensured through the following:

1. Decentralized planning and implementation: The section 13 (1) of the NREGA mandates that 'Panchayats at the district, intermediate and village levels will be the principal authorities for planning and implementation of the schemes'.
2. Proactive disclosure: The NREGA stipulates that all information requests related to the NREGA be made available to the applicant within 7 days, as opposed to the stipulated 30 days in the RTI Act. The guidelines stress that all NREGA related documents (including accounts) be digitized and regularly uploaded onto the MIS systems both at the state and central government level for public scrutiny.
3. Social audits¹³: Section 17 of the NREGA mandates that regular social audits be conducted in the Gram Sabhas at least once every six months. The principle behind conducting social audit is eternal vigilance by the people, facilitated by social activists and government acting in conjunction.
4. Grievance redress: The guidelines state that grievance redress mechanisms and rules have to be put in place for ensuring a responsive implementation process.

¹¹ The SoRs are calculated through Work Time and Motion studies. The SoRs, under the Act, have to be such that an average person working for nine hours, with one hour of rest, is able to earn the notified MGNREGA minimum wage.

¹² Exceptions are made if the State Government has an exemption from the GoI, specifying a plausible reason.

¹³ Social audit is defined as a democratic process that ensures public accountability of agencies through a systemic demand of information by the primary stakeholders of the scheme in response to the works/programmes that have already been implemented by the government or other agencies for that particular area/community. (GoAP , PR&RD (RDII) G.O.Ms.No.98 Dated 9.3.2010)



Literature Review

Here is a quick literature review of the studies carried out of the MGNREGS impacts on income, quality of living, employment, its governance, accountability and transparency.

Drez, Dey, Khera (2006)¹⁴ in a study points out that “A systematic form of non-transparency in cash disbursements has arisen from contracting out of payments to private players who are not covered by right to information laws. Payments that are processed by the bureaucracy are covered by India’s strong right to information law¹⁵”. The study points out that there are further provisions in laws governing welfare programmes in India that further strengthen the provisions in RTI Act by stating that no limitations involved in the RTI law could be used as a ground to deny information in the welfare programme

Shah (2007) highlights how for NREGA to be able to realise its potential, the role of civil society organisations is critical. Amastha, Shankar and Shah (2008)’s suggestions for better functioning of the NREGA also revolve around better staffing, better use of information technology and greater participation of civil society.

MGNREGA employment trends validate the hypothesis that it is the neediest who seek employment under the Scheme. In a survey¹⁶ conducted in 2008, it was found that a majority of the NREGA wage seekers belong to the most disadvantaged sections of society.

Ghuman et al. (2008) says that the achievement of the Act in terms of annual average days of employment per household has been nearly 1/4th of the minimum 100 days employment.

¹⁴ J. Dreze and R. Khera, ‘Battle for Employment Guarantee’, New Delhi: Oxford University Press, pp. 43–81

¹⁵ The Center for Law and Democracy has rated India’s Right to Information Act of 2005 as one of the strongest access to information laws in the world. For details, see <http://www.law-democracy.org/live/global-rti-rating/> (Accessed on 15-Sep-2014). .

¹⁶ J. Dreze and R. Khera, ‘Battle for Employment Guarantee’, New Delhi: Oxford University Press, pp. 43–81.



Joshi et al. (2008), the impact of the study reveals that people at large are satisfied with the scheme. Ministry of Rural Development (2008) opines that the monitoring and implementation of MGNREGA has problem in many states.

A large and growing body of literature argues that MGNREGA, which promotes inclusive growth, has been a vehicle of change, a lifeline for rural people especially women (Drèze and Khera, 2009; Holmes et al., 2011).

The CAG's (2008) findings points to the far-reaching ramifications of the lack of administrative and technical staff dedicated to the implementation of this gigantic programme. For instance, few states have appointed full-time programme officers (POs) at the block level. Another disturbing finding by the CAG is the nonpayment of minimum wages, something that "defeats NREGA's objective of providing livelihood security". The report also indicts state governments for effectively scuttling the payment of unemployment allowances.

A policy research paper intend to assess the impact of the Scheme on poverty and deprivation, studies have used proxy indicators, including household income and monthly per capita expenditure¹⁷ (MPCE).¹⁸ There are a number of distinct ways in which MGNREGA is likely to impact poverty, the most direct and obvious way being by providing extra work opportunities and income to the poorest in the rural areas¹⁹. Net household income or income as a fraction of household income, is considered as an indicator of the relevance of the Scheme for the poor. Surveying 1,500 households in three states (viz., Andhra Pradesh, Rajasthan and Maharashtra) a study²⁰ observed that the share of MGNREGA in the income of the poor has increased by 7 to 17 %. Therefore, the importance of MGNREGA as a supplementary source of income should be taken into account.

In this Citizen Report Card (CRC), the main objective is to capture/know the perception of the users about the act; to assess the quality of implementation;

¹⁷ The term monthly per capita expenditure or MPCE means gross expenditure in a month for a household or a person.

¹⁸ Source: Ministry of Rudal Development, GoI, *MGNREGA Sameeksha: An Anthology of Research Studies on the Mahatma Gandhi National Rural Employment Act, 2005, 2006-12* edited and compiled by Mihir Shah, Neelakshi Mann and Varad Pande

¹⁹ P. Dutta, R. Murgai, M. Ravallion and M. V. Dominique, 'Does India's Employment Guarantee Scheme guarantee Employment?', Policy Research Paper, Washington, DC: World Bank, 2012.

²⁰ R. Jha, R. Gaiha and M. K. Pandey, 'Net Transfer Benefits under India's Rural Employment Guarantee Scheme', *Journal of Policy Modeling*, vol. 34, no. 2, 2011.



problem incidence, resolution and satisfaction level; and to offer suggestions for policy implications.

MGNREGS: Citizen Report Card

A total of 398 beneficiaries across 7 districts of five North Eastern States viz., Assam, Meghalaya, Mizoram, Manipur and Nagaland were interviewed under the CRC exercise. The CRC involves assessment of the awareness; beneficiary feedback on the effectiveness of MGNREGS through household surveys; and qualitative feedback on the MGNREGS implementation to ascertain the quality of services provided and recommendations by end-users to improve the implementation of the scheme. The findings of the study are set out below:

MGNREGS: Demographic Profile

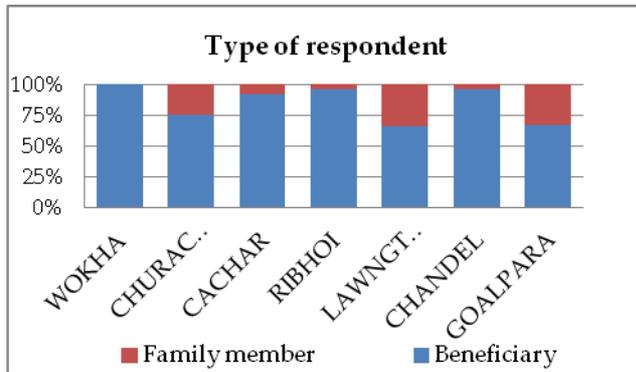


Figure 35: Type of respondent

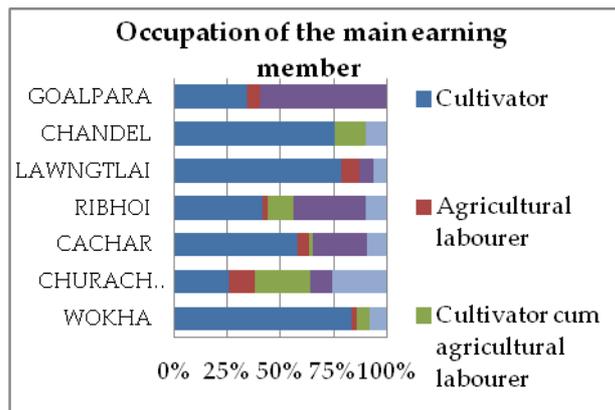


Figure 34: Occupation of the main earning member

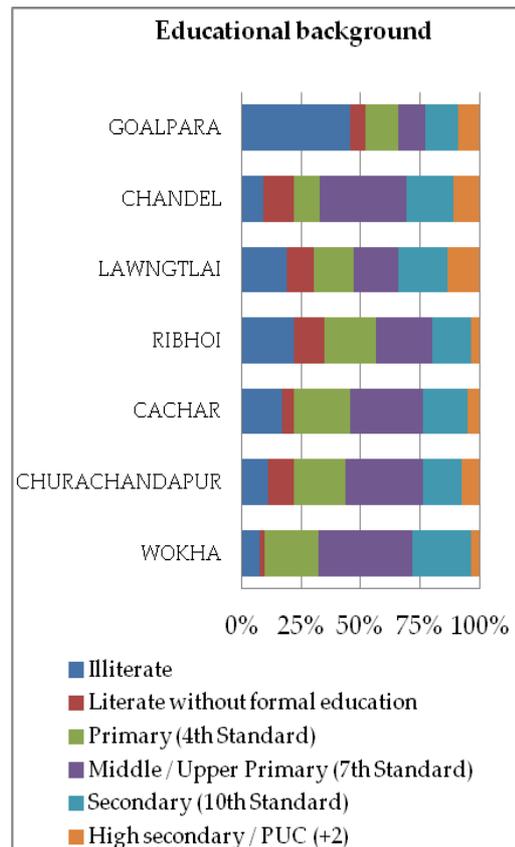


Figure 33: Educational background



The socio-economic condition of the people from the study area is depicted in the following figures. It can be observed that 80% of the respondents are beneficiaries themselves.

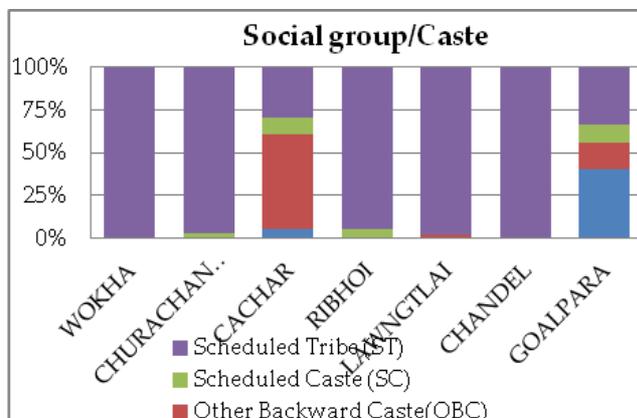


Figure 36: Social group/Caste

Nearly 85% of the respondents are in the age group of 25-45 years. At Wokha, Churachandpur, Ribhoi, Lawngtlai and Chandel, 95% respondents belong to scheduled tribe while 30% of Goalpara respondents are from the general category.

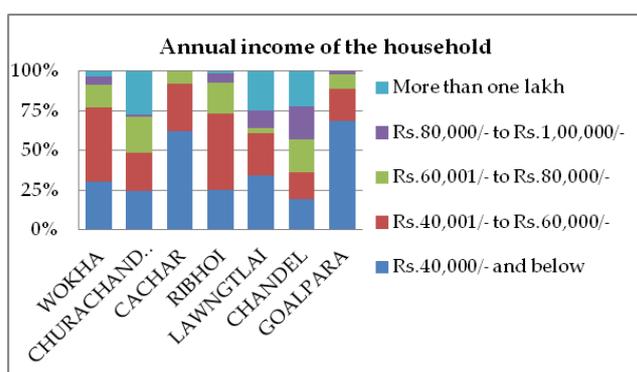


Figure 38: Annual income of the household

Wokha has the highest number of literates at 80% literacy (primary, secondary and higher secondary education) through formal education and nearly 45% of Goalpara beneficiaries are illiterates. As for the annual income, it was observed that in Lawngtlai, Chandel and Churachandpur, 25% of the population earns more than 1 lakh per annum; in Goalpara, more than 60% of the

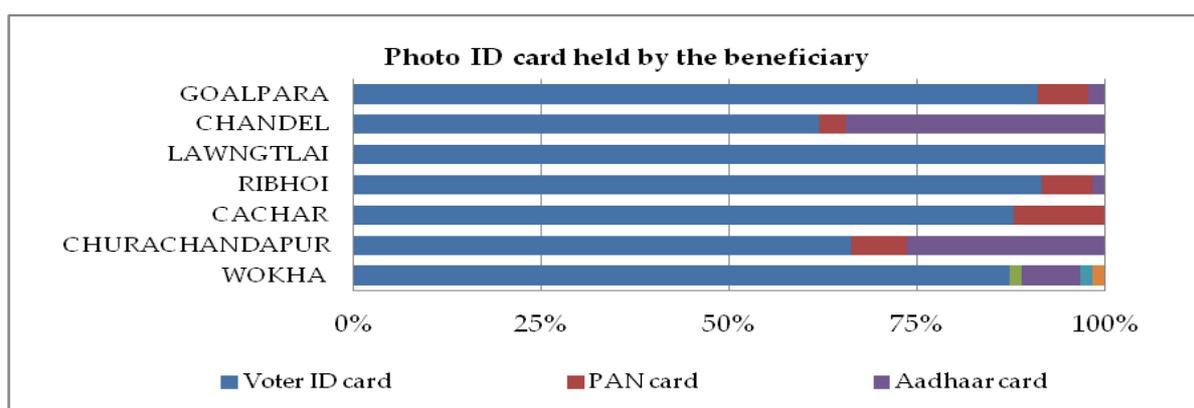


Figure 37: Photo ID card held by the beneficiary

population earns less than Rs 40,000 per annum. Occupation of the users indicates that more than 50% of the beneficiaries are cultivators. Wokha and Ribhoi have the lowest percentage (5%) of landless labourers. Goalpara has the highest percentage



(60%) of non-agriculture labour. Around 80% of the houses are owned (10 % of them built under IAY scheme) by the beneficiaries and 40% of them live in kuchha (non-permanent) houses. Around 40 percent of households own a granary and 61percent have kitchen garden. Nearly 28% households have debts, out of which 66% of them have borrowed it from banks and 31% households from societies. Non-formally 28% of the households have borrowed money from money lenders.

In Chandel and Ribhoi, 80% of the beneficiaries have a bank account; Wokha and Goalpara have only 20%. Voter ID is the primary source of identification for the 95% of the households; only 16% of the households have Aadhar card.

MGNREGS: Awareness and Access

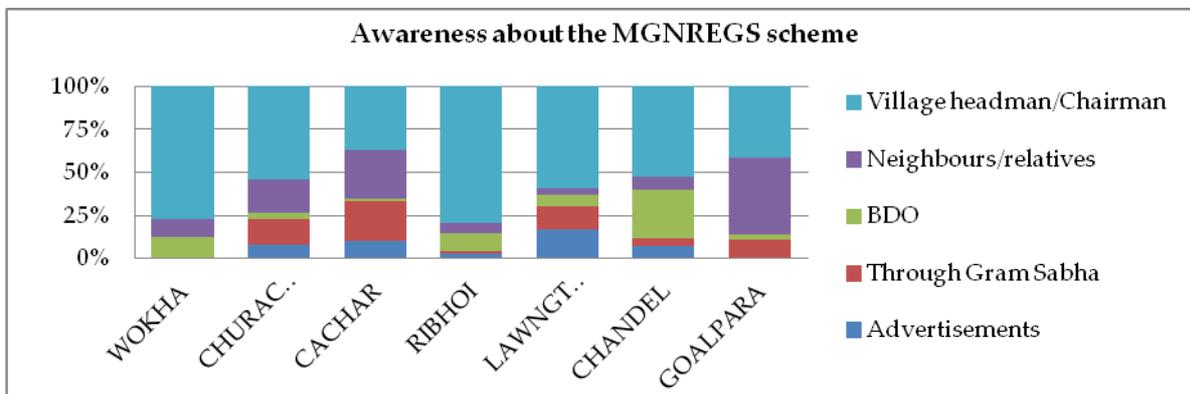


Figure 40: Awareness about the MGNREGS scheme

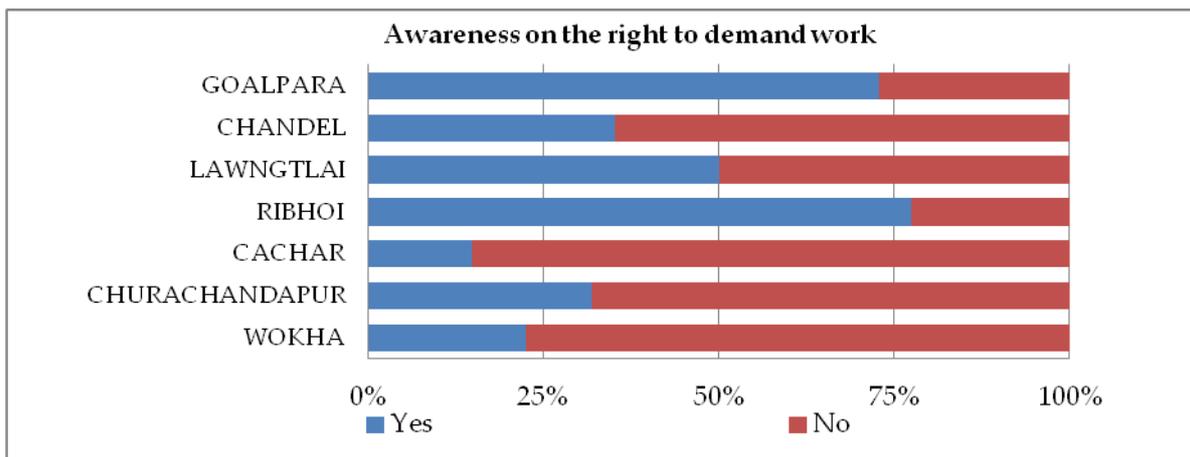


Figure 39: Awareness on the right to demand work

MGNREGS is a demand-driven programme where provision of work is triggered by the demand for work by wage-seekers. A little more than 60% of the households reported that they came to know about MGNREGS through the village headman.



The awareness about 100 days of work as their entitlement under MGNREGS was the highest (80%) in Ribhoi, Goalpara and Lawngtlai. In rest of the study area, there is less awareness on their right to demand work from the GP/village council. 70% respondents of Goalpara and 80% of Wokha are not aware of the process involved in

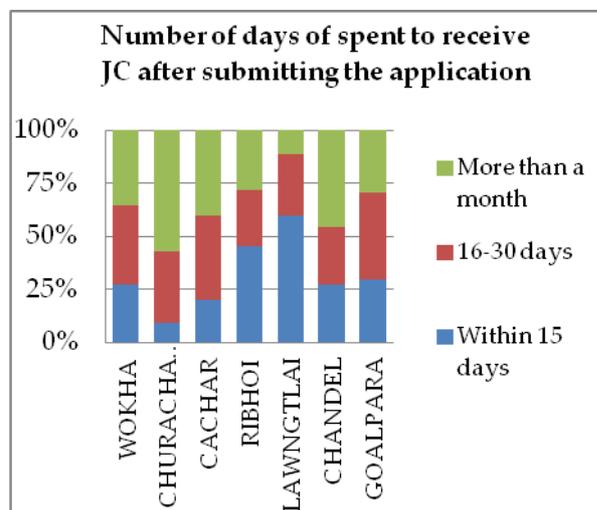


Figure 41: Number of days of spent to receive JC after submitting the application

documents. Upon submission of application, they have not received dated receipt which is a crucial entitlement in the act. Less than 30% have received their Job Cards within 15 days of submitting their application as mentioned in the guidelines.

MGNREGA is a pro-poor anti-poverty employment generation programme.

The MGNREGA implementation status report²¹ for the FY 2012-13 unfolds that

the programme has already provided employment to 44.9 million households. Hence it is becoming increasingly difficult to ignore the impact of the scheme on the beneficiaries.

the scheme; More than 90% beneficiaries of Lawngtlai, Chandel and Churachandpur are aware of the process. 75% respondents (except Ribhoi) had applied for the work.

Around 40 percent of the beneficiaries do not know about the document submission process. It was the headman in most cases who took care of filling up the application form. In Lawngtlai, 50% of the beneficiaries had paid between Rs 50 and Rs 200 for getting the supporting

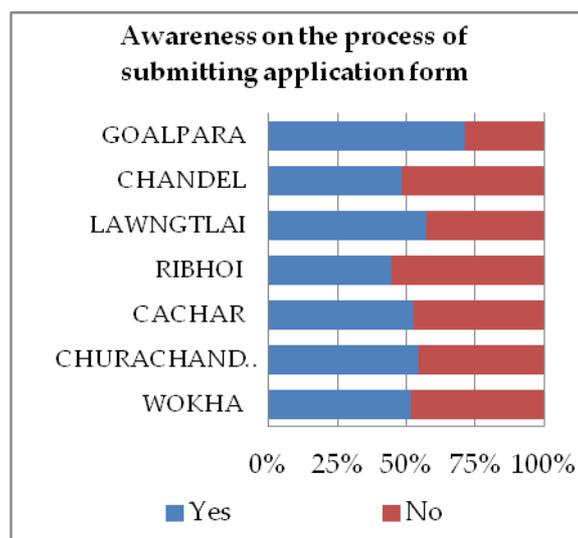


Figure 42: Awareness on the process of submitting application form

²¹ MoRD website <http://rural.nic.in/netrural/rural/index.aspx> (data updated as on December 2014)



It can be observed that (figure no.) nearly 90% of the respondents have availed the scheme. But, the actual employment provided was less than 28 days in Wokha, Chachar, Goalpara and Chandel.

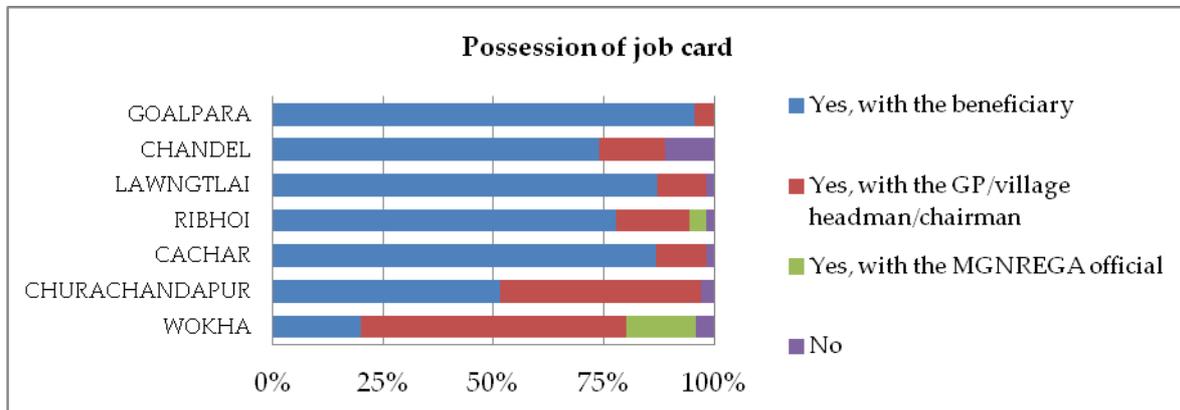


Figure 43: Possession of job card

In Wokha, less than 20 % of the Job Cards were with the beneficiaries whereas more than 60% of them were with the village headman. Around 80% beneficiaries of Goalpara, Cachar and Lawngtlai have job cards with themselves.

When asked about the reasons for not applying for job under the scheme, 25 % of the respondents in Cachar stated personal reasons like they are satisfied with their present job, has family problems or already employed. Goalpara respondents are not able to give reason for not availing the scheme. Awareness level is too low in both the districts.

MGNREGS: Usage and Quality

It is important to observe that among Lawngtlai and Churachandpur beneficiaries less than 5 % of them had to pay money to get themselves registered for work. In most of the district the State (government implementing agency) had provided less than 35 days of work to the wage seekers under MGNREGS; the highest being Lawngtlai (75 days) and the lowest (25 days) in Wokha. Direct cash payments are made in more than 95 % of cases in Wokha, Churachandpur, Cachar, Ribhoi, Lawngtlai and Chandel. In Goalpara and Cachar, 30 and 75 percent of the payments respectively are made through the post offices. More than 60 % of the beneficiaries reported that there was no pattern in receipt of wages under MGNREGS. In most cases they received payments as and when the money was released (as told by the local implementers). Only in Ribhoi and Goalpara, 40 percent of the beneficiaries received payment within a fortnight of completion of work.

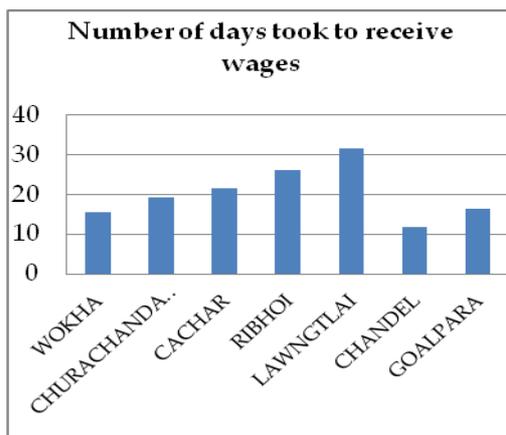


Figure 45: Number of days took to receive wages

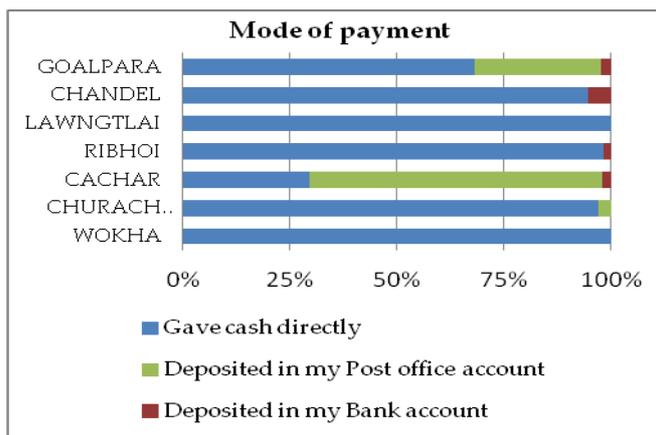


Figure 44: Mode of payment

One way of overcoming this obstacle is to take full advantage of the latest intervention by the Central government's scheme 'Pradhan Mantri Jan Dhan Yojana'. It has an ambitious objective²² of covering all households in the country with banking facilities with special focus on including people left-out into the mainstream of the financial system. Wage seekers getting paid in time through their individual bank accounts would be in line with their MGNREGS entitlements. Also it would be appropriate to mention Andhra Pradesh (erstwhile united AP) experience²³ over here. To improve delivery systems, technological solutions²⁴, specifically electronic benefit transfers (EBT) coupled with biometric authentication, among others as a means of facilitating the expansion of financial inclusion. It relies upon CSPs; private contractors who are engaged in the payment process are not covered by the RTI law, which weakens the regime of transparency with respect to direct transfers.

²² http://www.pmjdy.gov.in/Pdf/PMJDY_BROCHURE_ENG.pdf

²³ Social audit report, http://socialaudit.ap.gov.in/SocialAudit/wages/AboutUs_New.jsp

²⁴ The AP Smartcard program was implemented through a bank-led, business correspondent (BC) approach, within the structure of an "one-district-one-bank" model (the exception being three districts where GoAP has contracted the Post Office to issue biometric payments). The payment delivery system relies upon customer service providers (CSPs) to transact last-mile payments on behalf of contracted banks, using point of service (PoS) devices for authentication.

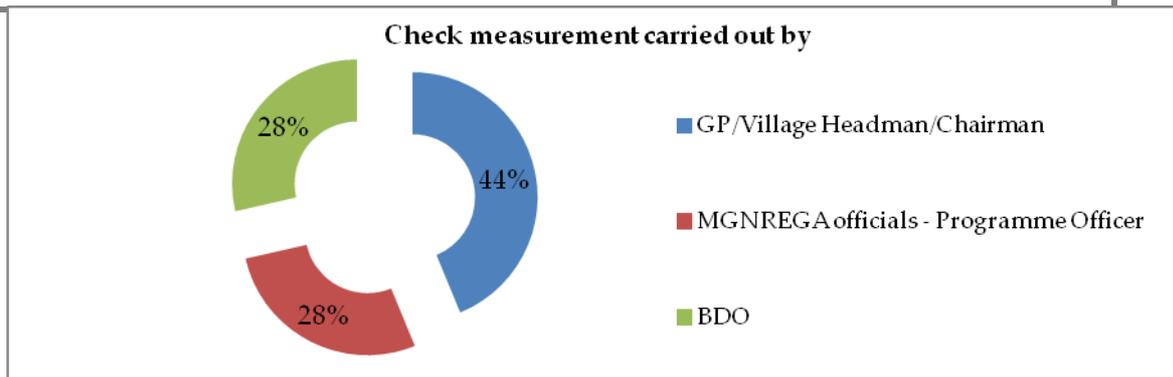


Figure 46: Check measurement carried out by

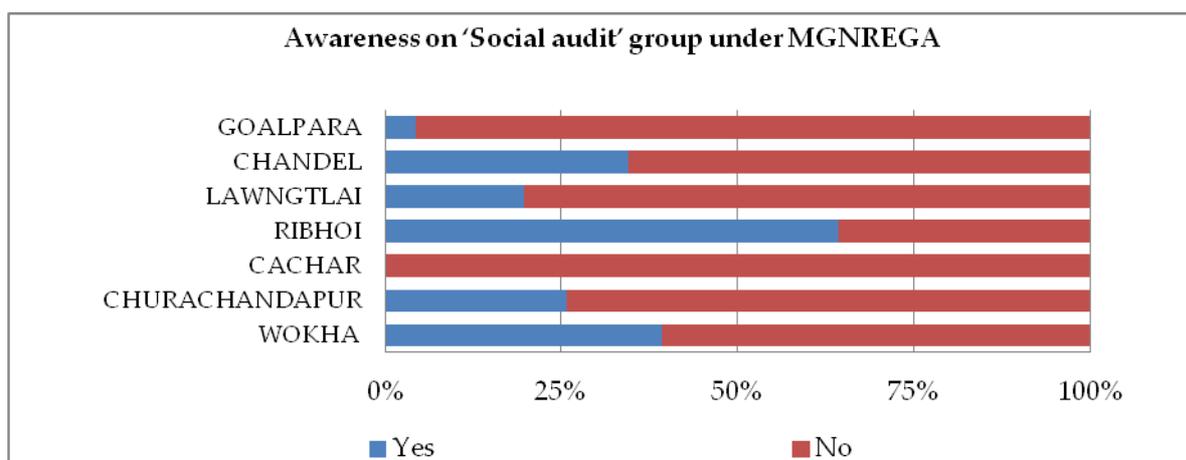


Figure 47: Awareness on 'Social audit' group under MGNREGA

In Cachar and Goalpara the awareness on social audit was less than 5%. In 45% of the cases, the check measurements of the works were undertaken by the village headman. Complaints reveal preferences but it must be acknowledged that power asymmetries may not allow the poor to complain.

MGNREGS: Problem Incidence and Resolution

In principle, a person complains if there is a discrepancy between the promised benefit and the actual one, which means that he/she has to know about the program's deliverables. The household dataset reveal the following. In Wokha and Lawngtlai, more than 90 % of the beneficiaries reported that they did not face any problem with the MGNREGS scheme. Interestingly as we had seen earlier, the above districts beneficiaries' job cards are with the village head man and it is he who also takes care of their work application. In Goalpara and Cachar more than 50 % of the problems were faced in work allotment and are dissatisfied with the scheme. Complaint redressal was a meager 5 % across districts.



Around 75 % of Chandel, Goalpara and Churachandpur respondents are partially satisfied with the behaviour of the staff. Less than 25 % of Chandel, Wokha, Goalpara and Churachandpur respondents are partially satisfied with the timeliness of the service delivery.

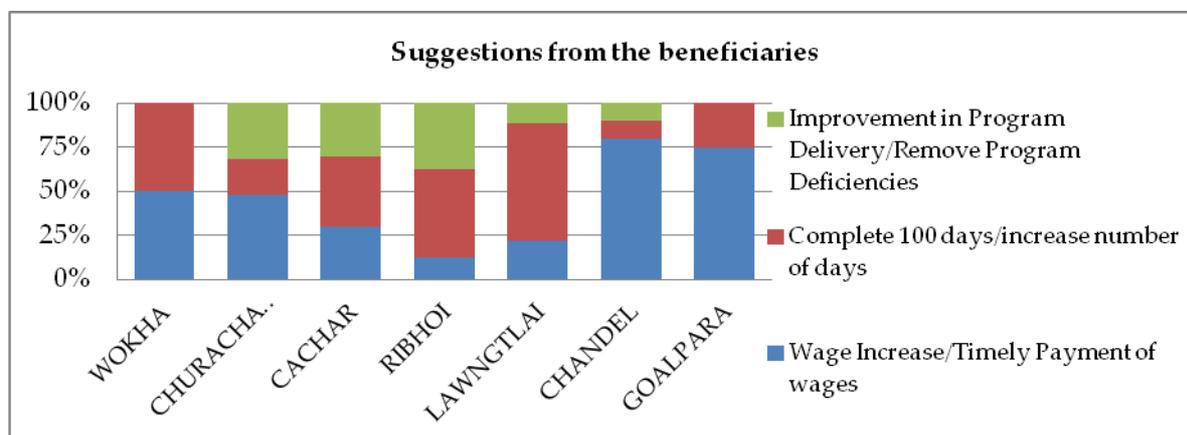


Figure 48: Suggestions from the beneficiaries

MGNREGS: Satisfaction

It was observed that 24 % of the respondents were completely satisfied based on their experiences with all the above aspects of the MGNREGS scheme and 57 % of them were partially satisfied. When they were asked 'what should be done to make you feel completely satisfied' they categorically listed out few things. Satisfaction level of the beneficiaries according to them depends on:

- Wage Increase/Timely Payment of wages: Wages need to be increased; Wages should be paid on time; Full payment to be made; Increase wages by tagging it along with consumer price index.
- Complete 100 days/Increase number of days: Ensure 100 days of work; Increase employment days beyond 100.
- Improvement in Program Delivery/Remove Program Deficiencies: Job card should be with the beneficiary; Officials should be more people-friendly and accountable; scheme implementation has to be in a transparent manner; Flexibility to use job card in various locations; Medical assistance should be given in time.



MGNREGS: Gender and Minority

Nearly 55% of the males were aware of the process of submitting their application for availing the scheme; vis-à-vis 57% women were not aware of the application submitting process.

The percentage of men who found the process of gathering the supporting documents quite easy across the districts was at 58%; and if we look at women, surprisingly 60% of them found it quite easy. More than 31% of the women informed that their job card was with the village chairman. More than 61% of the women had applied for work during the year 2013-14; and it was found that around 36% of both males and females were assigned work 15 days after registration under MGNREGS. None of them received any unemployment allowance for not obtaining employment either in time or any work at all.

Social audit is one of the effective tools for the citizens to hold the government machinery accountable and insist on transparency; nearly 26% of both the gender across districts were aware of social audit group. Considering their experiences on the entire process around 52% men and women are partially satisfied; and in Cachar 50% men and women are dissatisfied. If we look at Goalpara 30% of the men were dissatisfied as opposed to 50% women.

More than 50% of people belonging to ST communities are aware of the process of submitting their application for availing the scheme; and among general category population it was around 62% awareness. Among the general category 100 per cent of the beneficiaries had the job card in their possession; while the OBC's are not far behind at 93%; while nearly 28% of ST communities, the job cards were in the possession of their village chairman/headman. Over all less than 60% of the ST communities were partially satisfied with their experiences around this scheme.



PUBLIC DISTRIBUTION SYSTEM (PDS)

Public Distribution System

In June 1997, the Targeted Public Distribution System (TPDS) with focus on the poor was launched by Government of India. The scheme is under Ministry of Consumer Affairs, Food and Public Distribution. Under the TPDS, States are required to formulate and implement foolproof arrangements for the identification of the poor for delivery of food grains and for its distribution in a transparent and accountable manner at the FPS level.

Objectives:

- The basic objective of the scheme is to provide food grains to the poor families/household on subsidised rate

Eligibility

All families/household

Entitlements of PDS

- The scale of issue of food grains (rice and/or wheat) under APL, BPL and AAY has been revised to 35 kg per family per month with effect from 1.4.2002
- In most districts covered by the project, rice is provided instead of wheat (Sometimes, States do provide kerosene and sugar too)
- The Central Issue Price (CIP) of food grains being supplied under TPDS is as under, However, there is flexibility for the State to add some additional prices/amount to the above mentioned

Commodity	APL	BPL	AAY
Rice	8.30	5.65	3.00
Wheat	6.10	4.15	2.00

Application process & documents required

- Application has to be submitted using a prescribed format (available in Village Authority or Council/ Panchayat office and/or nearest ration dealer/shop)
- Filled in application is to be submitted to the Inspector of Food Supply at your block



- Along with the filled in format applicant will submit- age proof certificate, residential proof certificate, Copy of BPL Card (in case of BPL applicant), Voter ID or any other ID proof, one Passport size photo etc.

Other Information

There is another scheme which is taken care by PDS for destitute, aged 65+ years and not covered by IGNOAPS. The scheme is referred as “Annapurna Scheme “

This scheme aims to provide food security to meet the requirements of senior citizens who, though eligible, have remained uncovered under the IGNOAPS. Under the Annapurna Scheme 10 kgs of food grains per month are provided free of cost to the beneficiary.

Literature Review

The Public Distribution System (PDS) is one of the biggest anti-poverty programmes of the Indian government²⁵. The PDS provides assistance to below poverty line (BPL) households in the form of a monthly quota of subsidised goods including rice, wheat, sugar, edible oil and kerosene, through a network of 4.9 lakh fair price shops across the country²⁶. The primary aim of the programme is to improve the nutritional status of food insecure households by providing them supplementary food grains. Despite serious operational issues ranging from faulty targeting to high levels of leakage and corruption, the PDS remains a critical form of assistance to poor households in India. There are many problems with the Targeted PDS; the most relevant among them are the following. First, targeting has led to the large-scale exclusion of genuinely needy persons from the PDS. Secondly, targeting has affected the functioning and economic viability of the PDS network adversely and led to a collapse of the delivery system. Thirdly, TPDS has failed to achieve the objective of price stabilization through transfer of cereals from surplus to deficit regions of the country. Lastly, there are reports of large-scale leakages from the PDS, that is, of grain being diverted and not reaching the final consumer (Planning Commission).

²⁵ Government of India,2012

²⁶ Planning Commission,2005



PDS: Citizen Report Card

398 beneficiaries across 7 districts were interviewed under the CRC exercise. The CRC covered all aspects of PDS such as socio-economic profile, program awareness, transparency, quality of services provided and recommendations by end-users to improve the implementation of the scheme. Each of the following aspects is discussed in detail below, to understand the performance of the respective district.

PDS: Demographic Profile

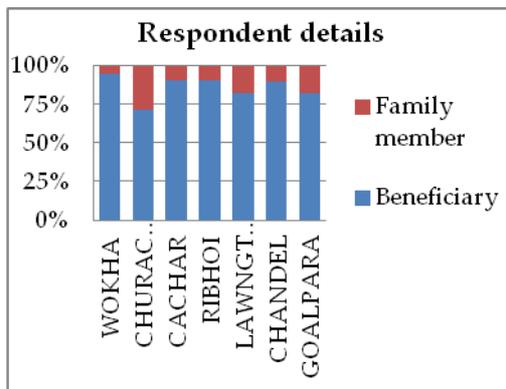


Figure 50: Respondent details

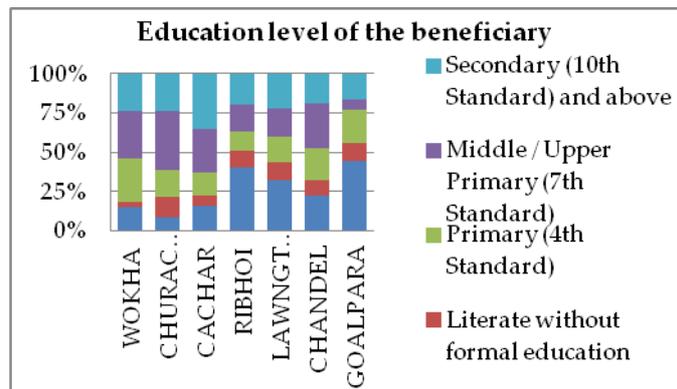
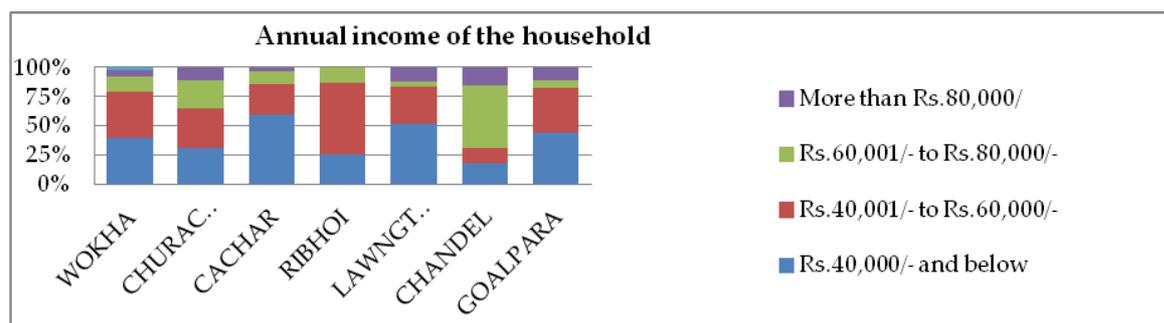


Figure 49: Education level of the beneficiary

More than 80% of the respondents were beneficiaries. In Goalpara and Ribhoi, around 40% of the respondents were illiterate. In Ribhoi 30% had completed secondary education. Except in Goalpara and Cachar, 100% of all respondents were scheduled tribes. In Goalpara, 50% of the respondents belonged to the general



category.

Figure 51: Social group/caste of the respondent

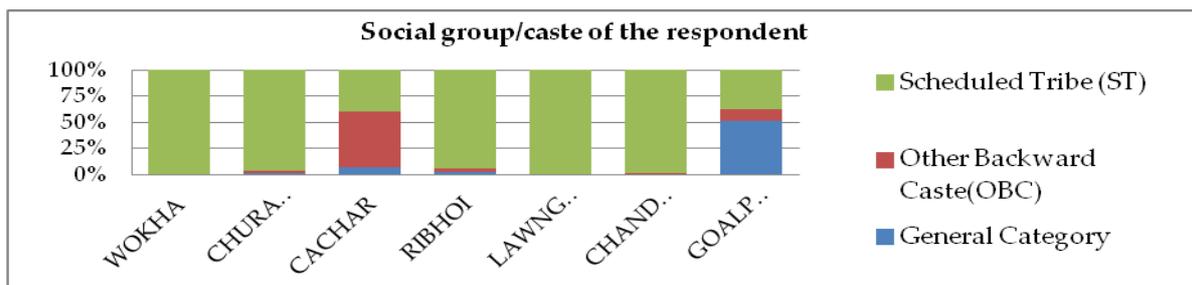


Figure 52: Social group/caste of the respondent

Poverty in rural India is measured based on degree of deprivation in respect of 13 parameters (scores from 0–4): landholding, type of house, clothing, food

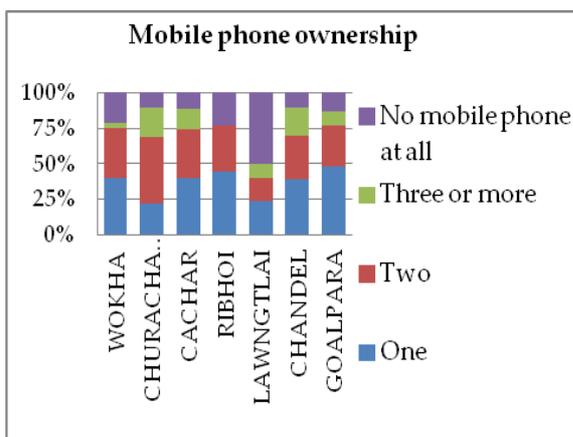


Figure 53: Mobile Phone Ownership

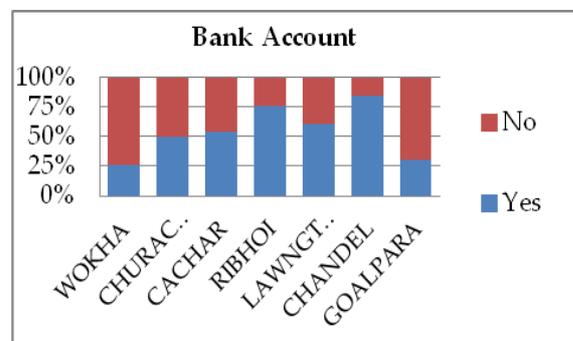


Figure 54: Bank Account

category.

Aadhaar Card has been launched only in the districts of Wokha, Churachandpur and Chandel, in these districts around 25% of the beneficiaries are card holders. Voter ID is the primary photo identity card held by most beneficiaries across districts. More than 80% of the beneficiaries had Voter IDs. In Lawngtlai, 50% of the households do not have a mobile phone. All other districts, 80% of households have atleast one phone. In India the population coverage of banking is around 39% in

security, sanitation, consumer durables, literacy status, labour force, means of livelihood, status of children, type of indebtedness, reasons for migrations, etc. Several studies have used the income approach to measure poverty; households earning less than Rs. 40,000 per annum (at 2001-02 prices) are dubbed as low income²⁷.

More than 80% of the respondents were beneficiaries. In Goalpara and Ribhoi, 40% of the respondents were illiterate. In Ribhoi 30% had completed secondary education. Except in Goalpara and Cachar, 100% of all respondents were scheduled tribes. In Goalpara, 50% of the respondents belonged to the general

²⁷ NCAER (2010)



rural areas as against 60% in urban areas²⁸. This population is higher in the North Eastern and Eastern regions (Thorat, 2007). Around 60% of the households use the bank account for savings. In Ribhoi and Lawngtlai, 25% of the households use bank account to avail benefits of government schemes.

PDS: Awareness and Access

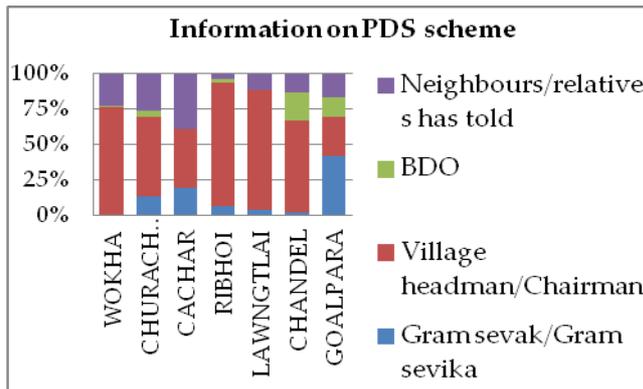


Figure 55: Information about PDS

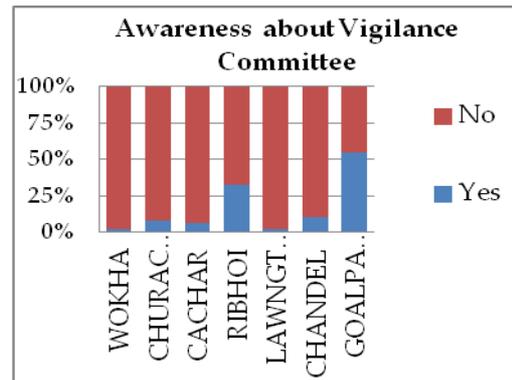


Figure 56: Awareness about Vigilance Committee

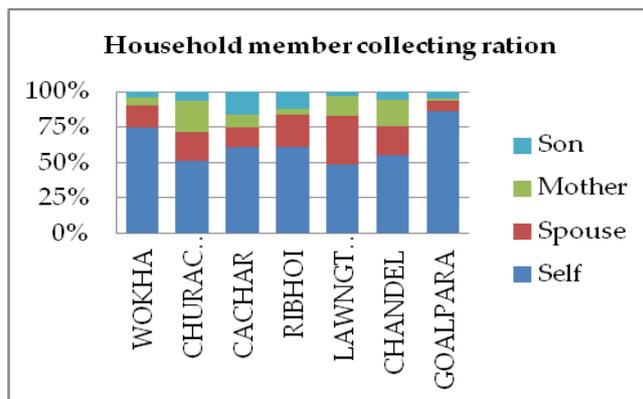


Figure 57: Household member collecting ration

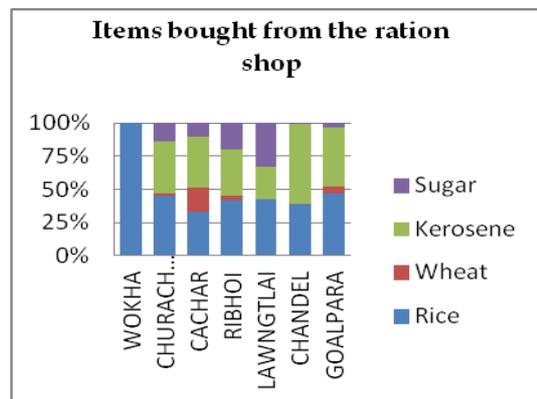


Figure 58: Items bought from the ration shop

In Ribhoi, Lawngtlai and Chandel, 80% of the households became aware about PDS from the village headman. Only in Goalpara, 50% of the respondents knew about Vigilance Committees (VC). In all other districts less than 10% of the beneficiaries knew about the existence of VCs. In most cases the respondent was also the person collecting the ration. The most popular among all items bought in the ration shop is rice and kerosene oil. In Wokha all respondents bought only rice grains from the ration shop.

²⁸ RBI (2007)



PDS: Usage and Quality

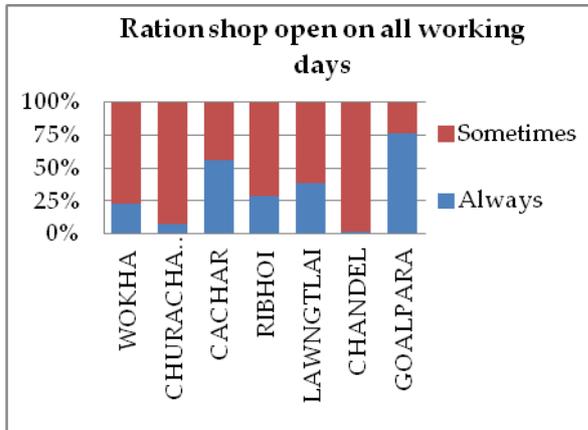


Figure 60: Ration shop open on all working days

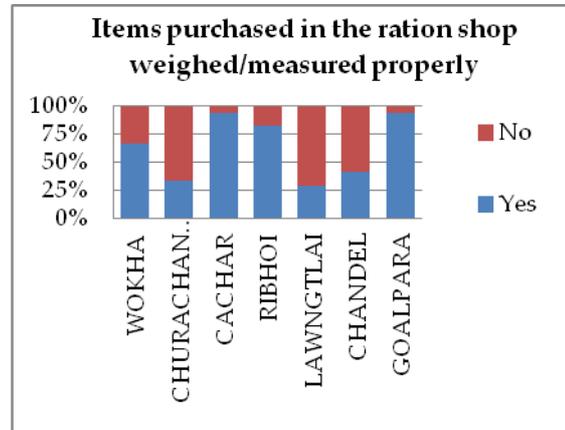


Figure 59: Items purchased in the ration shop weighed/measured properly

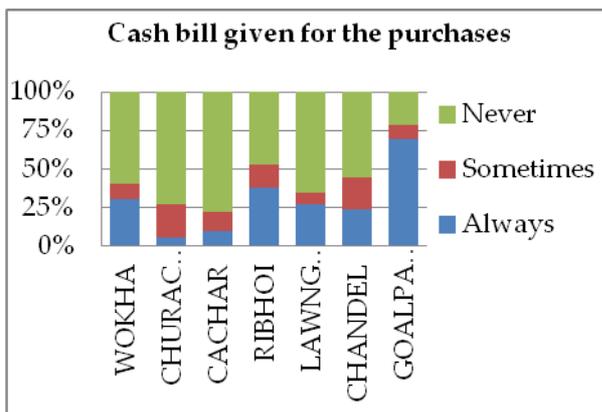


Figure 61: Cash bill given for the purchases

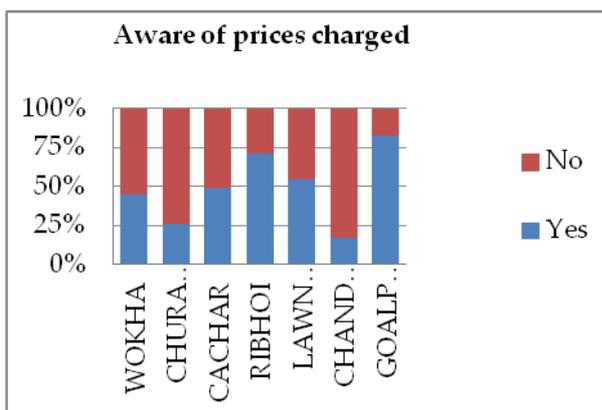


Figure 62: Aware of prices charged

In Churachandpur, Lawngtlai and Chandel beneficiaries said the items purchased in the ration shop were not weighed/measured properly. In Goalpara and Cachar, 90% of the respondents said that their purchase was weighed. In Churachandpur and Chandel, 70% respondents did not know what prices they were being charged. In most cases no cash bill was given; only in Goalpara 70% received a cash bill. Except for Goalpara, none of the other districts had the names of Vigilance Committee members displayed in front of the shop.



PDS: Problems and Resolution

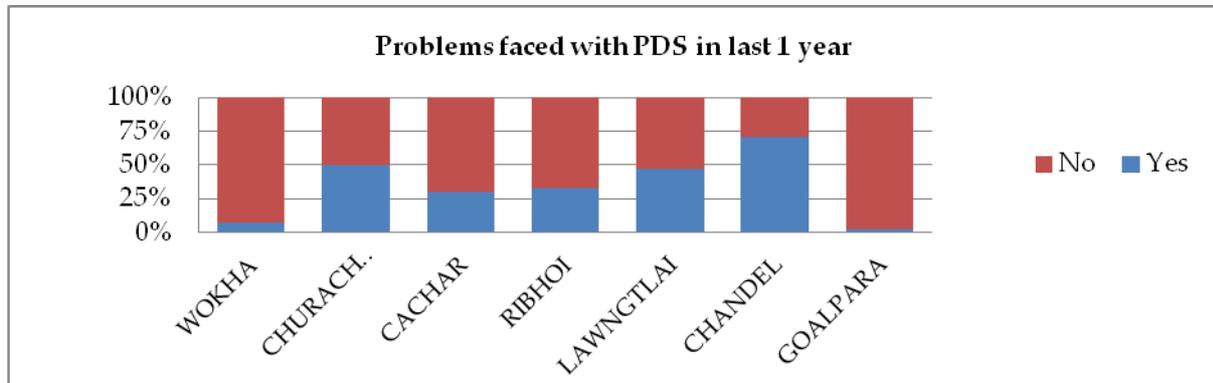


Figure 63: Problems faced with PDS in last 1 year

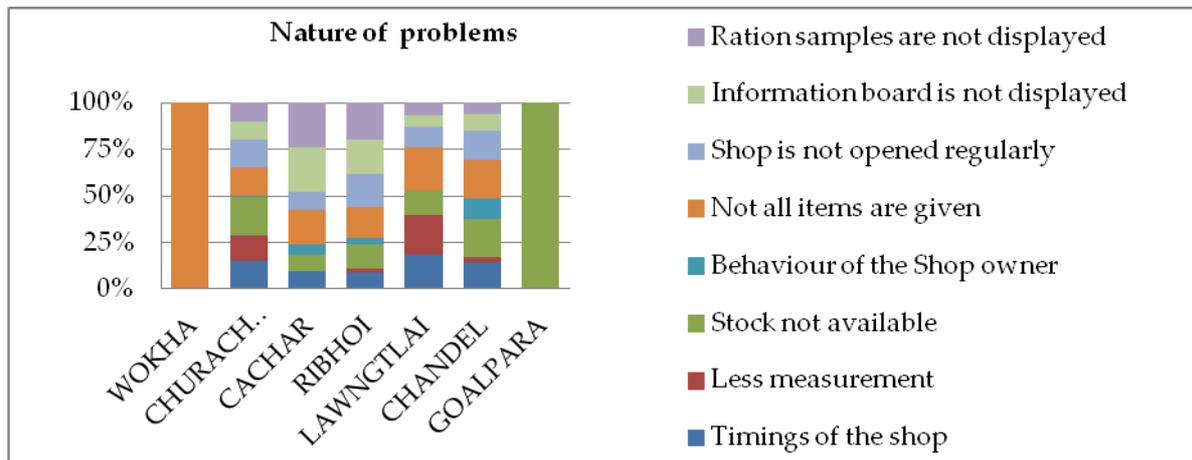


Figure 64: Nature of Problems

In Goalpara, 70% of the respondents were satisfied with the quantity and quality of PDS. In Chandel and Churachandpur, 40% of the respondents said that they were completely dissatisfied. In Churachandpur and Chandel, most respondents felt that the behaviour of the shop owner was a problem. In Cachar and Lawngtlai lack of information display was a major issue. Nearly 70% of the respondents in Wokha and 30% of the respondents in Cachar complained against the issues faced when availing the scheme.



PDS: Satisfaction

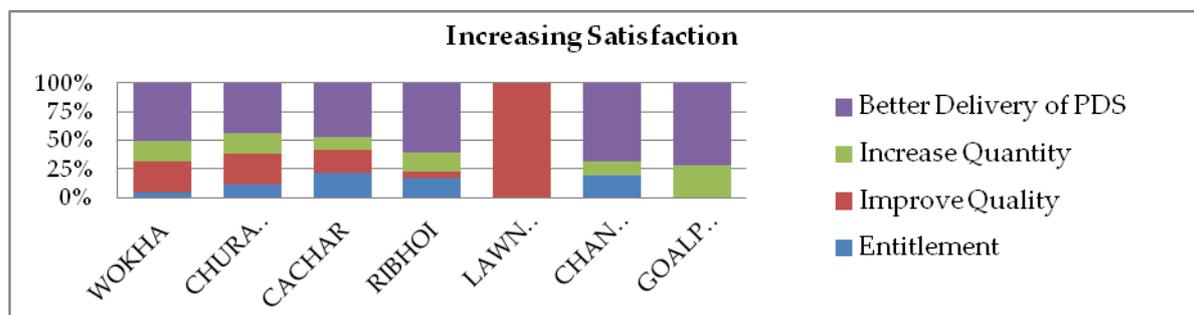


Figure 66: Increasing Satisfaction

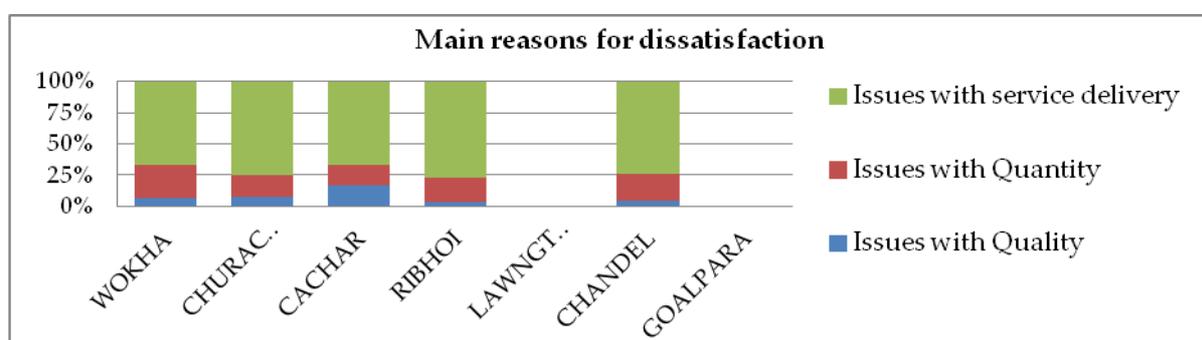


Figure 65: Main reason for dissatisfaction

Lack of awareness, poor quality of service delivery and lack of transparency are the three major reasons of dissatisfaction among the beneficiaries. In Lawngtlai, the beneficiaries felt there was a need to increase awareness on roles and responsibilities of the vigilance committee and on the grievance redressal mechanism in the PDS. Beneficiaries in Ribhoi felt there was a need to create awareness on all the entitlements of PDS.

In Churhandpur the beneficiaries felt that timely issue and distribution to the food grains would increase their satisfaction levels. Selling the consumable items to the beneficial at control rates was a step recommended by beneficiaries in Chandel. In Wokha there was a need to have fair price shop, as none are operating in the district presently. Shortage of food grains (wheat and rice) and kerosene and poor quality of ration are the other issues plaguing the PDS program.

Also, the beneficiaries across districts said that increasing the transparency would enhance their satisfaction. In Churhandpur, the beneficiaries felt that there was a need to increase awareness on PDS scheme /guidelines at the village level. They felt that prices and quantity should be according to the issue rate of the government. In Ribhoi the users felt it would be beneficial to display on prices in the shop. The



beneficiaries in Chandel felt that the selection of fair price shop agents should be done by the public and not government officials. In Cachar users voiced the need to display vigilance committee members in front of shop.

PDS: Gender and Minority

Nearly 37% of the women respondents informed that the names of all their household members are not included in the ration card; and it was also found that only 60% of the females agreed that they are getting commodities as per their entitlements. More than 90% of the female beneficiaries agreed that the information provided in awareness generation helpful. Nearly 71% of the female beneficiaries collected the ration themselves vis-à-vis 53% male beneficiaries.

More than 95% of people belonging to ST communities are aware of the process involved in the PDS scheme; among the ST population, only 63% of them informed that the names of all the household members in their families have been included in the ration cards. The satisfaction level with the program is 56% of ST and 70% OBCs are partially satisfied.

The scheme is important in terms of its potential for substantially improving the food security in the country however needs proper implementation and increased accountability.



JANANI SHISHU SURAKSHA KARYAKRAM (JSSK)

Janani Shishu Suraksha Karyakram

JSSK is a scheme launched in June 2011, by Ministry of Health and Family Welfare, Government of India under National Health Mission with an aim to encourage all pregnant women to deliver in Public Health Facilities.

Objectives:

- To encourage all pregnant women to deliver in Public Health Facilities and fulfil the commitment of achieving cent % Institutional deliveries.
- It will also help to reduce the Maternal Mortality Ratio (MMR) and Infant Mortality Rate (IMR).

Eligibility

- All pregnant women going to government health institution for delivery
- All sick infant (below 1 year of age) going to government health institution for treatment

Entitlements of JSSK²⁹

The following are the entitlements of all pregnant women covered under the JSSK scheme:

- Free and zero expense Delivery and Caesarean Section
- Free Essential Diagnostics (Blood, Urine tests and Ultra-Sonography etc.)
- Free Drugs and Consumables
- Free Diet during stay in the health institutions (up to 3 days for normal delivery & 7 days for caesarean section)
- Free Provision of Blood(on replacement basis)
- Free Transport from Home to Health Institutions
- Free Transport between facilities in case of referral
- Drop Back from Institutions to home after 48hrs stay
- Exemption from all kinds of User Charges

²⁹ Taken from the 'Guidelines for Janani-Shishu Suraksha Yojana' by the Maternal Health Division, MoHFW, GoI, 2011.



The following are the entitlements of all sick infants (upto 1 year) covered under the JSSK scheme:

- Free and zero expense treatment
- Free drugs and consumables
- Free diagnostics
- Diet for mother during the stay of sick children in hospital for 5 days
- Free provision of blood (donors to be provided by attendants)
- Free transport from home to health institution
- Drop back from institutions to home
- Free transport between facilities in case of referral
- Drop back from institutions to home
- Exemption from all kinds of User Charges

Application process and documents required

There is no separate application process for this program. Any pregnant women who are admitted to a government/public hospital for ante-natal of delivery will be eligible for the above mentioned services and entitlements.

Literature Review

JSSK has been successful in increasing institutional deliveries, thereby improving the antenatal care. It has also increased the NICU (Neo-natal Intensive Care Unit) admission rate in government centres, with increased use of modern modalities across all socioeconomic strata. The increase in the preterm admission rate & reduced preterm mortality has had a huge impact on the NMR (Neonatal Mortality rate) over the long run. However, NICUs will have to be strengthened in terms of doctor- bed & nurse-bed ratios and decrease unnecessary transfers due to non vacancy to magnify the effects of JSSK in the society (Kakkad, Patel, & Patel, 2014). In a study that assessed the impact of this cashless delivery scheme on out-of-pocket expenditure for institutional delivery in an slum areas showed that the introduction of JSSK appears to have reduced the out-of-pocket expenditure; the extent of risk protection is however inadequate. However a rigorous implementation of JSSK may further reduce the financial hardships faced by households by improving access and utilization of institutional deliveries (TRIPATHI & SAINI) In a research by an attempt was made to study the impact of referral transport system on institutional deliveries. The results show a positive effect of referral transport service on increasing institutional deliveries. However, this needs to be backed up with



adequate supply of basic and emergency obstetric care at hospitals and health centres. (Prinja, Jeet, Kaur, & Aggarwal)

JSSK- Citizen Report Card

174 beneficiaries across 7 districts were interviewed under the CRC exercise. The CRC covered all aspects of JSSK including socio-economic profile, program awareness, transparency, quality of services provided and recommendations by end-users to improve the implementation of the scheme. Each of the following aspects is discussed in detail below, to understand the performance of the respective districts.

JSSK: Demographic Profile

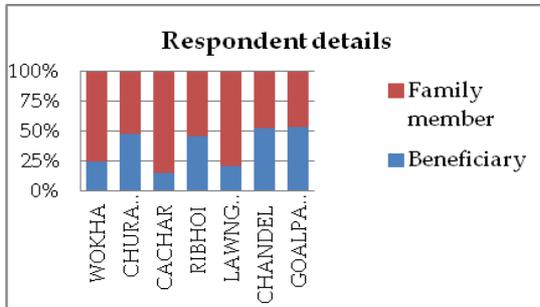


Figure 67: Respondent details

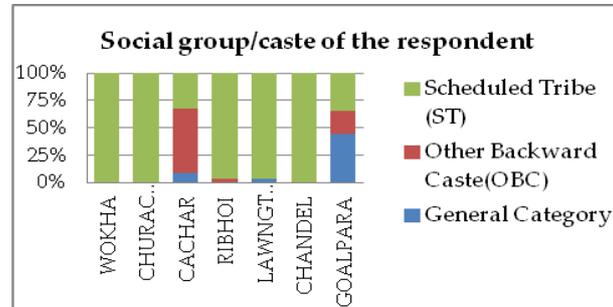


Figure 68: Social group/caste of the respondent

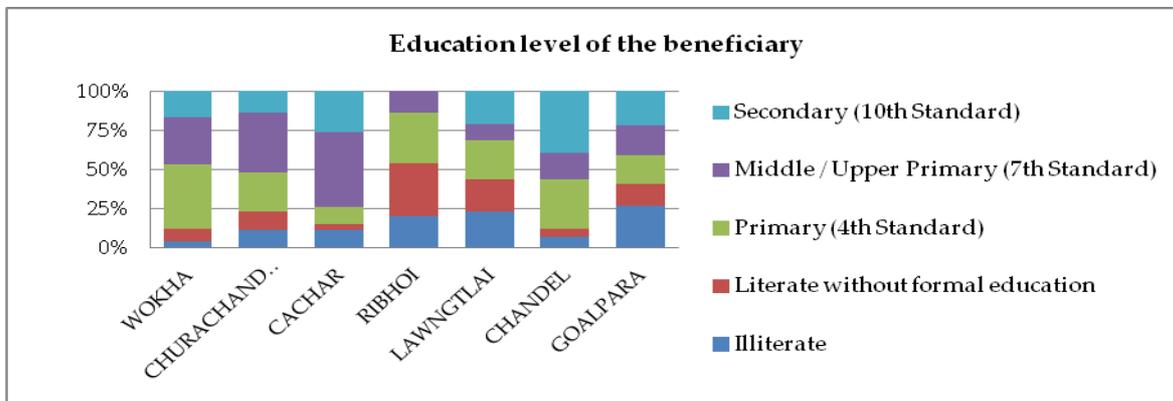


Figure 69: Education level of the beneficiary

More than 40% of the JSSK respondents in the CRC were beneficiaries themselves except in the districts of Wokha, Cachar and Lawngtlai.. Across districts (except in Goalpara and Cachar), almost all beneficiaries were from scheduled tribes. In Goalpara and Cachar, around 30% of the beneficiary families belonged to the general category. The average literacy level in these districts is more than 80%, higher than



the national average of rural literacy of 64%³⁰. In Chandel, 40% of the respondents had completed secondary school, the highest among all the districts.

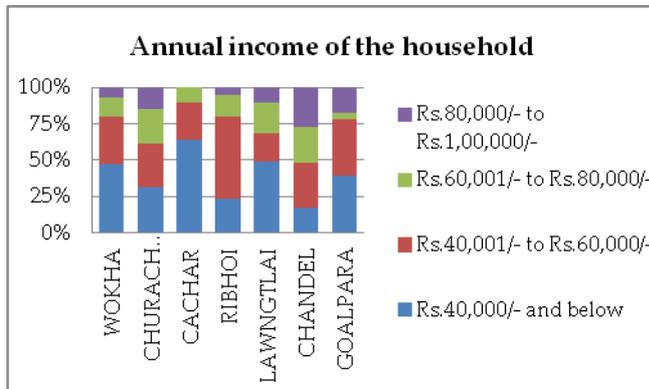


Figure 70: Annual income of the household

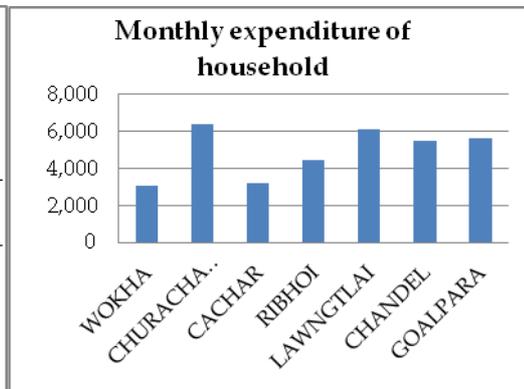


Figure 71: Monthly expenditure of household

In Lawngtlai, 60% of the households earn less than Rs 40,000 per annum (p.a) that is below poverty line. Chandel at 30% has the highest proportion of households earning between Rs 80,000 to Rs 1 lakh p.a. In Churachandpur and Lawngtlai households spent an average of Rs 6000 per month (p.m). In Wokha and Cachar the monthly expenditure is less than Rs 3000 p.m.

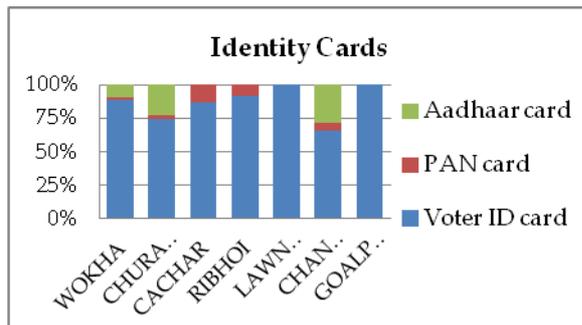


Figure 74: Identity Cards

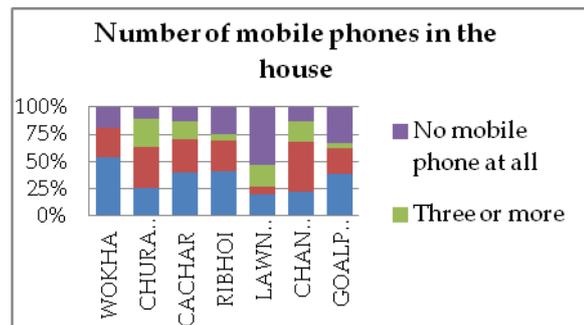


Figure 75: Number of mobile phones in the house

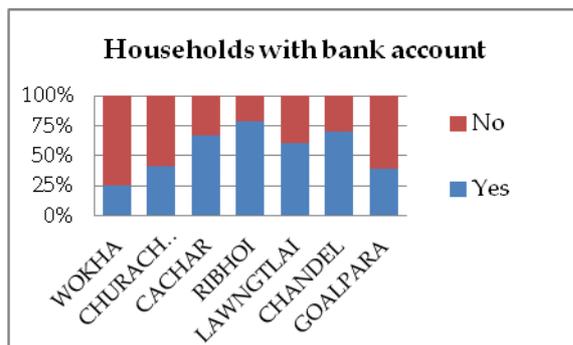


Figure 73: Households with bank account

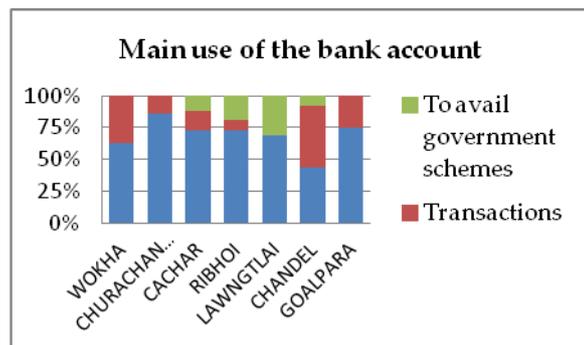


Figure 72: Main use of the bank account

³⁰ CENSUS 2011



Aadhaar Card has been launched only in the districts of Wokha, Churachandapur and Chandel. In these districts around 25% of the beneficiaries possess one. Voter ID is the primary photo identity card held by most beneficiaries across districts. Mobile phone penetration is the highest in Churachandapur, Cachar and Chandel, around 90%. In Lawngtlai, less than 50% of the beneficiary households own mobile phones. Nearly 75% of beneficiary households in Wokha, followed by around 60% in Churachandapur and Goalpara do not own a bank account. In Ribhoi, 75% households have a bank account. The bank account is mainly used for savings and transactions; only in Lawngtlai 25% of the beneficiaries use it to avail government schemes.

JSSK: Awareness and Access

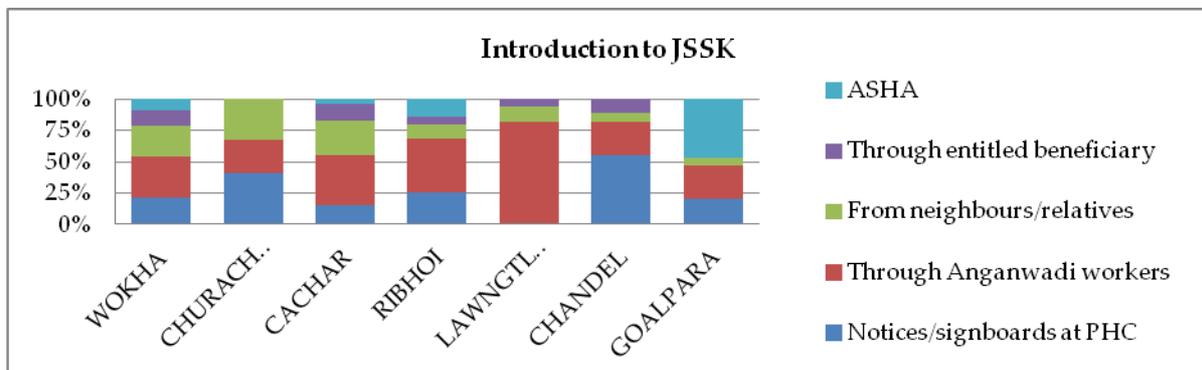


Figure 76: Introduction to JSSK

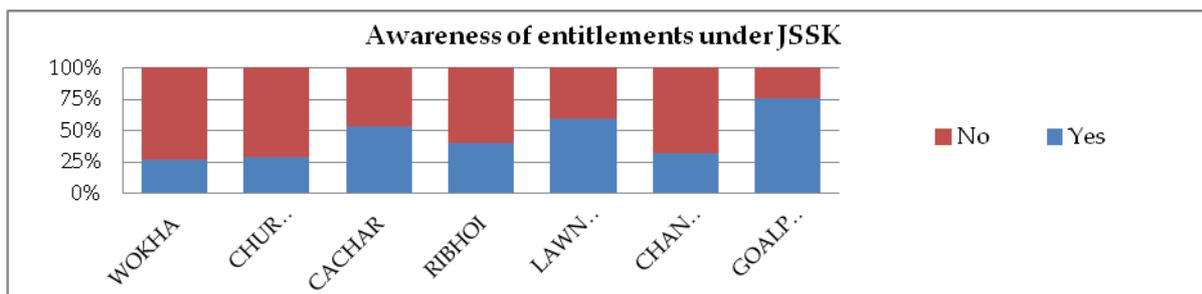


Figure 77: Awareness of entitlements under JSSK

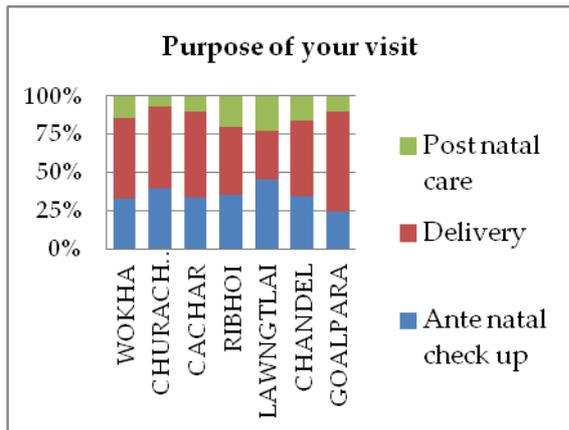


Figure 78: Purpose of your visit

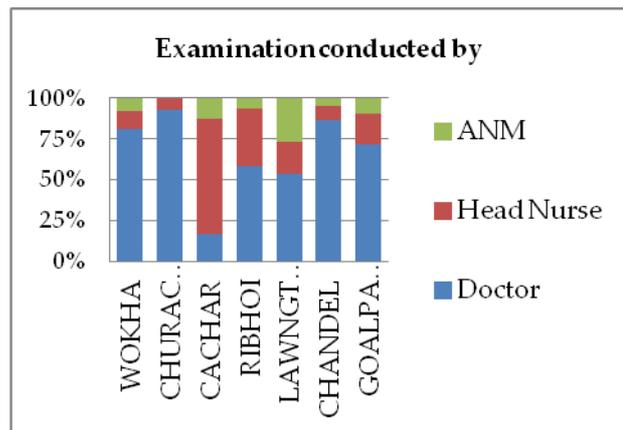


Figure 79: Examination conducted by

In Lawngtlai, Anganwadi workers played a significant role in spreading information about the Programme - in 80% of the cases. Around 25% of the beneficiaries in Wokha, Churachandapur and Cachar came to know about the program from neighbours and relatives. Goalpara present a different picture with more than 30% users reporting ASHA having played a role in introducing them to the Programme followed by information gathered from IEC outputs such as wall paintings and posters.

However, the overall awareness level about entitlements under the JSSK scheme was quite low, i.e. less than 50% of the beneficiaries were aware of their entitlements under JSSK (except Goalpara where 75% beneficiaries were aware about it).

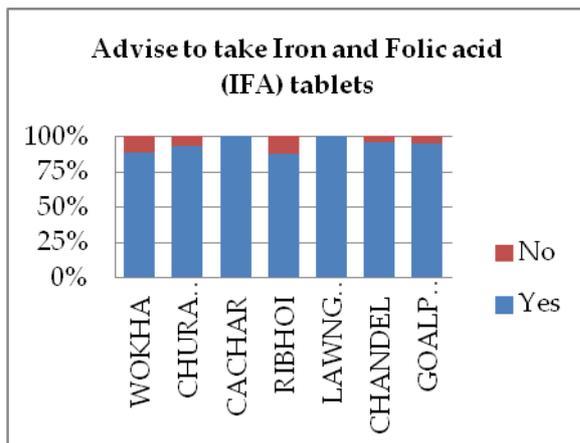


Figure 81: Advise to take Iron and Folic acid (IFA) tablets

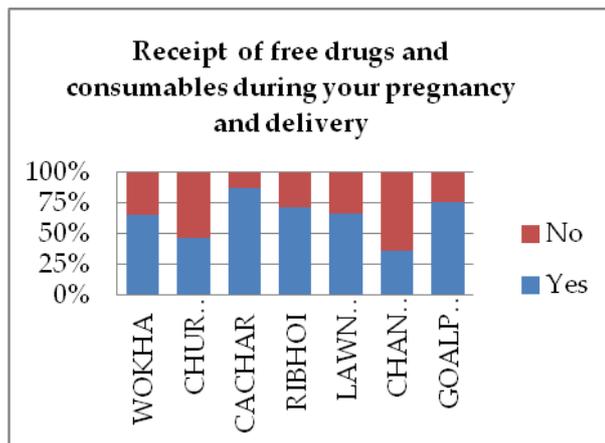


Figure 80: Receipt of free drugs and consumables

More than 90% of beneficiaries were advised to take Iron and Folic acid (IFA) tablets. Across districts nearly 70% of beneficiaries received free drugs and consumables during your pregnancy and delivery, except in Churachandpur and Chandel where less than 50% had received the free medicines.

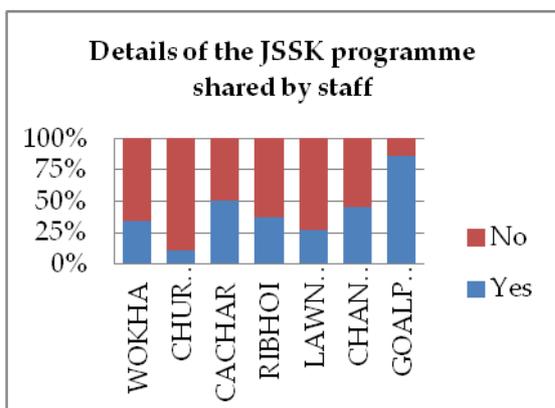


Figure 83: Details of the JSSK programme shared by staff

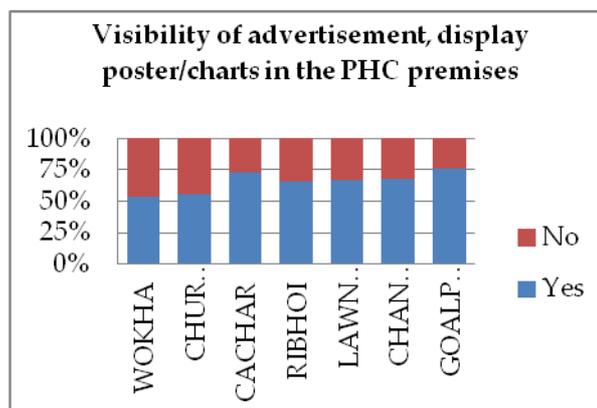


Figure 82: Visibility of advertisement, display poster/charts in the PHC

The details of the JSSK programme were not shared by the staff, except in Goalpara. In nearly 40% of the cases, the visibility of advertisement, display poster/charts in the PHC premises was missing. In Goalpara and Chandel nearly 70% of the times the advertisement and display/charts were visible.

JSSK: Usage and Quality

During the course of admission the beneficiaries can avail Free Entitlements for pregnant women and Free Entitlements for Sick new born. Among the free entitlements for women, the free and cashless delivery was the most popular. Almost 90% of all beneficiaries availed the same. Among the other facilities free diagnostics and free food during stay in hospital was also quite popular.

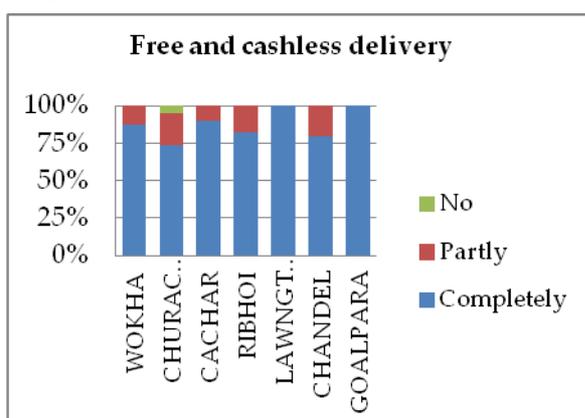


Figure 85: Free and cashless delivery

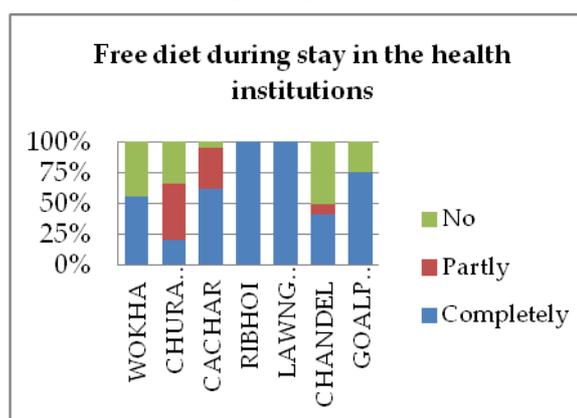


Figure 84: Free diet during stay in the health institutions

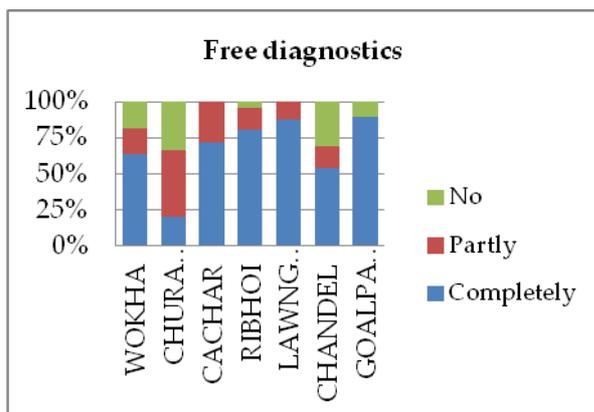


Figure 88: Free diagnostics

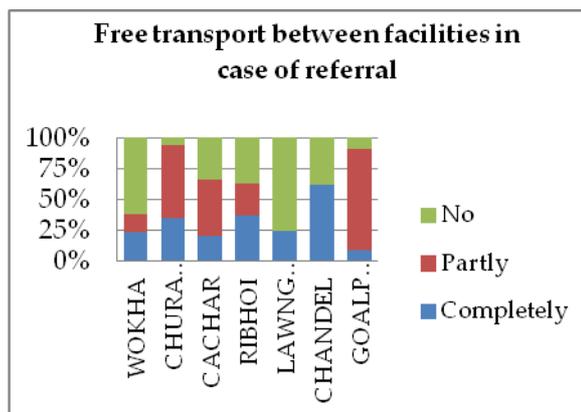


Figure 89: Free transport between facilities in case of referral

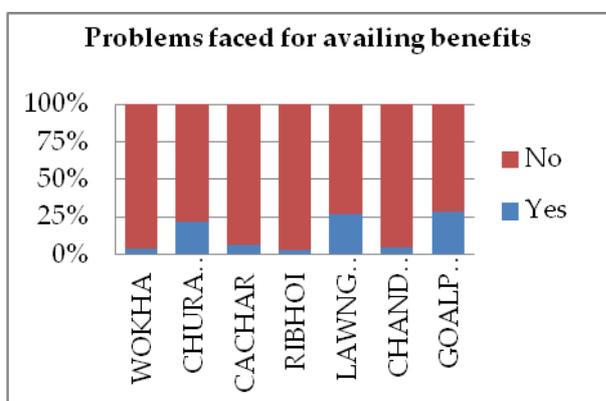


Figure 87: Problems faced for availing benefits

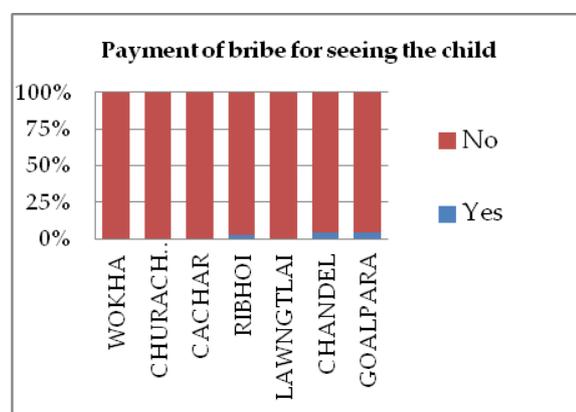


Figure 86: Payment of bribe for seeing child

In 95% of the cases, beneficiaries were not asked to pay any money for their delivery or even seeing the child post delivery. In Wokha the level of transparency in the implementation of JSSK was the highest as the availability of doctor for delivery was almost 95% and the incidences of bribery was also the least.

Among the districts, the incidence of bribery for an institutional delivery was about 15% in Chandel and Lawngtlai. Only in these two districts, 10% of the beneficiaries were asked to pay a bribe for seeing the child, post delivery.

Information on the Janani Suraksha Yojana (cash incentive to the mother for institutional delivery) was also taken, and it indicates that there is high level of variation in awareness levels regarding the scheme (ranging from 91% in Goalpara to 29% in Lawngtlai). However, among those who were aware of the scheme did receive the incentive which again ranged from Rs. 1400/- in the districts of Assam and Rs. 700/- in the rest of the districts. As per the government norm Assam being one of the low performing States, JSY incentive is Rs.1400 while it is Rs.700 in other States.



JSSK: Problems and Resolution

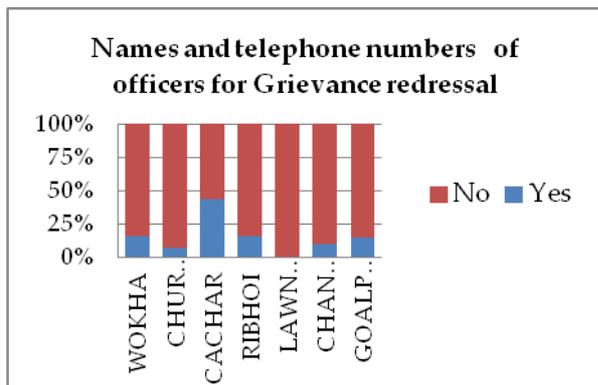


Figure 91: Availability of details for grievance redressal

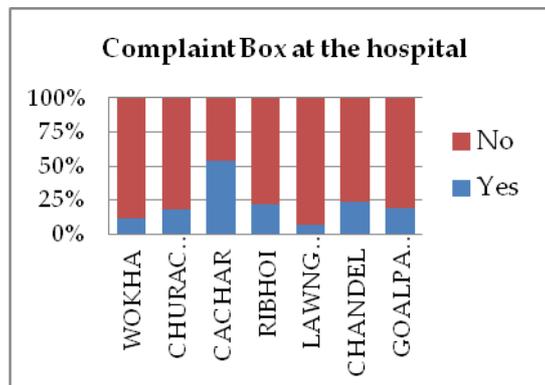


Figure 90: Complaint Box at the hospital

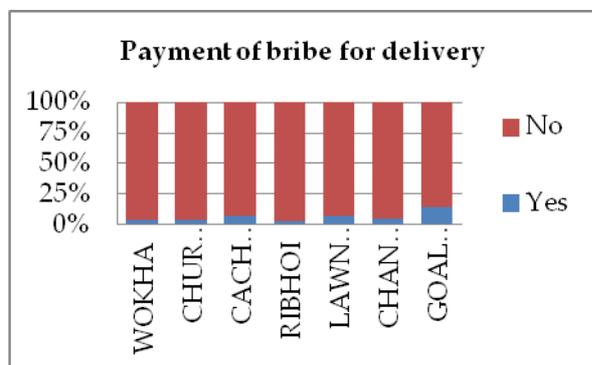


Figure 92: Payment of bribe for delivery

In 80% of the cases, none of the beneficiaries faced any problem when availing benefits under JSSK. Only in Lawngtlai and Goalpara close to 20% of the beneficiaries said to have faced issues in service delivery. However in these two

districts less than 30% of the beneficiaries complained to an official regarding the same. In Chandel, where less than 10% of the beneficiaries faced issues with JSSK all contacted some official regarding the same.

In all the districts the visibility of names and numbers for grievance redressal was limited. Only in Cachar close to 40% of the beneficiaries said they have seen these details. Also, in Cachar close to 50% of the beneficiaries reported seeing a complaint box at the hospital. In all other districts less than 30% of the beneficiaries said they has seen a complaint box.



JSSK: Satisfaction

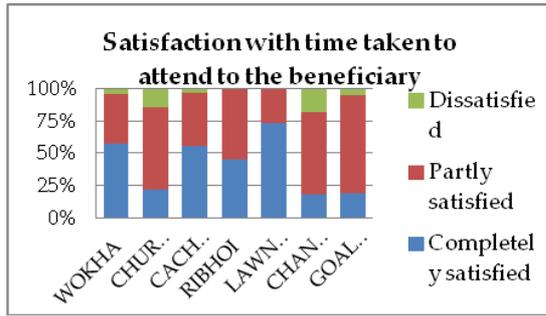


Figure 95: Satisfaction with time taken to attend to the beneficiary

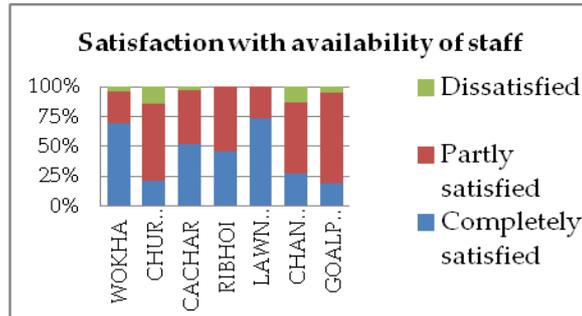


Figure 94: Satisfaction with availability of staff

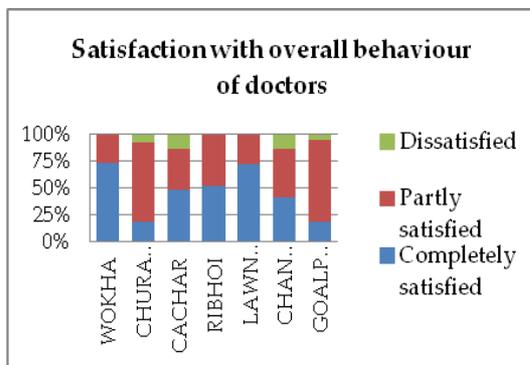


Figure 96: Satisfaction with helpfulness of staff

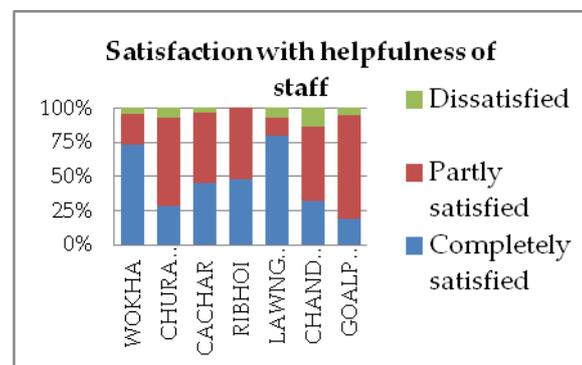


Figure 93: Satisfaction with overall behaviour of doctors

As it is important to know the satisfaction of the service users, an attempt was made to understand the same. In Wokha and Lawngtlai, 70% of the beneficiaries were completely satisfied with the availability of staff under JSSK. The level of dissatisfaction with the availability of staff and time taken to attend to the

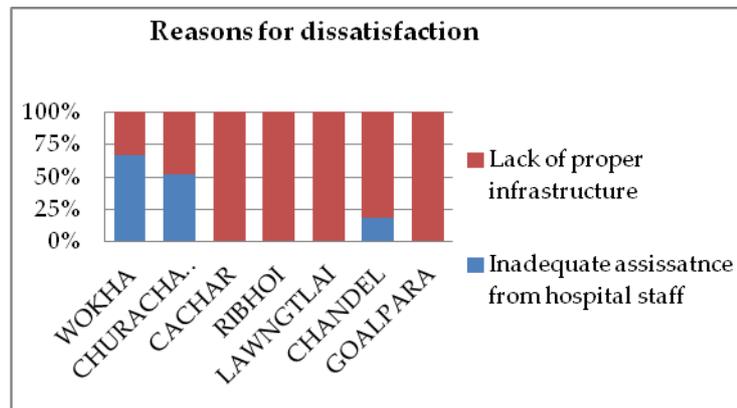


Figure 97: Reasons for dissatisfaction

beneficiary was the highest in Churachandapur and Chandel. Again, satisfaction with the helpfulness of the staff was the highest in Wokha and Lawngtlai. Among the districts, overall satisfaction with the quality of services was the highest in Wokha and Lawngtlai. Dissatisfaction levels were high in Churchandapur and



Chandel. None of the districts were completely satisfied with any particular aspect of the program, most expressing only partial satisfaction was reported.

In Wokha and Churachandpur, more than 50% of the beneficiaries felt that there was inadequate assistance from the hospital staff. Across all other districts, the main reason for overall dissatisfaction was the lack of proper infrastructure at the facilities, such as medical staff, beds, unavailability of medicines etc.

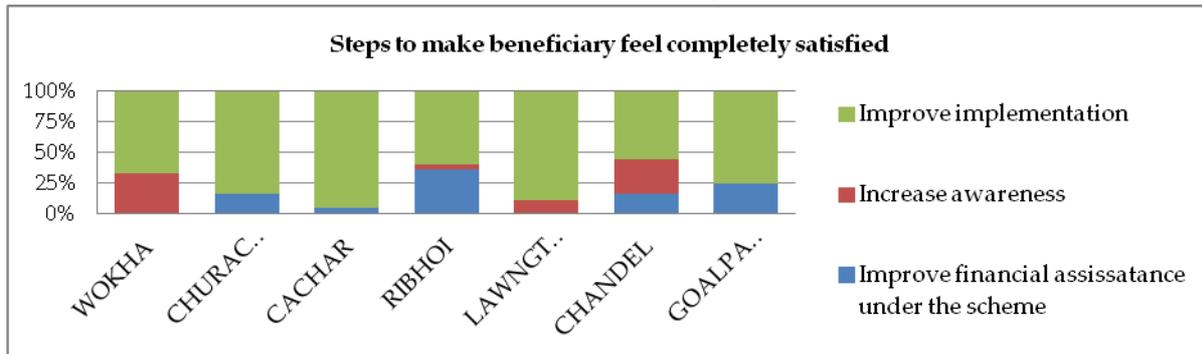


Figure 98: Steps to make beneficiary feel completely satisfied

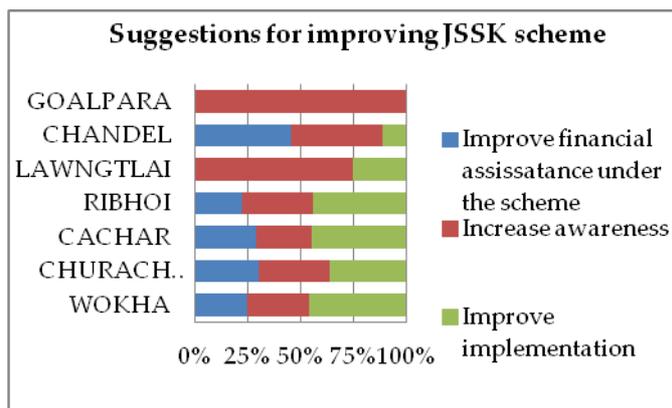


Figure 99: Suggestions for improving JSSK scheme

Close to 80% of all beneficiaries feel that improvement in the implementation of the scheme would increase their satisfaction level. In Goalpara, all the beneficiaries said that increasing awareness and entitlements would help in improving the JSSK scheme. Lack of proper infrastructure was the main reason for dissatisfaction.

More than half the beneficiaries in Chandel felt that improving financial assistance under the scheme would help in improving JSSK scheme further. In Wokha, 50% of the beneficiaries felt that improving the implementation of the scheme, i.e improving the service delivery would help in improving the scheme overall. Overall all beneficiaries pointed out that increasing awareness would help in raising the performance of the scheme on the whole.



JSSK: Gender and Minority

Less than 45% of female beneficiaries agreed that the information provided in awareness generation is helpful. Nearly 70% of the female beneficiaries in Lawngtlai and Chandel got all their entitlements. Only 9% females informed that they faced problems in availing benefits under the scheme in the last one year. The satisfaction level with the program is around 50% males and females are partially satisfied.

More than 95% of people belonging to ST communities are aware of the process involved in the JSSK scheme; and in Cachar and Goalpara, the OBCs and general population awareness was around 70%. The satisfaction level with the program is 52% of ST and 73% general category are partially satisfied.

The scheme is important in terms of its potential for substantially improving the maternal health in the country.



INTEGRATED CHILD DEVELOPMENT SCHEME (ICDS)

Integrated Child Development Scheme

Integrated Child Development Scheme (ICDS) was established by the Ministry of Woman and Child Welfare Government of India in 1975, and has been instrumental in improving the health and wellbeing especially of mothers and children under 6 years of age by providing health and nutrition education, health services, supplementary food, and pre-school education.

Objectives:

- Improve the nutritional status of preschool children aged 0-6 years
- Lay the foundation for proper psychological, physical and social development of the child
- Reduce the incidence of mortality, morbidity, malnutrition and school drop out
- Achieve effective coordination of policy and implementation in various departments to promote child development
- Enhance the capability of the mother to look after the normal health and nutritional needs of the child through proper nutrition and health education.

Eligibility

- Pregnant women
- Nursing Mother
- Children less than 6 years of age
- Adolescent girl (11 to 18 years of age)

Entitlements of ICDS

- Pregnant Women: Health check-ups, supplementary nutrition, health education
- Nursing Mothers: Health check-ups, supplementary nutrition, health education
- Children less than 3 years: Supplementary nutrition, health check-ups, immunisation, referral services



- Children between 3-6 years: Supplementary nutrition, health check-ups, immunisation, referral services, non formal education
- Adolescent Girls (11-18 years): Supplementary nutrition, health education

Application process & documents required

There is no application process; all the eligible persons will have access to the services mentioned above from nearest Anganwadi Centre.

Other Important Information

All these services are provided in the Anganwadi Centre which is located within the community itself. There are an Anganwadi Worker (AWW) and a Helper in the Anganwadi Center, who provide these services. The Centre opens for 6 days per week.

In areas like hilly terrain, riverine area, tribal area, and difficult area, there should be one Anganwadi Centre for each 300 to 800 persons and one Mini-Anganwadi Centre covering 150 to 300 persons. In other rural and urban area, it is one Anganwadi Centre for a population of 400 to 800 and one Mini-anganwadi Centre for 150 to 400 persons.

Literature review

Here is a quick literature review of the studies carried out on the impact of ICDS on child nutrition and development and capacity enhancement of the mother.

ICDS is the world's largest integrated early childhood programme, with over 40,000 centres nationwide. Since its inception in 1975, the programme has matured and expanded, despite difficulties in adapting to the vastly different local circumstances found on the Indian subcontinent. Evaluation studies have found that, despite some unevenness in the quality of services, the ICDS programme has had a positive impact on the survival, growth, and development of young children (UNICEF).

However the dominant focus of ICDS on food supplementation has hampered the other tasks envisaged in the program which are crucial for improving child nutritional outcomes. For example, not enough attention is given to improving child-care behaviours, and on educating parents how to improve nutrition using the family food budget. Older children (between 3-6 years) participate in the program much more than younger ones and children from wealthier households participate much more than poorer ones. ICDS fails to preferentially target girls, lower castes or poorest villages, all of whom are at higher risk of under nutrition (World Bank,



2007). Overall ICDS has had limited success in meeting its goals of reducing child malnutrition in India. Some modifications are needed towards this end. Firstly, programme coverage and fund allocation need to be shifted towards states with the highest prevalence of child malnutrition. Secondly, efforts have to be made to ensure that funds are fully utilized in the few states where this is not the case. Thirdly, the impact of the programme on recipients can be enhanced by changing some aspects of programme design and implementation. With such changes, the substantial resources allocated to the ICDS can be used more effectively for raising future generations of healthy children (Lokshin, Gragnolati, & Ivaschenko, 2006).

A research study on training given to the AWWs indicates that there is a need for a paradigm shift from being a knowledge focused to being one that strengthens AWWs' ability to identify problems, infer appropriate action and subsequently render personalised counselling to caregivers (Chaturvedi & Nakkeeran, 2014).

ICDS: Citizen Report Card

The programme has reached over 8 million expectant and lactating mothers along with 50 million children (under 6 years of age) (UNICEF, 2010). However, a World Bank study³¹ has highlighted certain key shortcomings of the programme including inability to target the girl child improvements, participation of wealthier children more than the poorer children and lowest level of funding for the poorest and the most undernourished states of India.

Under this CRC exercise 387 beneficiaries across 7 districts were interviewed. The CRC covered all aspects of ICDS such as socio-economic profile, program awareness, transparency, quality of services provided and recommendations by end-users to improve the implementation of the scheme. Each of the following aspects is discussed in detail below, to understand the performance of the respective district.

³¹ WORLD BANK (2009)

The Integrated Child Development Services Program (ICDS) – Are Results Meeting Expectations?



ICDS: Demographic Profile

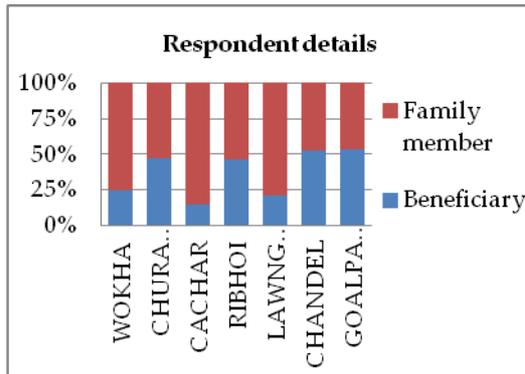


Figure 101: Respondent details

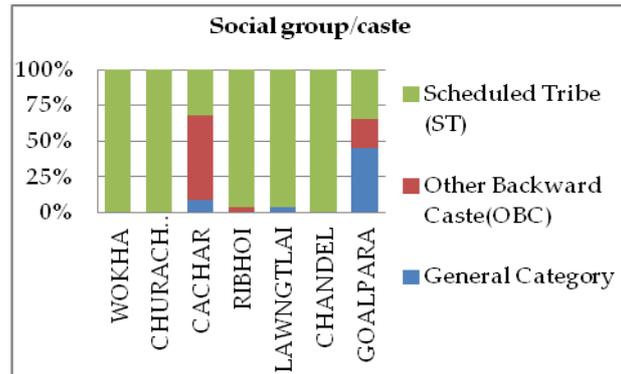


Figure 100: Social group/caste

Less than 50% of the respondents were beneficiaries. All the beneficiaries in Wokha, Churachandpur, and Chandel and 95% of the beneficiaries in Ribhoi and Lawngtlai were Scheduled Tribes. Around 45% of the beneficiaries in Goalpara are from the general category and 60% of the beneficiaries in Chachar belong to the OBC category. In Wokha and Chandel at 80% literacy has the highest number of literates (primary, secondary and higher secondary education) through formal education, this is much higher than the average rural literacy rate of India at 69%. In Goalpara, around 25% of the beneficiaries were completely illiterate without any formal/informal education.

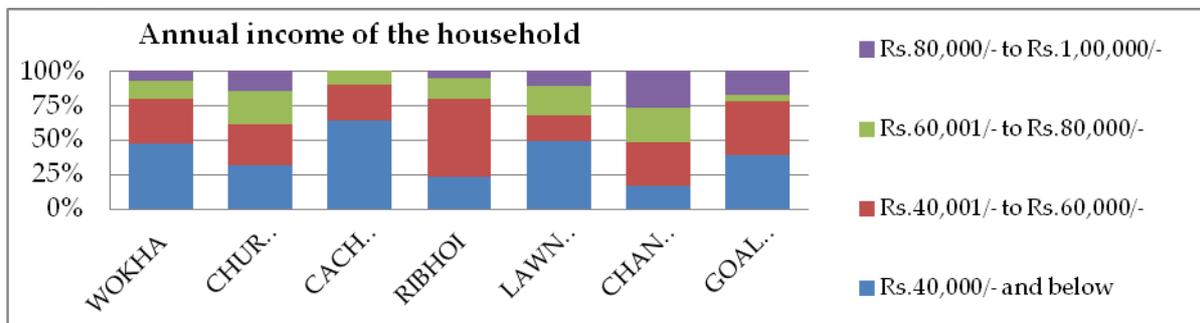


Figure 102: Annual income of the household

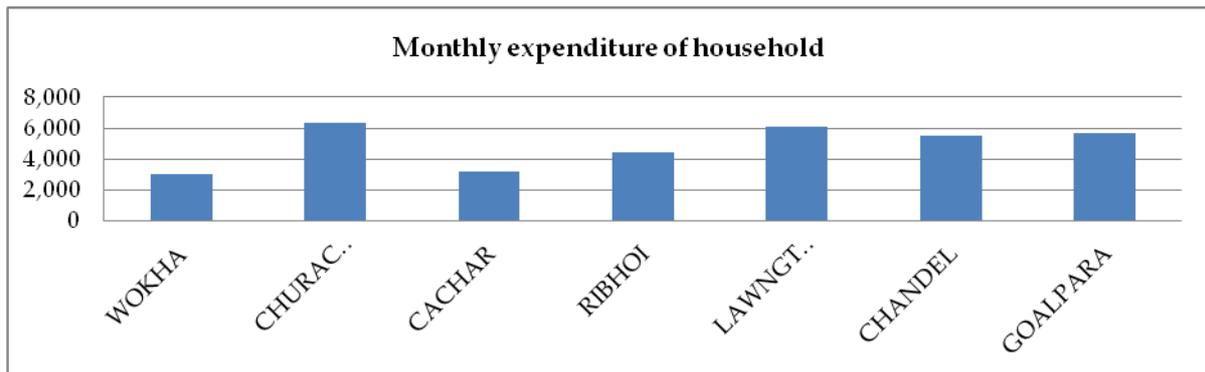


Figure 103: Monthly expenditure of household

In India 22% of the population continues to live BPL³² (below poverty line) and malnutrition is prevalent in close to 50% of the children under 5 years of age of children . In the past four decades since its inception the ICDS has played a major role in tackling malnutrition and maternal health in the country (Three Decades of ICDS – An Appraisal, 2005)³³. There is a strong link between poverty and malnutrition (Schiff & Valdes, 1990). Households earning less than Rs. 40,000 per annum (at 2001-02 prices) are dubbed as low income³⁴. In Cachar, 70% of the households earn less than Rs 40,000 per annum (p.a). In Chandel, 25% of the population earns between Rs 80,000 and Rs 1 lakh per annum. Across districts, around 30% of the beneficiaries earn between Rs 40,000 to Rs 80,000 per annum. Wokha Official with who complained lodged the lowest monthly expenditure of household.

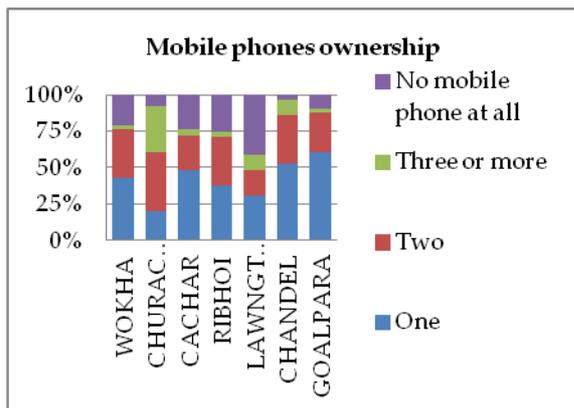


Figure 104: Mobile phones ownership

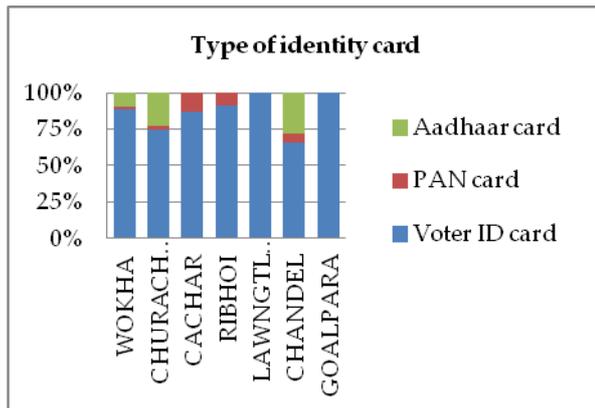


Figure 105: Type of identity card

³² RBI (2012)

³³ Ministry of Women & Child Development

³⁴ NCAER



Aadhaar Card has been launched only in the districts of Wokha, Churachandpur and Chandel, in these districts around 25% of the beneficiaries are card holders. Voter ID is the primary photo identity card held by most beneficiaries across districts. Mobile phone penetration of this area is around 80% (except Lawngtlai) which is slightly more than with the national average of 75%³⁵. In Lawngtlai only 30% of the respondent beneficiary own one or more mobile phones. In the case of Chandel, 15% of the beneficiaries owned 3 or more phones.

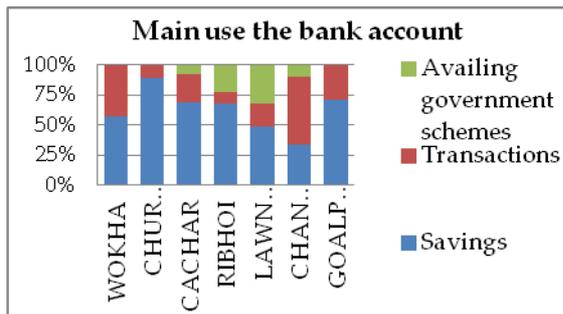


Figure 106: Main use the bank account

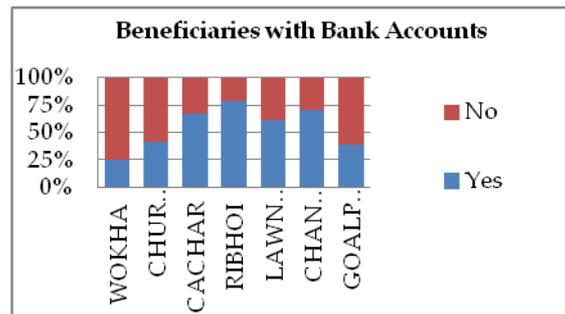


Figure 107: Beneficiaries with Bank Accounts

In India the population coverage of banking is around 39% in rural areas as against 60% in urban areas³⁶. In Goalpara and Churachandpur, 30% households owned a bank account. Around 90% of beneficiaries (except Lawngtlai and Ribhoi) used the bank accounts for savings and making transactions. In Lawngtlai, half the beneficiaries used the bank account to avail government schemes.

ICDS: Awareness and Access

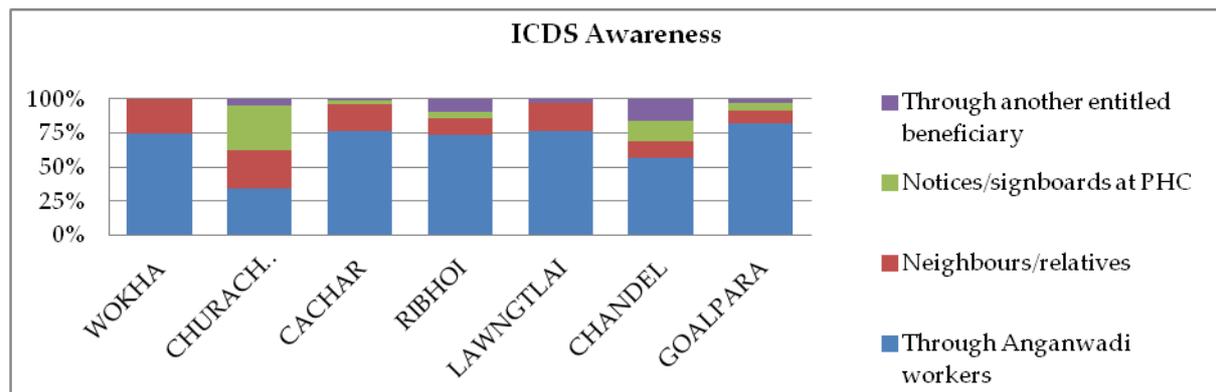


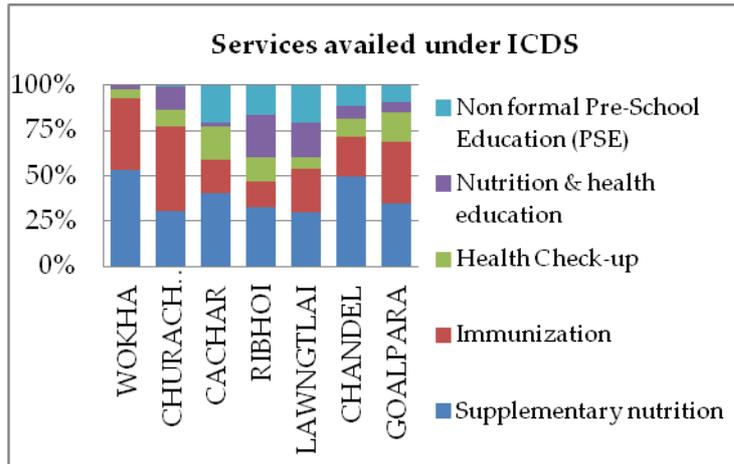
Figure 108: ICDS Awareness

³⁵ TELECOM REGULATORY AUTHORITY OF INDIA (2014)

³⁶ RBI (2007)



The Anganwadi is the focal point for the delivery of ICDS services to children and mothers. An anganwadi worker is the most important functionary of the ICDS scheme. She is a community based front line worker of the ICDS programme and plays a crucial role in promoting child growth and development. Around 70% of the beneficiaries got information on ICDS from the Angandwadi workers. Only in Churachandpur information was passed through notices and signboards, 30% beneficiaries had received information in this manner. Peer information was limited

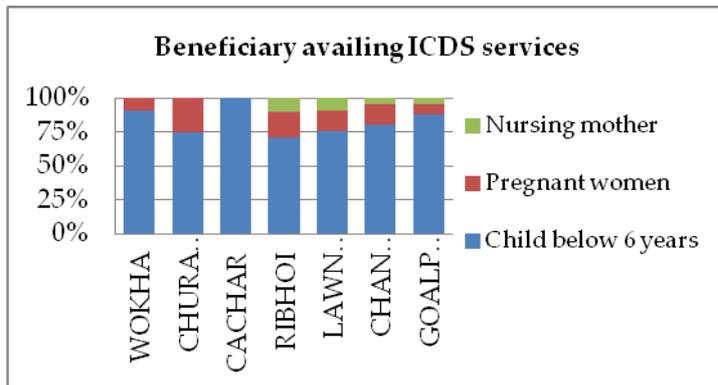


in ICDS across the districts. Of the various services offered under ICDS, supplementary nutrition is the most popular followed by the immunization services. Around 70% of all beneficiaries in Wokha, Churchandpur, Chandel and Goalpara avail these two

Figure 109: Services availed under ICDS

services. Non formal Pre-School Education is popular in Cachar, Ribhoi and Lawngtlai.

Nearly 25% of beneficiaries in Cachar have availed the health check-up service.



Across all districts nearly 75% of all beneficiaries of ICDS are children below 6 years. In Cachar all beneficiaries were children below 6 years of age.

Figure 110: Beneficiary availing ICDS services



ICDS: Usage and Quality

In order to fulfil its main objectives of improving health and nutritional level of children below 6 years and reduce instances of mortality, malnutrition and school dropouts among children ICDS sponsors several services such as immunization, nutrition and health education programme, pre-school and non-formal education etc. In Wokha and Cachar less than 5% had availed the Nutrition and Health Education under ICDS programme. In Ribhatoi more than 60% availed the Nutrition and Health Education under ICDS programme. In almost all the cases mothers and expectant mothers had attended the program. Almost 100% of the attendees agreed that the information was very useful. In Wokha none of the beneficiaries had

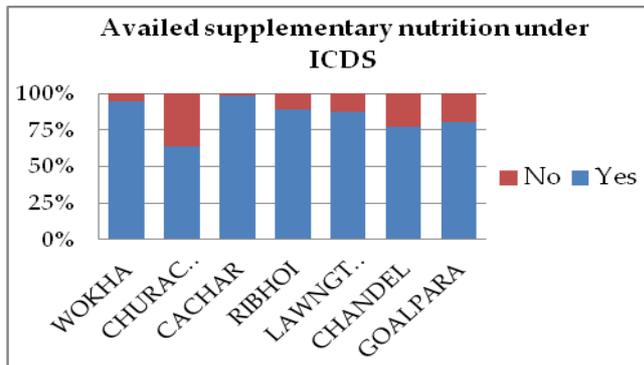


Figure 113: Availed supplementary nutrition under ICDS

attended the Non formal Pre-School Education (PSE) programme for children between 3-6years. Most activities were restricted to playing games and singing songs with children.

Supplementary Nutrition

Supplementary nutrition is one of the most popular services under ICDS.

Across districts (except Churachandpur) more than 80% of

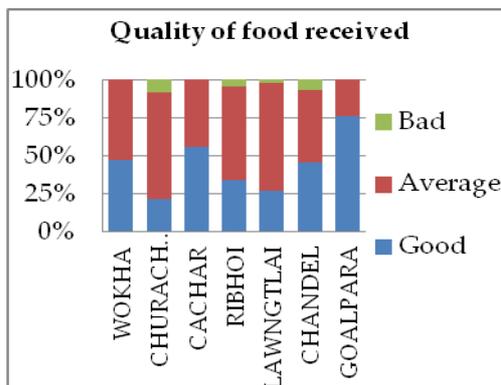


Figure 111: Quality of food received

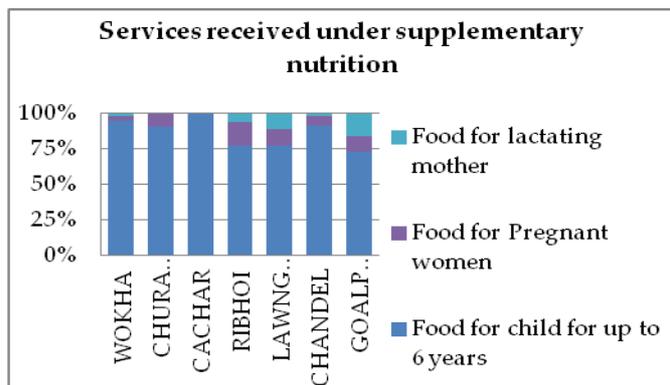


Figure 112: Services received under supplementary nutrition

the beneficiaries had availed this service. Less than 5% of beneficiaries across districts said that the quality of food was bad. In Goalpara, nearly 75% felt that the food was of good quality.



In the supplementary nutrition, most beneficiaries availed food for children below 6 years. Thus, enabling direct reduction of malnutrition and child mortality. Nearly 20% of beneficiaries in Goalpara and Lawngtlai availed food for lactating mothers under this program.

Immunization

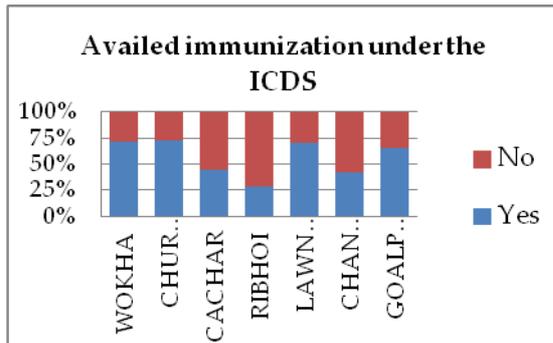


Figure 115: Availed immunization under the ICDS

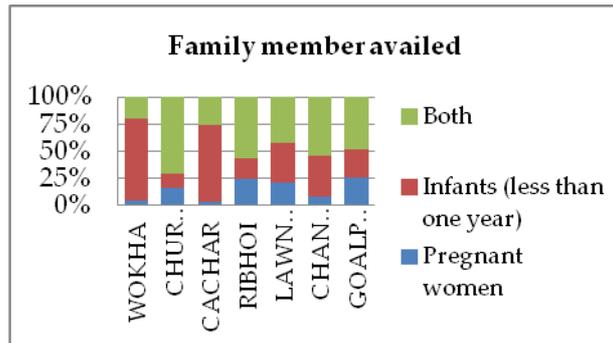


Figure 114: Family member availed

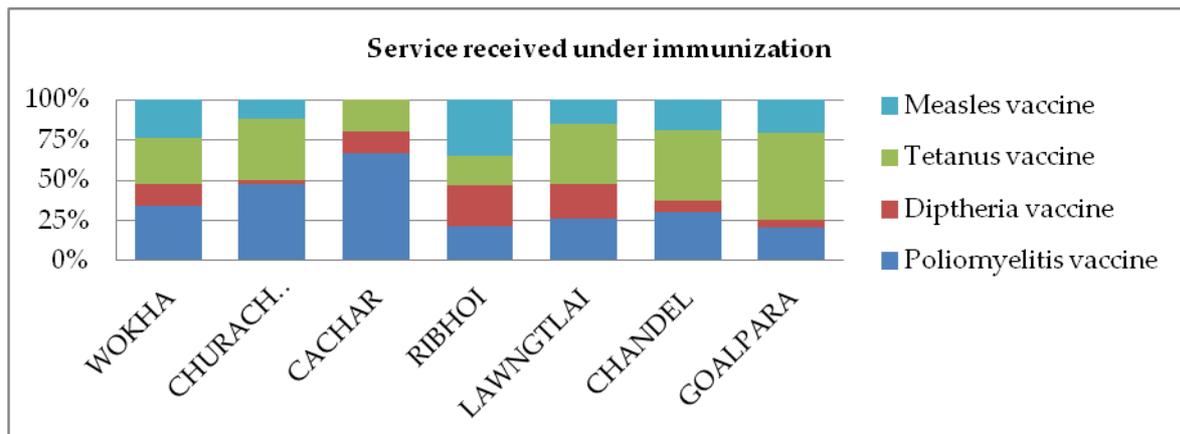
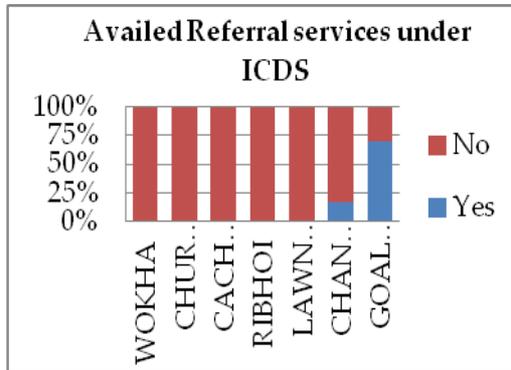


Figure 116: Service received under immunization

Except for Cachar, Ribhoi and Churhandpur nearly 70% of all beneficiaries had availed the immunization services under the program. In Ribhoi only 20% of the beneficiaries had used the immunization service. In most cases the immunization was administrated to both the pregnant women and the infant, except in Wokha and Cachar where in close to 75% cases the immunization was administrated only to infants. The polio vaccine was the most frequently used vaccine in Wokha, Churhandpur and Cachar. In Goalpara, Chandel and Lawngtlai, the Tetanus (TT) vaccine was administered to nearly 50% of the beneficiaries during pregnancy to prevent tetanus in the mother and the baby.



Referral



The referral service under ICDS has not been used by beneficiaries except in Goalpara and Chandel. The main purpose of visit to referral hospitals in Chandel was treatment of sick children and in Goalpara most beneficiaries used the referral service for treatment of malnourishment in children.

Figure 117: Availed Referral services under ICDS

Health Check-Up

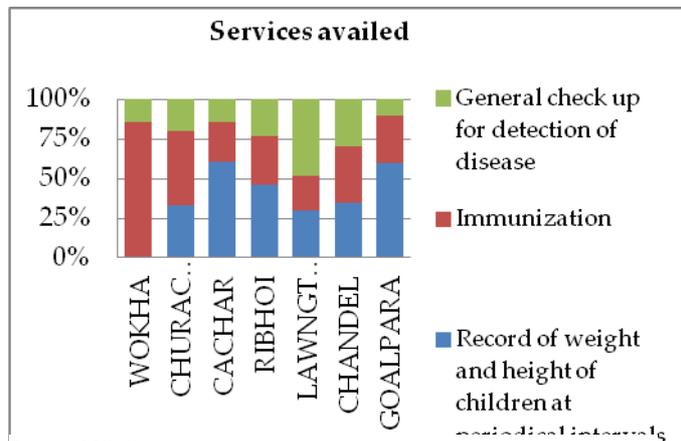
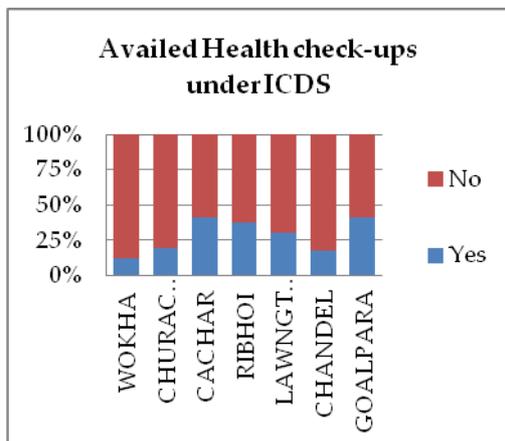


Figure 119: Services availed

Figure 118: Availed Health check-ups under ICDS

Across districts around 30% of all beneficiaries had availed the health check-ups under ICDS. In Wokha, close to 80% of health checkups were for immunization. In all other districts most health check-ups were for recording height and weight of children at regular intervals. In Goalpara, more than 50% of health checkups were to check height and weight of children at regular intervals. In Lawngtlai, close to half the checkups were general checkups for disease detection.



Non-Formal Education

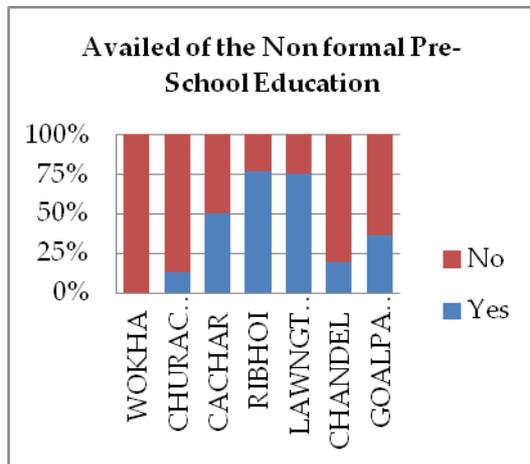


Figure 120: Availed of the Non formal Pre-School

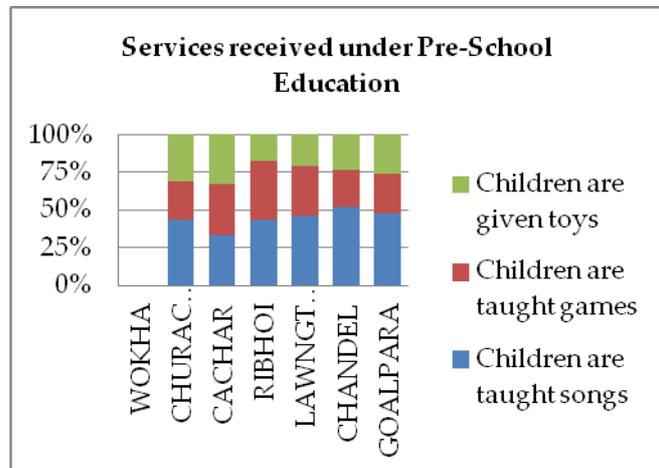


Figure 121: Services received under Pre-School Education

All beneficiaries across districts (except Churachandpur) said that they were not asked to pay money to get Pre-School Education (PSE) for their child. In Churachandpur, 10% beneficiaries said that they were asked to pay to get PSE for their child. Nature of problems faced under ICDS was mostly related to the entitlements; 50% of the problems were related to the same. Poor service of the staff was another issue flagged by around 40% of the beneficiaries.

Nutrition and Health Education

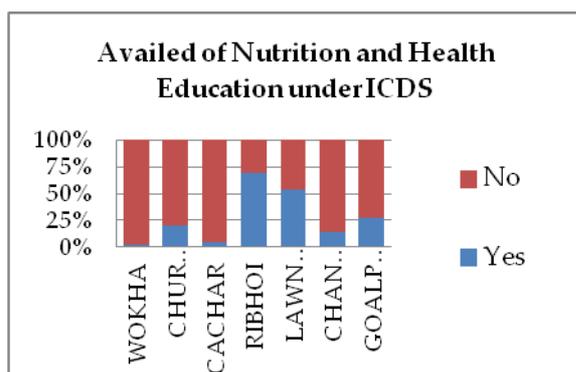


Figure 122: Services received under Pre-School Education

Among all the services provided under ICDS, Nutrition and Health Education is less frequently availed. Except in the case of Ribhoi where 70% of the beneficiaries availed this service. Most of the beneficiaries who used this service found it very useful. The mothers and expectant mothers both availed the services of non-

formal education in health and nutrition.

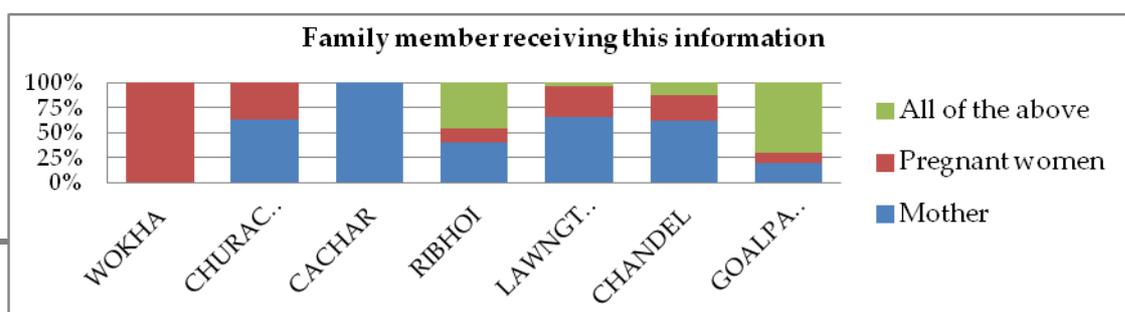


Figure 123: Family member receiving this information





ICDS: Problems and Resolution

Main issue in ICDS is the inadequate operational efficiency and accountability at all levels of the program (national, state, district and grassroots levels), absence of infrastructure, human resource (large vacancies, educational qualification and inadequate numbers), and mobility (Planning Commission, 2009). These issues are manifested in the problems faced by the beneficiaries. Nearly 50% of the beneficiaries

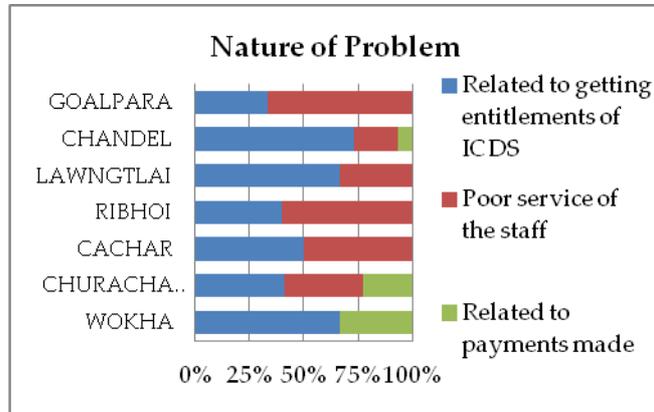


Figure 125: Nature of Problem

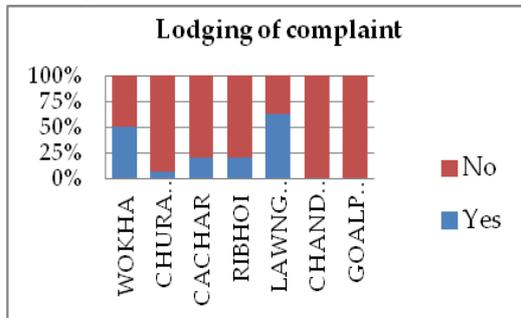


Figure 124: Lodging of complaint

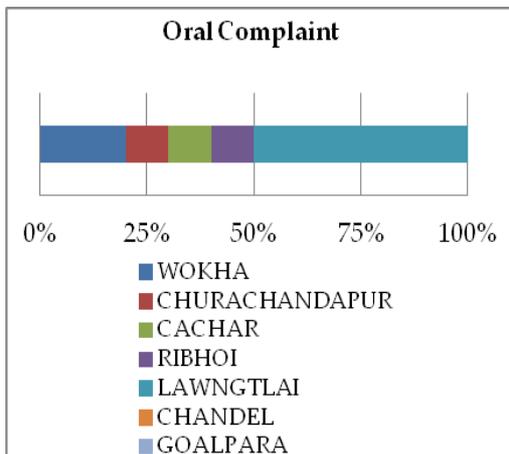


Figure 126: Oral Complaint

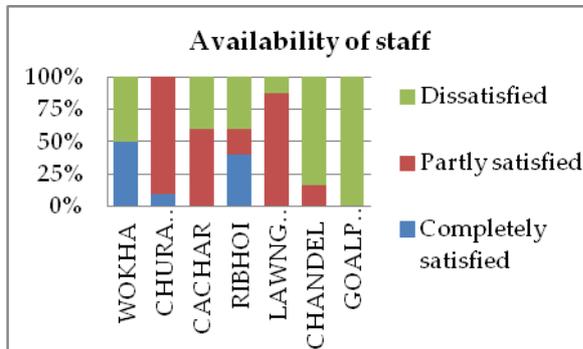
Churachandapur all complaints were lodged with the Child Development Officer (CDO)

(except Goalpara and Churachandapur) said that they faced issues in getting their entitlements under ICDS. In Goalpara, 70% users faced issues due to the poor service of the staff. In Wokha around 40% of the beneficiaries had troubles relating to payments.

Most complaints about the problems faced by the beneficiaries were made orally. Of all complaints made the highest number of complaints was from Goalpara, followed by Wokha. None of the beneficiaries from Chandel had made any complaints about their experiences under ICDS. In most cases complaint was lodged with the Anganwadi worker or Anganwadi helper. In



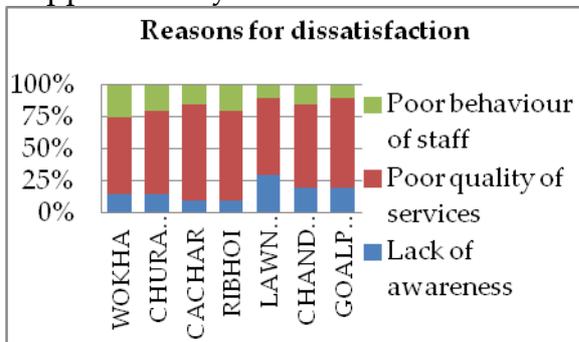
ICDS: Satisfaction



Less than 5% of the beneficiaries were completely satisfied with the behaviour of the Anganwadi workers. Majority of the beneficiaries are satisfied with the immunization under ICDS. Most beneficiaries (except Chandel) were partially satisfied with the

Figure 127: Availability of staff

Supplementary nutrition under ICDS scheme. Only in Chandel, all beneficiaries were completely satisfied supplementary nutrition under ICDS.



In Goalpara, 80% beneficiaries are completely satisfied with the Nutrition & Health education under ICDS scheme. 40% of the beneficiaries in Ribhoi were completely satisfied with the efficiency with which problem was dealt with. Overall the level of complete satisfaction was not very high (around 40% across districts) with various aspects of the program.

Figure 128: Reasons for dissatisfaction

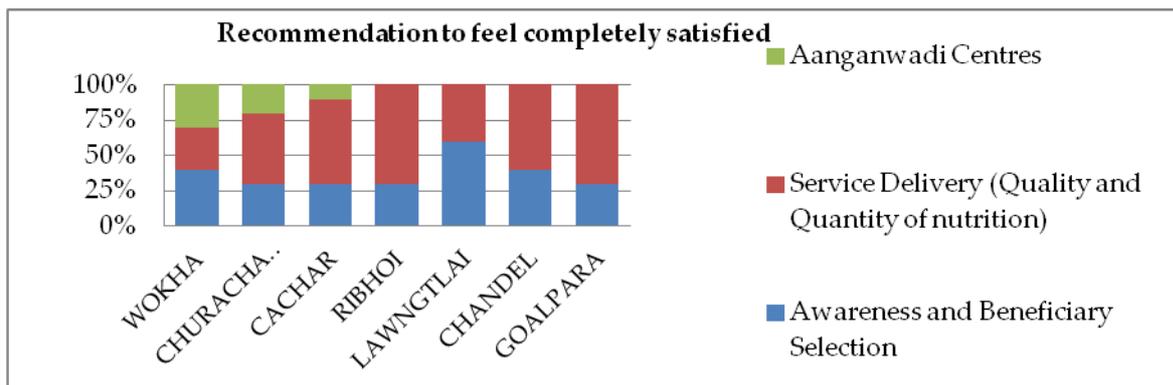


Figure 129: Recommendation to feel completely satisfied

The main reason for dissatisfaction among the beneficiaries is the poor quality of service delivery (incomplete entitlement received, poor quality and quantity of nutrition supplied, lack of proper immunization, etc). Around 20% of the



beneficiaries felt that there was a lack of awareness about the program. Around 25% of the respondents felt dissatisfied because of the behaviour of the Aanganwadi workers. Most beneficiaries recommended an improvement in the service delivery by increasing the quantity of food given and improving its quality. Around 30% beneficiaries felt that there was a need to increase awareness and beneficiary selection. In Wokha and Churachandpur around 25% felt that there was a need to improve the services at the Aanganwadi centres. Shortage of staff in ICDS is another major issue plaguing this program. There are vacant posts at all levels from Child Development Project Officers, Supervisors to Aanganwadi workers (MWCD). The dissatisfaction of staff shortage is felt among the respondent beneficiaries as well. In Chandel and Goalpara more than 90% of the beneficiaries were dissatisfied with the availability of staff. Among the other districts around 50% of the beneficiaries were dissatisfied due to the shortage of staff.

ICDS: Gender and Minority

More than 80% of the female beneficiaries agreed that the information provided in awareness generation was helpful. Nearly 50% of the female beneficiaries in Wokha and Chandel availed the supplementary nutrition program under ICDS. More than 70% of the female beneficiaries informed that they faced problems with getting their entitlements in the last one year.

More than 90% of people belonging to ST communities are aware of the process involved in the ICDS scheme; and in Cachar and Goalpara, the OBCs and general population awareness was around 70%. The satisfaction level with the program is 50% of ST and 70% general category are partially satisfied.

The scheme is important in terms of its potential for substantially improving the malnutrition and child health in the country.



MID-DAY MEAL SCHEME (MDMS)

Mid-Day Meal Scheme

National Programme of Nutritional Support to Primary Education (commonly known as Mid Day Meal Scheme) was launched as a centrally sponsored scheme on 15th August 1995 with an objective of “Universalization of primary education by increasing enrolment, retention and attendance and simultaneously impacting on nutrition of students in primary classes³⁷.” However, Assam was one of the six States where even after nine years of the commencement of the MDM scheme, serving of cooked meals could not be universalized. In many of the remaining states quality of the meal served to children was not satisfactory.

The Supreme Court has been giving certain directions in its orders passed from time to time. In its judgment in the case ‘People’s Union for Civil Liberties vs. Union of India (Writ Petition (Civil) No. 196 of 2001)’, the apex court decreed that state governments must “implement the mid day meal scheme by providing every child in every government and government assisted primary schools with a prepared mid day meal with a minimum content of 300 calories and 8-12 grams of protein each day of school for a minimum of 200 days. Those governments providing dry rations instead of cooked meals must within three months (by 28 February 2002) start providing cooked meals in all government and government-aided primary schools in half of the districts of the state (in order of poverty) and must within a further period of three months (by 28 May 2002) extend the provision of cooked meals to the remaining parts of the state³⁸.” Followed by Central government’s approval of a revised scheme, ‘National Programme of Nutritional Support to Primary Education, 2004 (NP- NSPE, 2004)’. The main objectives of this revised scheme were:

- To boost Universalization of primary education (classes 1-5) by improving enrolment, attendance, retention and learning levels of children especially those belonging to disadvantage sections,
- To improve nutritional status of students of primary stage, and

³⁷ “Guidelines of National Programme of Nutritional Support to Primary Education (Mid-day Meal Scheme),”
GoI

³⁸ Source: Right to Food campaign website; Khera-2006



- To provide nutritional support to students of primary stage in drought affected areas during summer vacation also.

Eligibility

All children studying in Government/Local Body, Government Aided Schools and Schools run under Central Government

Entitlements

Every child is eligible for 100 grams of food grains at primary stage and 150 grams at upper primary stage on each school day. For children in classes I – V, a meal with a nutritional value of 450 calories and 12 grams of protein is provided. For children in upper primary classes, a meal containing of 700 calories and 20 grams of protein is provided. In addition to rice/chapattis, the meal includes pulses, vegetables depending upon local availability.

Sl.	Items	Quantity per day/Child	
		Primary (in grams)	Upper Primary (in grams)
1	Food-grains	100	150
2	Pulses	20	30
3	Vegetables (leafy also)	50	75
4	Oil & fat	5	7.5
5	Salt & condiments	As per need	As per need

Note:

The school has to display the menu (on the notice board or on school wall, etc.). Along with this, schools are also expected to display the following;

- ✓ Quantity of food grains received, date of receipt
- ✓ Quantity of food grains used
- ✓ Other ingredients purchased and used
- ✓ Number of children who received MDM
- ✓ Daily Menu
- ✓ Roster of Community Members



Monitoring by School Management Committee (SMC)

It is interesting to note that the revised MDMS national guidelines (2004) mentions about setting-up of an appropriate mechanism for quality checks. Herein the community has an important role in monitoring and implementation of the scheme. Representatives of parents from SMCs, Village Council/Authority or Gram Panchayats/Gram Sabhas, can monitor on regular/daily basis in terms of: *Regularity and wholesomeness of the MDM; Cleanliness in cooking and serving; Timeliness for procuring good quality ingredients, fuel, etc; menu and Social and gender equity*

Literature Review

Here is a quick literature review of the studies carried out of the MDMS impacts on academic achievements of students, increase in school participation, quality of meals, enrolment and retention, accountability and transparency.

P.K.Paul and N.K.Mondal in a paper³⁹ attempts to analyze the nature and impact of mid-day meal programme on academic achievement of students. The findings reveal that mid-day meal programme (MDM) has had a positive impact in some selective cases e.g., enhancing enrolment, attendance and lowering retention and drop out of students) which are essential for achieving the higher level of academic performance of students particularly BPL family students residing in the rural areas of upper primary schools of Burdwan district in the state of West Bengal

Various studies⁴⁰ have been conducted in India about mid-day meal scheme and students' achievement in schools (Dreze & Goyal, 2003; Dreze & Kingdon, 2001; Khara, 2002; Mondal et al, 2007 etc.). Most of the studies revealed that there exists a positive relationship between mid-day meal program and enrolment and attendance of students in schools including education and health outcomes of students. The success of this scheme is illustrated by the tremendous increase in the school participation and enrolment rates in Tamil Nadu⁴¹ (Sengupta, 2012).

³⁹ IJRSS, volume 2 issue 3, August 2012

⁴⁰ Dreze, Jean and Geetha Gandhi Kingdon (2001), „School Participation in Rural India“, Review of Development Studies -5 Dreze, Jean and Aparajita Goyal (2003), „Future of Mid-Day Meals“, Economic and Political Weekly, November 1 Khara, Reetika (2002), „Mid-Day Meals in Rajasthan“, The Hindu, Nov, 13

⁴¹ Sengupta, Somini. (2012) Malnutrition of children in India continues. Nytimes.com. Retrieved on 2012-02-18.



The study⁴² taken up by IIM-A and St.Xavier’s college Ahmedabad attempts to identify some of the critical issues associated with the MDM scheme and carry out an objective evaluation in terms of efficiency in delivery system and service quality (which includes food safety, food nutrition and sensory aspects). The findings of the paper mention that the scheme is important in terms of its potential for substantially improving the health of the younger generation of the country.

In this Citizen Report Card (CRC), the main objective is to capture/know the perception of the users about the act; to assess the quality of implementation; problem incidence, resolution and satisfaction level; and to offer suggestions for policy implications

MDMS- Citizen Report Card

A total of 379 beneficiaries across 7 districts of five North Eastern States viz., Assam, Meghalaya, Mizoram, Manipur and Nagaland were interviewed under the CRC exercise. The CRC involves assessment of the awareness; beneficiary feedback on the effectiveness of MDM through household surveys; and qualitative feedback on the scheme implementation to ascertain the quality of services provided and recommendations by end-users to improve the implementation of the scheme. The findings of the study are set out below:

MDM: Demographic Profile

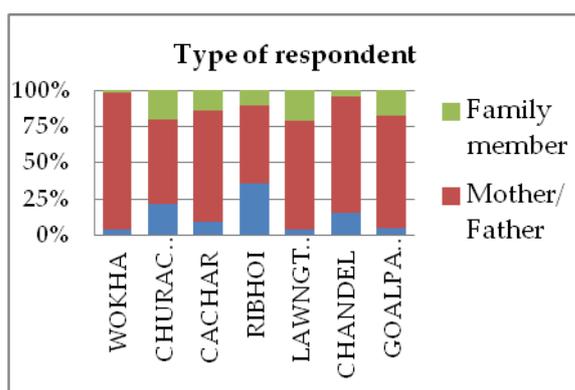


Figure 131: Type of respondent

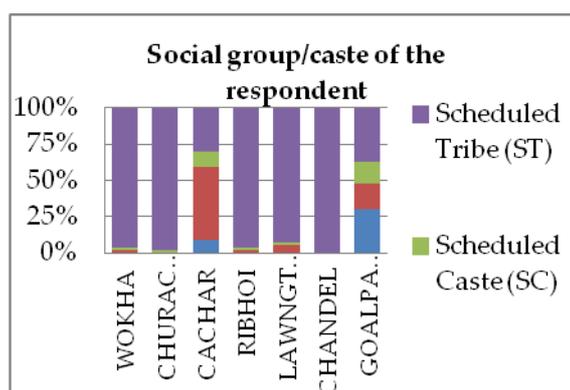


Figure 130: Social group/caste of the respondent

⁴² reference: Mid Day Meal Scheme: Understanding Critical Issues with Reference to Ahmedabad City (Satish Y. Deodhar, Sweta Mahandiratta, K.V. Ramani, and Dileep Mavalankar 2007) IIM-A publication



Around 70 % of respondents were parents of the student beneficiaries; 20 % of the respondents were the beneficiaries themselves (school children) of Churachandpur and Ribhoi. Except in Cachar and Goalpara more than 95 % of respondent families are scheduled tribes. In Goalpara, 50 % of respondents were illiterate; in Chandel, 25 % of respondents had completed secondary school.

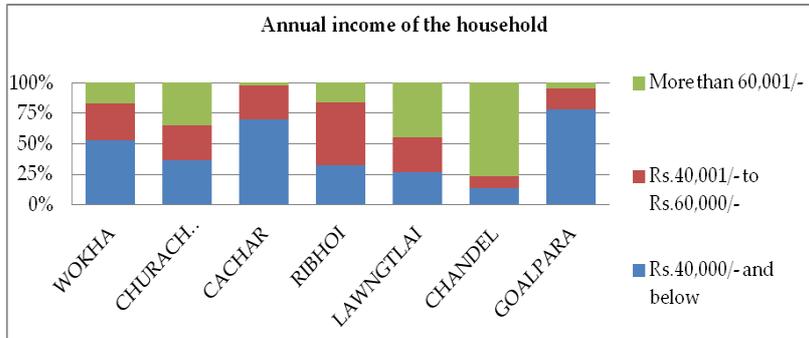


Figure 132: Annual income of the household

In Chandel, more than 95 % of respondent beneficiaries earned more than Rs 60,000 p.a.; in Goalpara, 75 % households have their annual expenditure below Rs 40,000.

Goalpara and Wokha have the lowest monthly expenditure. Churachandpur and Chandel have the highest monthly expenditure. Around 33 percent of households own a granary and 55percent have kitchen garden. Nearly 20 % households have debts, out of which 55 % of them have borrowed it from banks and 40 % households from societies. The Aadhar card coverage is only in these three districts viz. Wokha, Churachandpur and Chandel, around 25 % of the respondents are the card holders. Around 70 % households have atleast one mobile phone; 30 % of the respondents in Cachar, Lawngtlai and Goalpara have no mobile phones in their houses. In Wokha and Churachandpur, 25 % of the households have a bank account. More than 70 % of households have availed banking facilities primarily for savings; in Lawngtlai and Goalpara 40 % of the households mainly use their bank accounts to avail benefits from government schemes.

MDM: Access and Usage

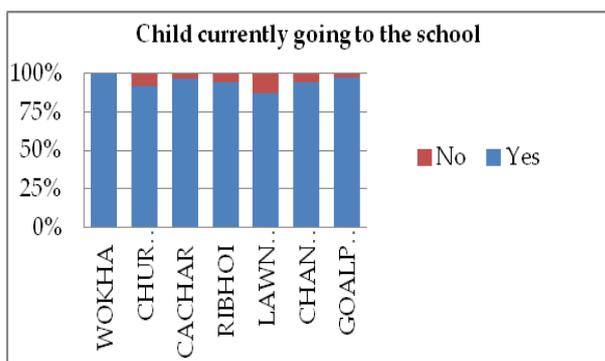


Figure 133: Child currently going to the school

Mid-day meal scheme is the largest school feeding programme in the world. More than 95 % of the respondents told that their children are attending school and taking mid day meals. Average age of child availing MDM is 9 years.



MDM: Usage and Quality

It is observed that 99 % of the children are availing the cooked mid-day meals in their local school. Only in Churachandpur, 30 % of the respondents said that sometimes they receive raw materials under the MDM scheme instead of cooked meals. An important part of efficient delivery of MDM scheme is to pay attention to food quality. Food quality has many attributes⁴³ to it. Attributes such as variety, convenience, sensory appeal such as taste and flavor, nutrition, and food safety are very dear to a consumer.

Students Feedback

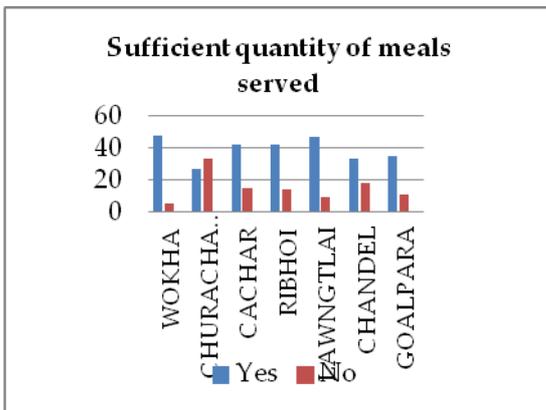


Figure 135: Sufficient quantity of meals served

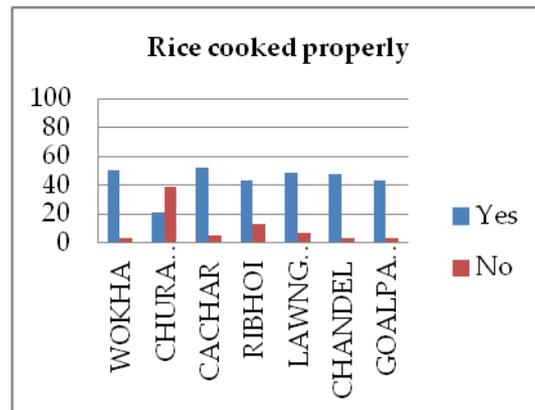


Figure 134: Rice cooked properly

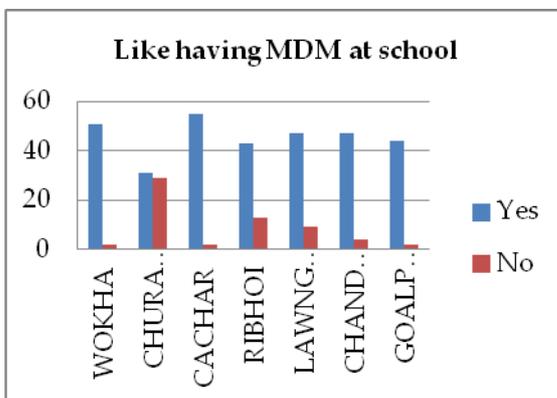


Figure 136: Like having MDM at school

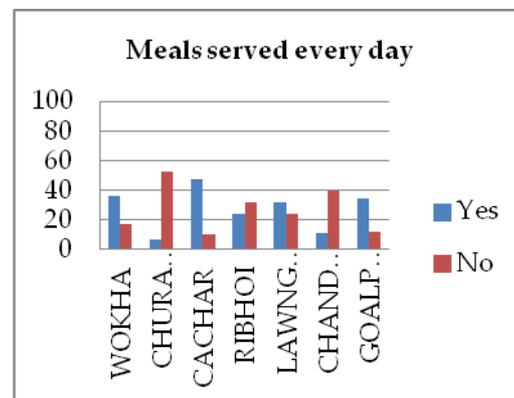


Figure 137: Meals served every day

The students (83%) liked to have MDM at school as they get to eat with their peers. Around 28 % of the children told that the quantity of food served in the mid day meal is insufficient; 19 % of the children told that the rice was not properly cooked; and nearly 67 % of the children said the curry tasted good and the rest of the

⁴³ Source reference: Mid Day Meal Scheme: Understanding Critical Issues with Reference to Ahmedabad City (Satish Y. Deodhar, Sweta Mahandiratta, K.V. Ramani, and Dileep Mavalankar 2007) IIM-A publication



children asked for more variety and tastier meals. Although the scheme may be offering different prepared food items each day, there is bound to be repetition of flavors and seasonings in the food. Bringing variety to the daily meal may be a good idea.

A very critical aspect came out during the CRC exercise; 50 % of the children informed that mid day meals was not served on time every day in schools.

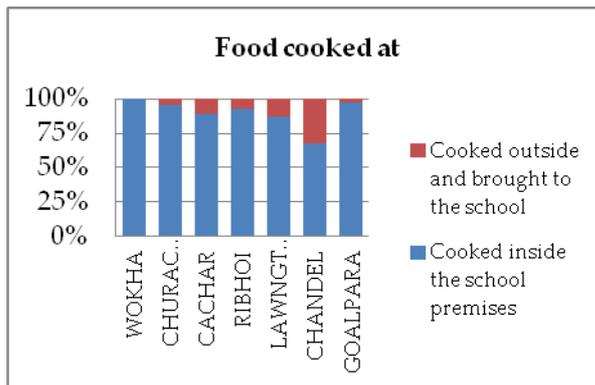


Figure 139: Food cooked at

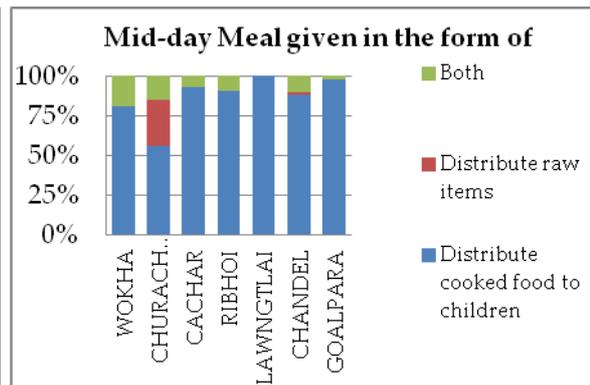


Figure 138: Meals given in the form of

In Chandel, 30 % of the respondents said that the food was cooked outside the school premises; 20 % of the respondents said that they had observed the process of cooking the meals; in Goalpara 70 % of the respondents had tasted the food themselves; 80 % of them said that it tasted good. Less than 10 % of the respondents in Ribhoi and Lawngtlai claimed that the meal tasted bad. In Goalpara, most of the

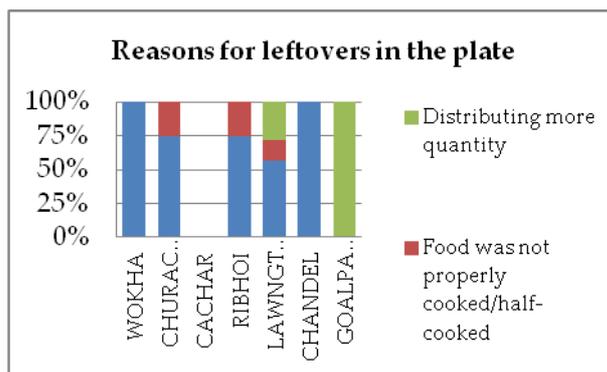


Figure 141: Reasons for leftovers in the plate

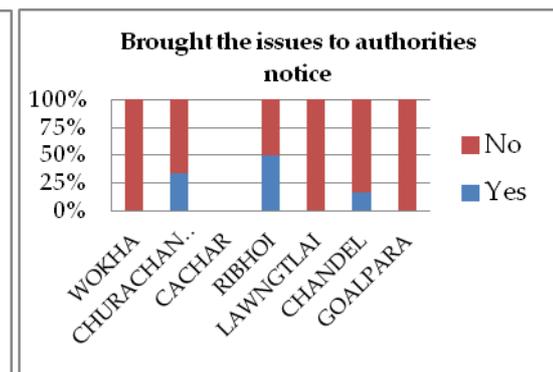


Figure 140: Brought the issues to authorities notice

wastage was due to excess distribution.

The main reason for leftovers/wastage across districts was due to bad taste. In Ribhoi 50 % of the respondents said that they had brought issues related to MDM to the notice (oral complaints) of the head master. Parents, around 80 % of them told that their children looked healthier after the scheme was launched and they believe that



the MDM has helped in increasing students' attendance. But about 18 % of the students leave school after the meal; parents said they go back home to play or do some small chores at home. Firstly, food is cooked outside and there is a delay in transportation; second the meals is not served on time and 13 % of the teachers are involved in the cooking process because of this there is wastage of teaching learning activities; and lastly there is this children who go back home after taking mid day meals at school. As a result of all this, a significant amount of contact time between teachers and students is lost.

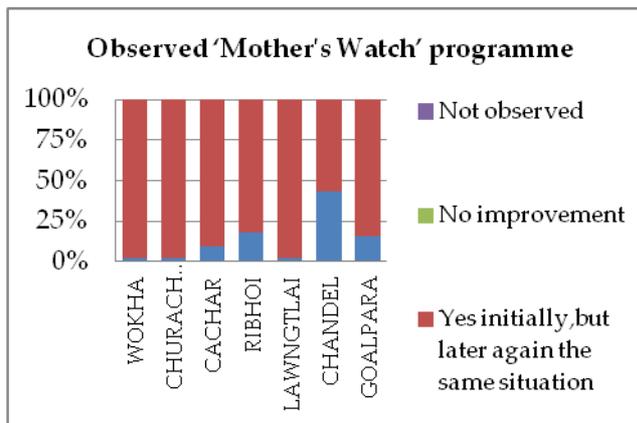


Figure 142: Observed 'Mother's Watch' programme

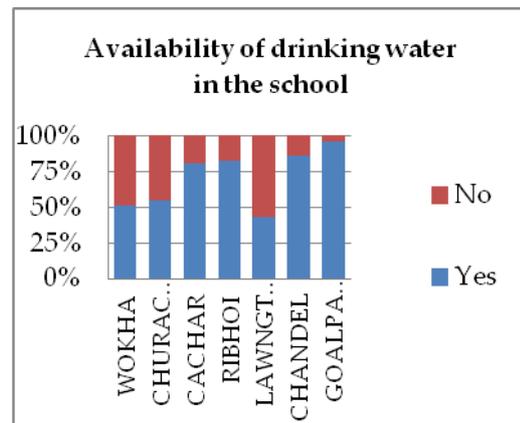


Figure 143: Availability of drinking water in the school

Initially, all mothers had participated in the 'Mother Watch' program; however they told that it had limited impact. In Chandel and Goalpara 25 % of the respondents are members of the SMCs. Around 75 % of the mothers said that there was an increase in school attendance. Around 85 % of the children carry water bottles from their home.

In Wokha districts, 62 % respondents informed that the school (s) does not have a proper kitchen area; in Ribhoi 100% respondents informed that the schools have proper cooking area. Around 55 % respondents informed that the schools have washing area but without proper drainage facility; the rest of the places they wash hands before and after the meals at water source near the school premises.



MDM: Problem Incidence and Resolution

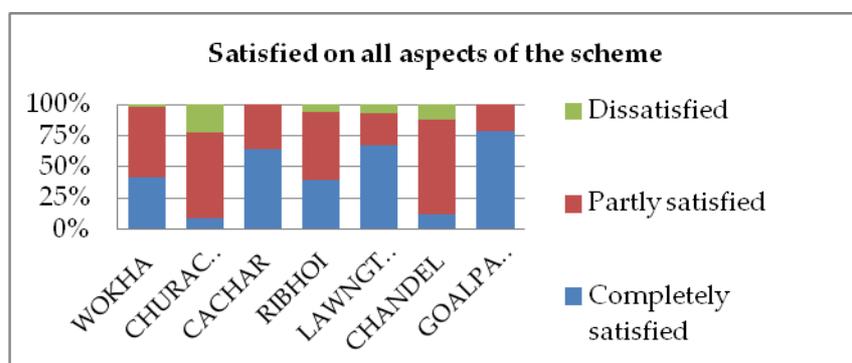


Figure 144: Satisfied on all aspects of the scheme

Regarding providing of MDM in the school 15 % of the respondents faced problems; 64 % of them said meals not served regularly/on time, 48 % said quality of rice is bad, food was not cooked properly (24%), taste is not good (50%) and 20 % of respondents said there is lack of drinking water facility in the schools.

MDM: Satisfaction

Around 40 % of respondents are completely satisfied with the quality and quantity of food supplied under MDM; nearly 75 % respondents of Chandel, Churachandpur and Goalpara respondents are partially satisfied with the quality of raw materials (food items) served. There were 80 % of Ribhoi and Lawngtlai respondents who are completely satisfied with the behavior of the staff. Less than 25 % of Chandel and Churachandpur respondents are partially satisfied with the timeliness of the service delivery. Also in Chandel (60%) and Churachandpur (70%) respondents are partially dissatisfied with the quantity and quality of food supplied. Considering all aspects of the mid day meal scheme, 44 % of the households are completely satisfied and 49 % of them are partially satisfied.

The scheme is important in terms of its potential for substantially improving the health of the future generation of the country. The scheme is catering to more than 11 crore children (as on April 2012 according to official data). It has been possible because an enormous amount of tax payer's money is spent on this. Our study seems to indicate that the implementation of the scheme may be wanting on the grounds of quality, hygiene, food safety and accountability.



MDM: Gender and Minority

Around 40% of respondents are completely satisfied with the quality and quantity of food supplied under MDM; nearly 75% respondents of Chandel, Churachandpur and Goalpara respondents are partially satisfied with the quality of raw materials (food items) served. There were 80% of Ribhoi and Lawngtlai respondents who are completely satisfied with the behavior of the staff. Less than 25% of Chandel and Churachandpur respondents are partially satisfied with the timeliness of the service delivery. Also in Chandel (60%) and Churachandpur (70%) respondents are partially dissatisfied with the quantity and quality of food supplied. Considering all aspects of the mid day meal scheme, 44% of the households are completely satisfied and 49% of them are partially satisfied.

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NSAP

National Policy for Social Assistance

A National Policy for Social Assistance was introduced in 1995 by Ministry of Rural Development, Government of India and is referred as National Social Assistance Programme (NSAP).

NSAP aims to ensure minimum national standards for social assistance in addition to benefits states provide. It comprises of 5 schemes (though the project focuses on first three i.e. Pension Schemes):

- 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)

Eligibility

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

1. For IGNOAPS: Aged 60+ years
2. For IGNWPS: Widow status and aged between 40-64 years. At 65 years, recipient will be automatically covered under IGNOAPS
3. For IGNDPS: Aged between 18-79 years and have severe or multiple disabilities
4. For NFBS: BPL family whose primary bread winner has died while the primary bread winner is aged between 18-65 years.

Entitlements of NSAP

- Indira Gandhi National Old Age Pension Scheme (IGNOAPS): Central contribution of pension is Rs. 200/- per month per beneficiary up to 79 years and Rs.500/- per month per beneficiary aged 80+. State Governments may contribute over and above to this amount.
- Indira Gandhi National Widow Pension Scheme (IGNWPS): Central contribution of pension is Rs. 200/- per month per beneficiary. State Governments may contribute at least an equal amount.



- Indira Gandhi National Disability Pension Scheme (IGNDPS): Central contribution of pension is Rs. 200/- per month per beneficiary. State Governments may contribute over and above to this amount.
- National Family Benefit Scheme (NFBS): Central assistance is given in the form of a lump sum family benefit for households below the poverty line on the death of the primary breadwinner. The death of the primary breadwinner should have occurred while s/he is aged 18-65 years of age. The amount of central assistance under the scheme is Rs. 40000/-. The family benefit is paid to the surviving member of the household who upon the death of the primary breadwinner is determined to be the current head of household.

Application process & documents required

There is no as such particular format for application. It may be submitted to Village Council/Village Panchayat on a piece of plain paper mentioning the BPL card number.

Documents Required:

- IGNOAPS: Age proof certificate, BPL certificate, Photocopy of Bank or Post Office Account Passbook, One Passport Size photo.
- IGNWPS: Death Certificate of Applicant's Husband, Age proof Certificate, BPL Certificate, Photocopy of Bank or Post Office Account Passbook, One Passport Size photo.
- IGNDPS: Attested photocopy of Disability Certificate from Social Welfare Department or Certificate of Mental/Physical Disability issues by Medical Board under the Supervision of CMO. Attested photocopy of Bank or Post Office Passbook, One Passport size Photo and Age proof Certificate, BPL Certificate.
- NFBS: Death Certificate of Primary Bread Winner, Report of Post Mortem (in case of un-natural death), BPL Certificate, Age Proof Certificate

NSAP- Citizen Report Card

195 beneficiaries across 7 districts were interviewed under the CRC exercise. The CRC covered all aspects of NSAP such as socio-economic profile, program awareness, transparency, quality of services provided and recommendations by end-users to improve the implementation of the scheme. Each of the following aspects is discussed in detail below, to understand the performance of the respective district.



NSAP-Demographic Profile

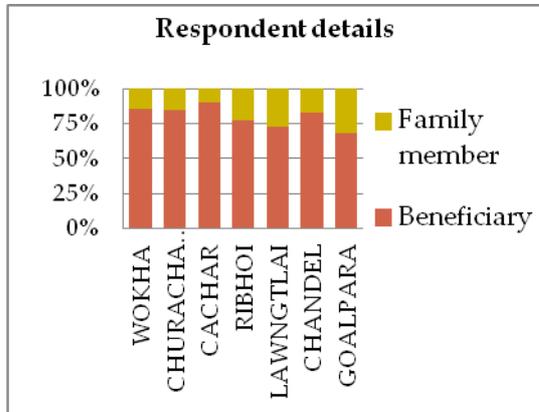


Figure 148: Respondent details

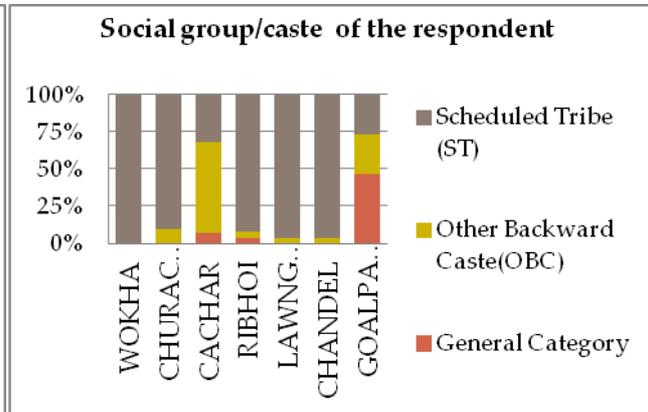


Figure 147: Social group/caste of the respondent

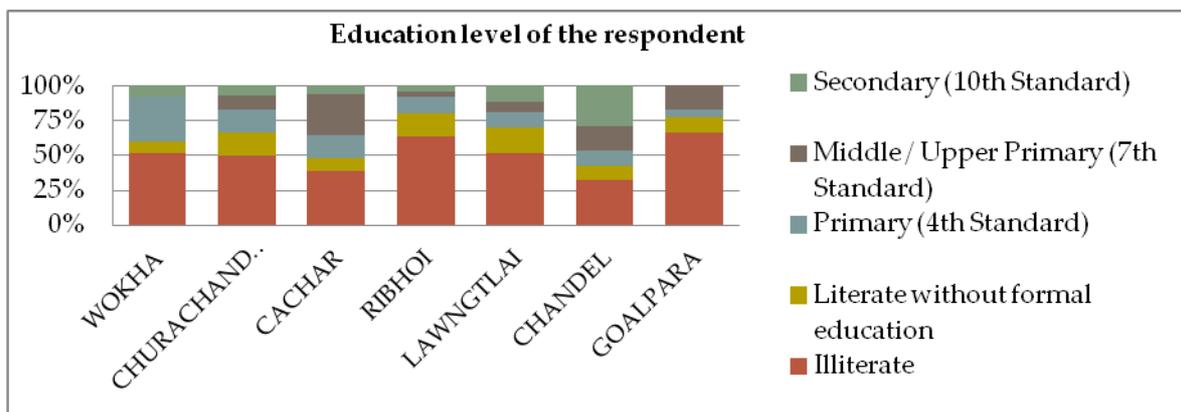


Figure 145: Education level of the respondent

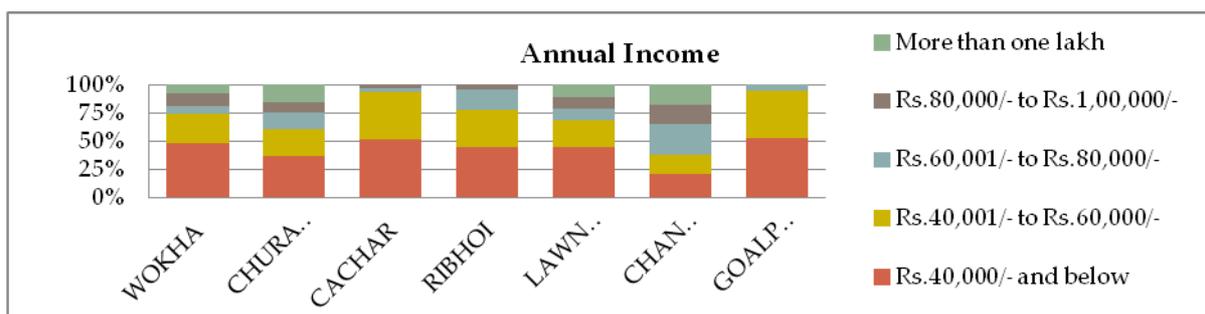


Figure 146: Annual Income

Around 75% of the respondents in the CRC survey were beneficiaries. Almost all the beneficiary families were scheduled tribes, except Cachar and Goalpara; half the beneficiaries interviewed in Cachar belonged to the backward classes and in Goalpara and



nearly 50% belonged to the general category. The average level of literacy was as low as 50% across districts, much lower than the national average (rural) at 69%⁴⁴.

The main reason for this is the age of the beneficiaries being more than 65 years. The highest percentage (more than 50%) of literates (through formal education) was in Wokha and Chandel.

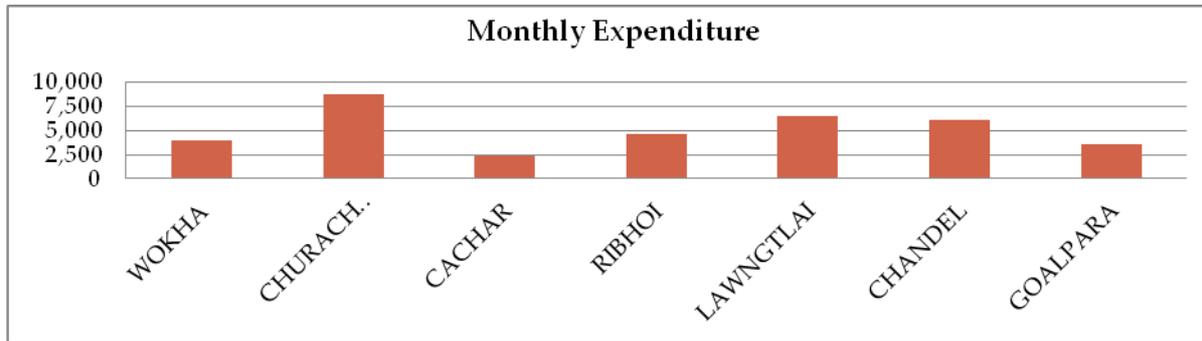


Figure 151: Monthly Expenditure

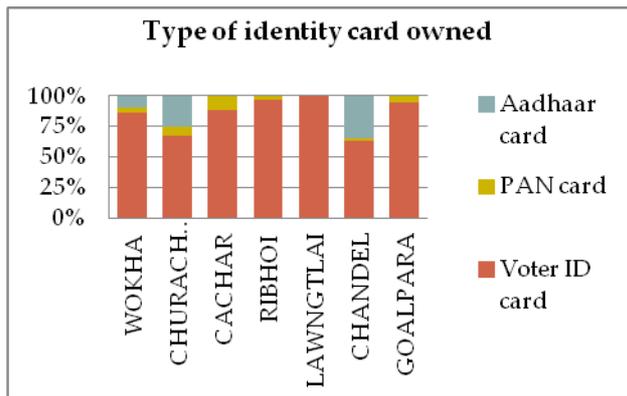


Figure 149: Type of identity card owned

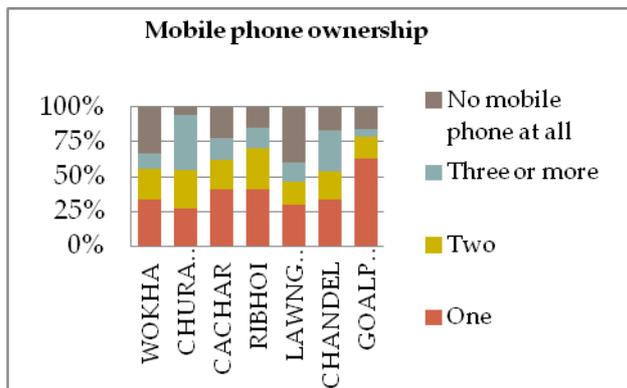


Figure 150: Mobile Phone Ownership

Poverty in rural India is measured based on degree of deprivation in respect of 13 parameters (scores from 0–4): landholding, type of house, clothing, food, security, sanitation, consumer durables, literacy status, labour force, means of livelihood, status of children, type of indebtedness, reasons for migrations, etc. In Wokha, Cachar and Goalpara, 50% of the beneficiaries earn below Rs 40,000 per annum. It is noted that the income level of most beneficiaries (around 80%, across districts) is less than Rs one lakh per annum, as all the beneficiaries are aged and may have limited sources of income.

⁴⁴ CENSUS 2011



Among all the districts, Chandel has the highest proportion (nearly 15%) of

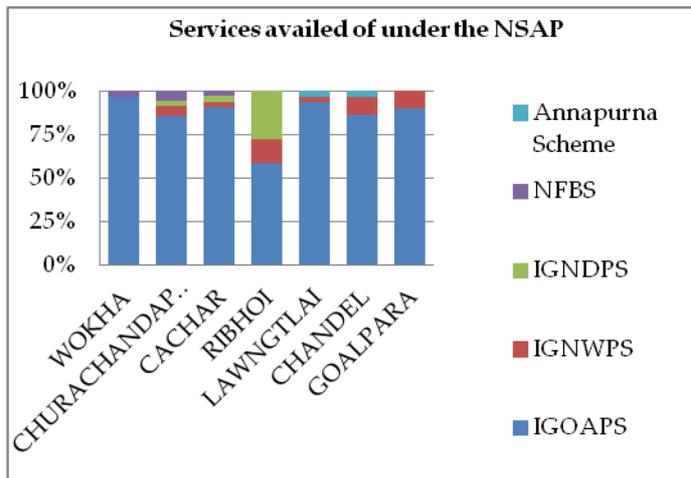


Figure 153: Services availed of under the NSAP

beneficiaries earning more than Rs. one lakh per annum. The highest monthly expenditure is observed in Churachandpur, the lowest is reported in Cachar. More than 80% of the beneficiaries have Voter Ids as their main type of identity document. The process of Aadhar Card had been initiated in only 3 districts i.e Wokha,

Churachandpur and Lawngtlai. In Chandel, 25% of the beneficiaries owned Aadhar Card. In Lawngtlai, 40% do not own a mobile phone. Around 30% of the beneficiary households owned 3 or more mobile phones in Churachandpur. Almost all the beneficiaries owned a bank account in Chandel and 70% of them used bank accounts for only transaction purposes.

NSAP Awareness

Around 60% of the beneficiaries were not aware of the process of submitting the application form. Information from neighbours and friends and through notices/sign boards at the GP office was the main source of awareness on the NSAP scheme. Village Council meetings played a limited role in creating awareness about the scheme.

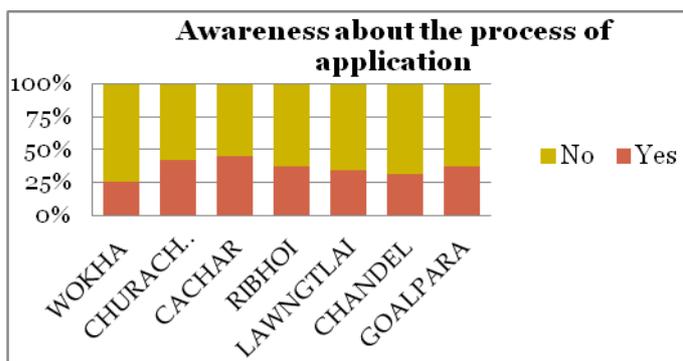


Figure 154: Awareness about the process of application

One of the main observations is there is a need for awareness generation among the people about eligibility, scale of assistance and the procedure to be followed for obtaining benefits. District, Block/Intermediate and panchayat/council levels need to

play a vital role in creating awareness among the people. States should ensure wide and continuous publicity about the entitlements under the schemes of NSAP and the procedure for claiming them through posters, brochures, media and other means.



NSAP- Usage and Quality

Among all the 4 schemes under NSAP, only IGOAPS is found to be most popular as evidenced by almost 80% of the beneficiaries availing the Scheme. As per the guidelines issued by the GoI, the pension amount is Rs. 200 per person per month for those who are in the age group of 60 – 79 years and Rs. 500 per month per person for those who are 80 years and above and states are supposed to contribute an equal amount vis-a-vis the scheme. The study revealed that the beneficiaries received a pension of Rs 800 on an average in a 6-12 months period. In most cases the pension amount was deposited in the bank/post office.

Less than 10% beneficiaries in Churachandpur and Lawngtlai had availed other schemes under NSAP such as National Family Benefit Scheme (NFBS) and Annapurna Scheme. Indira Gandhi National Widow Pension Scheme was availed by 20% beneficiaries in Ribhoi, Lawngtali, Chandel and Goalpara. In Churachandpur, 50% beneficiaries had faced problem with NSAP.

The main reason for less popularity of the other schemes is the lack of awareness about them as the targeted beneficiaries of the other schemes (widows and disabled) are more vulnerable and are particularly in a more disadvantaged position w.r.t access to information.

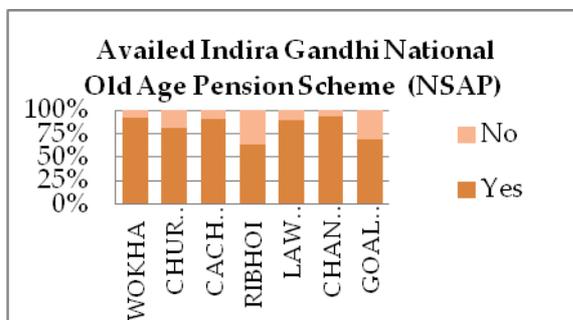


Figure 157: Availed Indira Gandhi National Old Age Pension Scheme

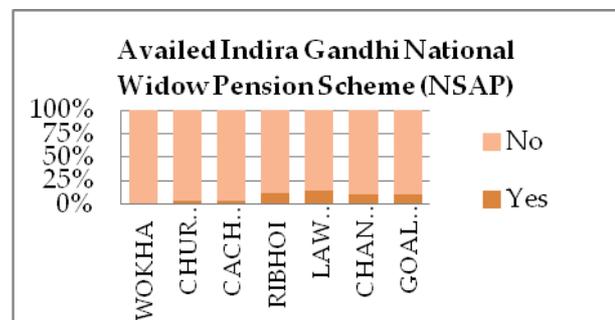


Figure 156: Availed Indira Gandhi National Widow Pension Scheme

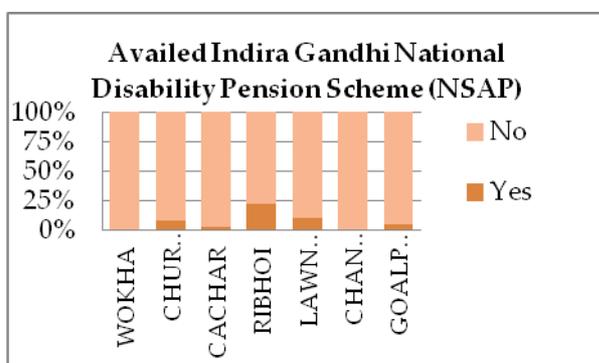


Figure 155: Availed Indira Gandhi National Disability Pension Scheme

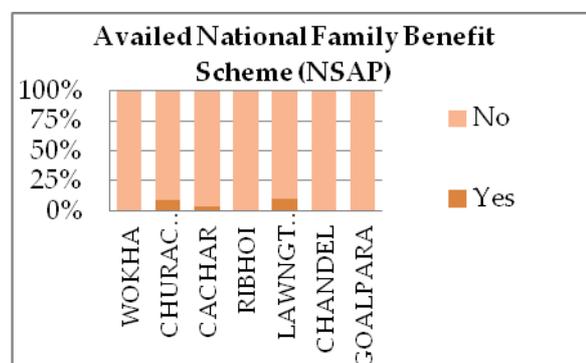


Figure 158: Availed National Family Benefit Scheme



Less than 10% of the beneficiaries of IGOAPS received their pension on a monthly basis. In most cases the frequency was only once a year. In Wokha and Goalpara, almost all the pensions were received yearly. In Lawngtlai around 25% of the beneficiaries received their pension on a monthly basis and around half of the others received the same on a quarterly basis.

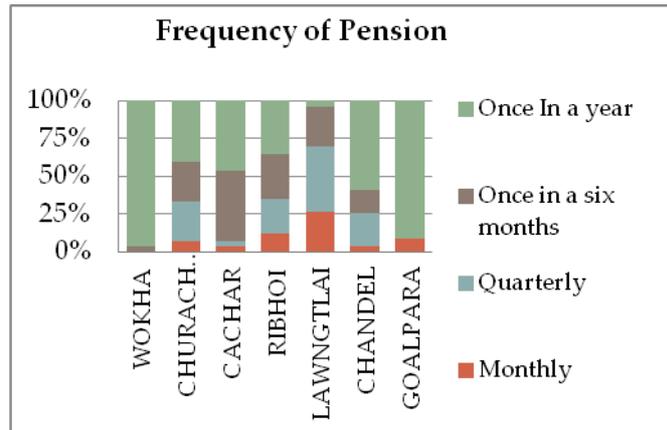


Figure 159: Frequency of Pension

The most popular method of receiving the pension is through bank transfers across all districts except Wokha and Lawngtlai. In Wokha majority of the pensions were paid by village chairman and through the block office and in Lawngtlai almost all the pensions were given to the beneficiary by the GP/block office.

In a special order released by GOI (MoRD) in 2011, the government has stressed on the need for direct money transfers into the bank accounts of beneficiaries of Indira Gandhi Old Age Pension Scheme (IGOAPS). All regional rural banking branches were instructed to facilitate opening of bank accounts of the beneficiaries of IGOAPS to enable the Govt. of India to transfer the funds directly in to these accounts.

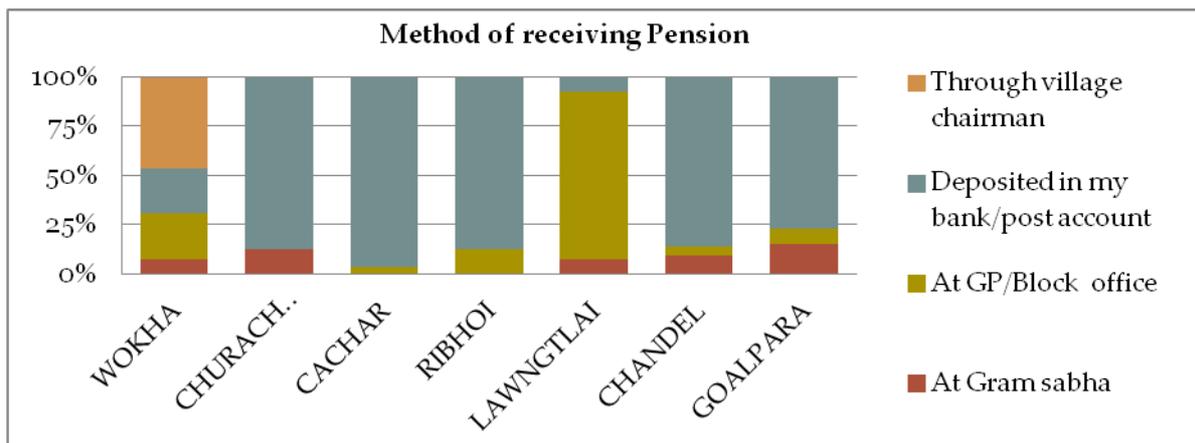


Figure 160: Method of receiving Pension



NSAP- Problems and Resolution

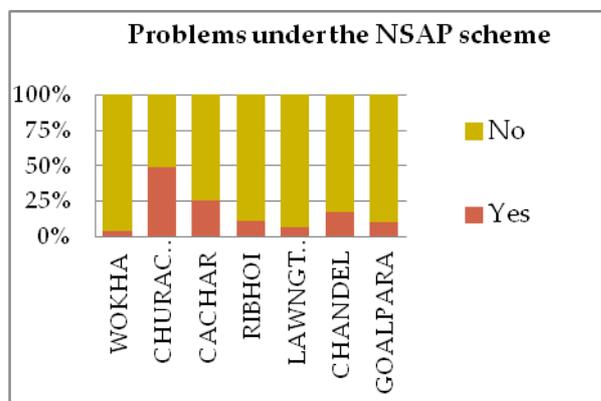


Figure 162: Problems under the NSAP scheme



Figure 161: Complaint Lodged

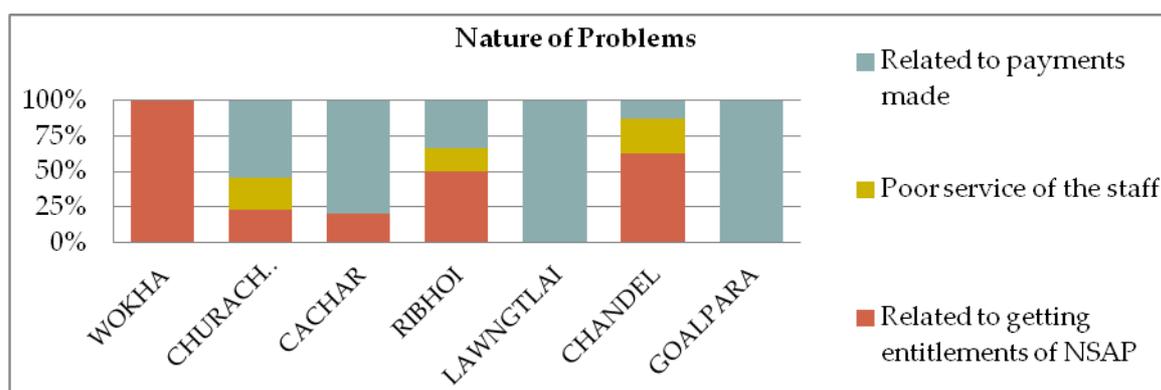


Figure 163: Nature of Problems

The problem incidences in NSAP are reported by 20% of the beneficiaries; the highest is in Churachandpur with 50% beneficiaries facing problems (Fig. 19). However the number of official complaints lodged is less than 50%, except in the case of Wokha where all problems have been reported. The problems faced with are related to payments, not getting the full entitlements and poor service of staff.

Among the beneficiaries in Lawngtlai, there is a lack of awareness on the process of application and problems with regular payments. In Goalpara there is a need to improve awareness on NFBS and IGNWPS. In Cachar there is a need to improve the implementation of Annapurna scheme. In Chandel there needs to be an increased clarity with selection of widows and old-aged persons, concerned officials and PRI should make the public more aware of the entitlements.



NSAP- Satisfaction

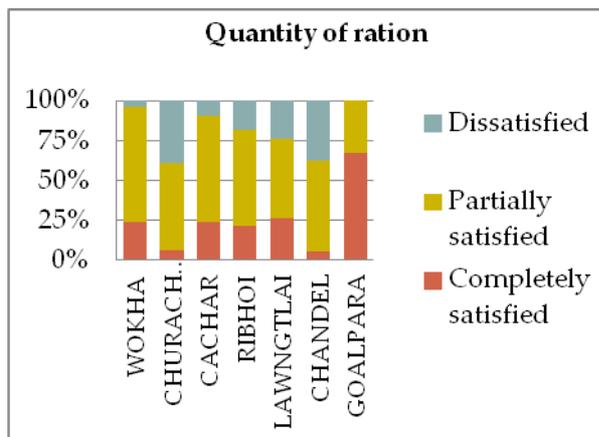


Figure 164: Quantity of ration

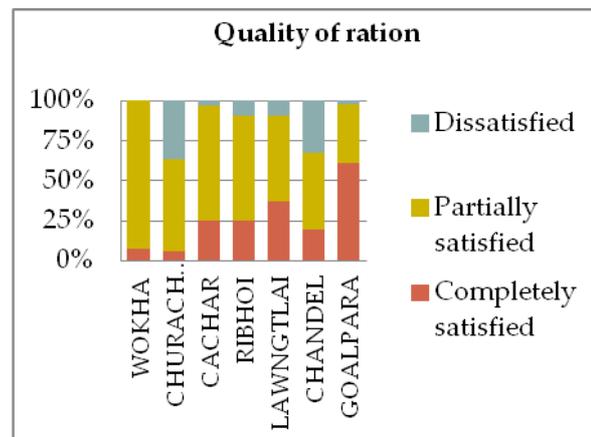


Figure 165: Quality of ration

Around 70% of the beneficiaries were only partially satisfied with quality of food grains distributed under the Annapurna Scheme of NSAP. Close to half of the beneficiaries in Churachandpur and Chandel were completely dissatisfied with the quantity and quality of ration received. In Wokha, all beneficiaries faced problems in receiving their entitlements under the NSAP scheme. In Lawngtlai and Goalpara, all the beneficiaries faced problems related to payments. Only in Wokha, Lawngtlai and Chandel did the beneficiaries lodge official complaints.

Around 70% of the respondents were dissatisfied with the pension amount and suggested that it be increased. In Wokha and Goalpara, 50% of the beneficiaries were dissatisfied due to untimely payments of pension amount. Increasing accountability is an important recommendation to improve the NSAP scheme.

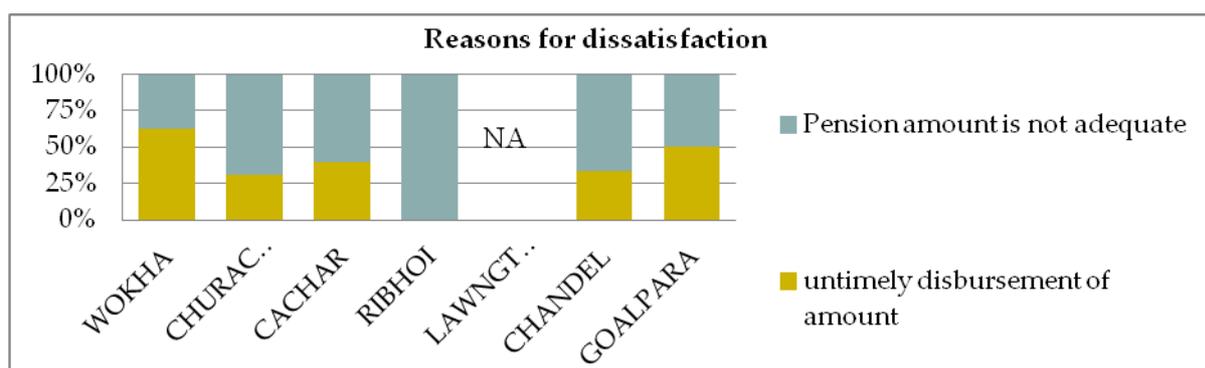


Figure 166: Suggestions for improving NSAP scheme

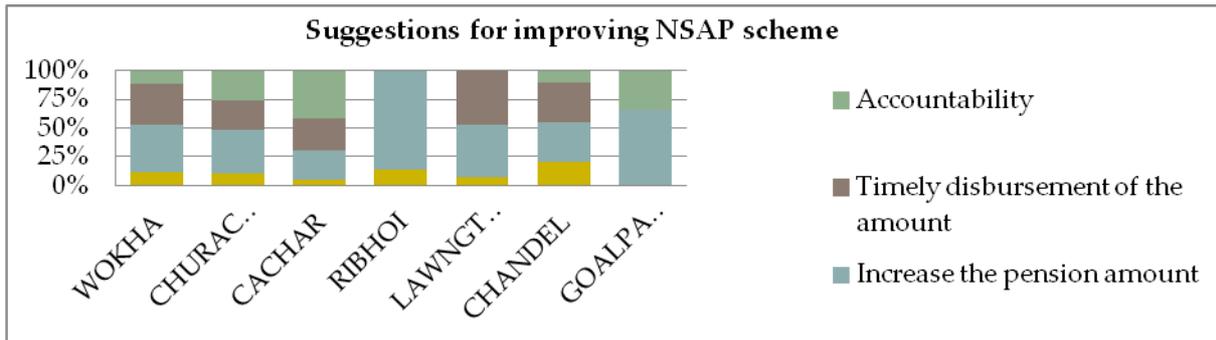


Figure 167:

During the CRC exercise, it was observed that there was a major scope for arbitrary decisions over eligibility for the schemes and there were reports about corruption during the process of selection of beneficiaries. Thus, although pensions are distributed in an open forum (e.g. Gramsabha), the selection of beneficiaries is prone to much political influence. This happens because of the fact that the number of eligible people in a village is more than the number of pensions that are sanctioned. Another issue is that the beneficiaries are not powerful enough to exercise political pressure for release of funds, resulting in irregular payments.



NSAP: Gender and Minority

Around 50% of the female beneficiaries agreed that the information provided in awareness generation was helpful. Nearly 50% of the female beneficiaries in Wokha and Churhandpur and Chandel collected the ration themselves vis-à-vis 80% male beneficiaries (under the Annapurna Scheme).

Nearly 50% of people belonging to ST communities are aware of the process involved in the NSAP scheme; and in Cachar and Goalpara, the OBCs and general population awareness was around 40%. The satisfaction level with the program is 25% of ST and OBCs are completely satisfied.



RAJIV GANDHI GRAMEEN VIDYUTIKARAN YOJANA (RGGVY)

Rajiv Gandhi Grameen Vidyutikaran Yojana

'Rajiv Gandhi Grameen Vidyutikaran Yojana' was launched by Ministry of Power in 2005 with the aim of attaining the National Common Minimum Programme (NCMP) goal of providing access to electricity to all households in the country. Rural Electrification Corporation Ltd (REC) is the Nodal Agency responsible for implementation.

Objectives:

- Electrifying all villages and habitations.
- Providing access to electricity to all rural households.
- Giving Electricity Connection to Below Poverty Line (BPL) families free of charge.

Eligibility

- Villages or hamlets with population of 100 or more are eligible.
- Below Poverty Line (BPL) Households are eligible for free connections.
- Above Poverty Line (APL) Households can get a connection but they must pay for their connections at the State prescribed connection charges and no subsidy is available.

Entitlements of RGGVY: Provision of Individual Household Latrine (IHHL)

- If you are a BPL household living in an area covered by the RGGVY scheme you are entitled to free electricity connection.
- Under the scheme, electrification of un-electrified BPL households will be financed with 100% capital subsidy amounting to Rs.2200/- per household in all rural habitations.

The entitlement is for free electric connection, but not for free usage. Therefore, the bill/usage amount is not for free of cost, and has to be paid

Application process & documents required

- If you are a BPL household Village Council or Authority/Gram Panchayat will approve your application.



- There is no as such prescribed format, and the applicant may submit the application to Village Council/Panchayat Office on the piece of plain paper along with photocopy of BPL card.

Literature review

Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY) provides robust electricity infrastructure for providing access to electricity to all households in targeted villages as per the revised definition of village electrification. Existing infrastructure in the already electrified villages is also being strengthened to provide access to electricity to surrounding majras/tolas. RGGVY also has a mandate for 6 to 8 hours supply of electricity. Though, the electricity infrastructure to rural areas is being provided under RGGVY, the actual availability of electricity to the rural areas is still a matter of question (MoP-UNDP, 2010). Implementation of RGGVY has greatly helped in supply of electricity to rural households in the 15 major states of India. Availability of electricity within the household has facilitated dissemination of communication through electronic media improving beneficiaries' knowledge about development schemes and practices, specifically on health, education, nutrition and sanitation. It has also improved employment and income status of members of beneficiary households. The employment impact is gender positive as it has helped in reducing women's burden. Children have substantially benefited from switchover to electric lamp light from kerosene-based lamps, providing them adequate light for their study in evenings and improving their performance in schools. There is necessity to have convergence of other schemes of district plan with RGGVY and proper demand estimation for power along with realistic plan for power supply (Planning Commission, 2014)

RGGVY- Citizen Report Card

165 beneficiaries across 7 districts were interviewed under the CRC exercise. The CRC covered all aspects of RGGVY such as socio-economic profile, program awareness, transparency, quality of services provided and recommendations by end-users to improve the implementation of the scheme. Each of the following aspects is discussed in detail below, to understand the performance of the respective district.



RRGVY: Demographic Profile

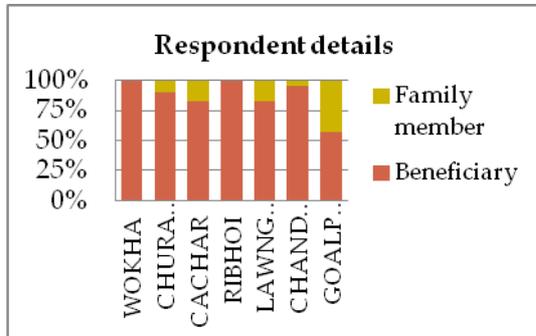


Figure 168: Respondent details

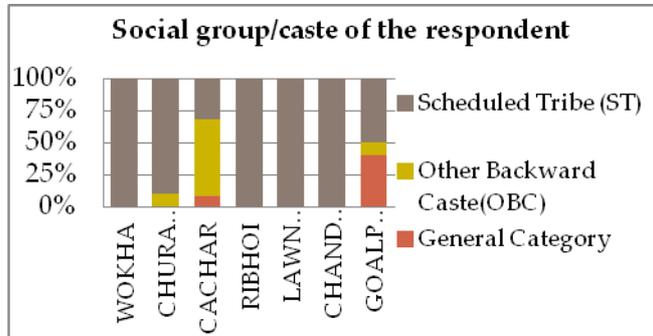


Figure 169: Social group/caste of the respondent

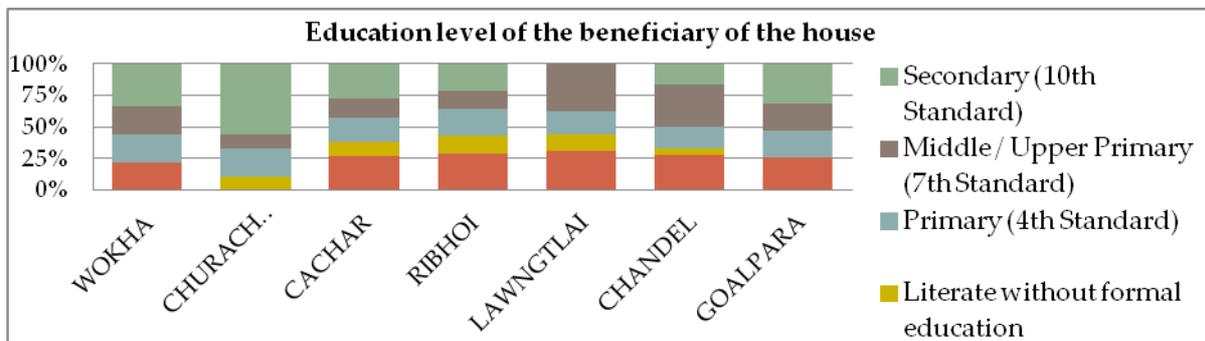


Figure 170: Education level of the beneficiary of the house

Nearly 70% of the respondents were beneficiaries themselves. Except in Goalpara and Cachar, 100% of respondents belonged to scheduled tribes. Around half the beneficiaries in Goalpara belonged to the general category and half of the beneficiaries in Cachar belonged to the backward classes. The average level of literacy among the beneficiaries across districts is around 80%, which is higher than the average (rural) literacy rate of 69%. In Goalpara, almost 25% of the beneficiaries were illiterates. Around 50% of the beneficiaries in Churachandpur, had completed secondary school. Across districts (except Lawngtlai) around 25% of the beneficiaries had completed secondary education.

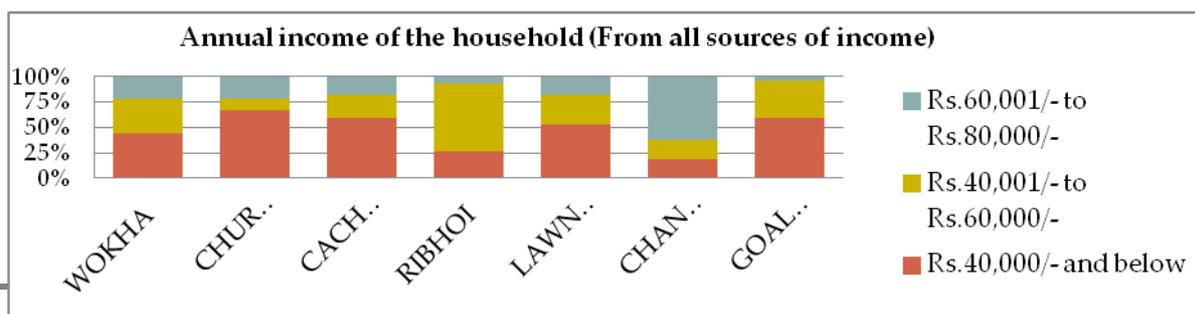


Figure 171: Annual income of the household (From all sources of income)



Poverty in rural India is measured based on degree of deprivation in respect of 13 parameters (scores from 0–4): landholding, type of house, clothing, food security, sanitation, consumer durables, literacy status, labour force, means of livelihood, status of children, type of indebtedness, reasons for migrations, etc. Several studies have used the income approach to measure poverty; households earning less than Rs. 40,000 per annum (at 2001-02 prices) are dubbed as low income⁴⁵. In Lawngtlai, Goalpara, Churachandpur and Cachar, nearly 50% of the beneficiaries earned less than Rs 40,000 p.a. In Chandel, 50% of the beneficiaries earned between Rs60,000 to Rs 80,000 p.a. Around 25% of population across districts earn between Rs 40,000 to Rs 60,000 p.a. Monthly expenditure is highest in Chandel expenditure (approximately Rs 6000) is the lowest in Wokha (approximately Rs 2200).

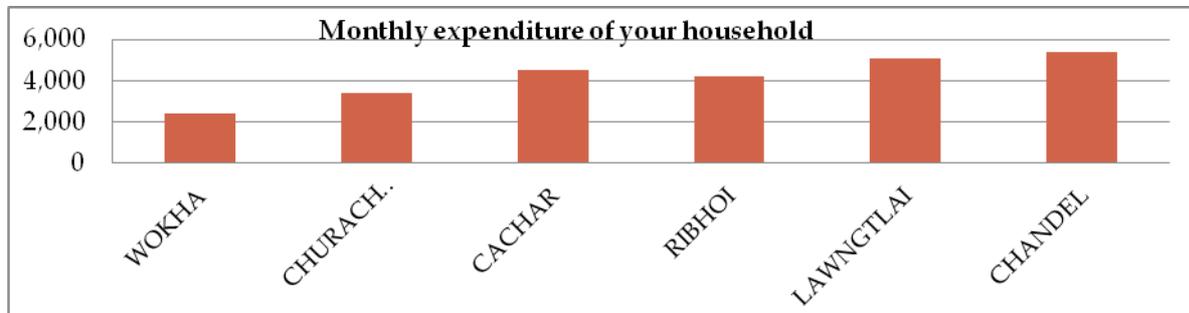


Figure 174: Monthly expenditure of household

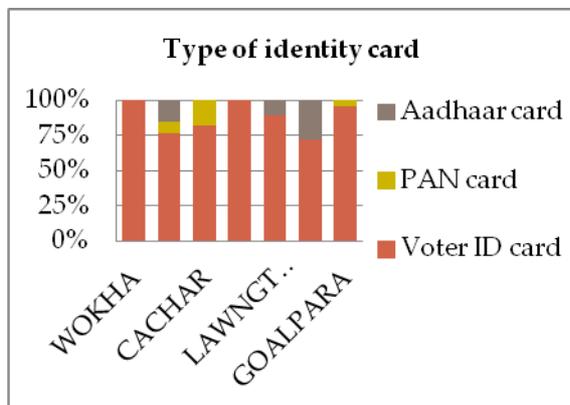


Figure 173: Type of identity card

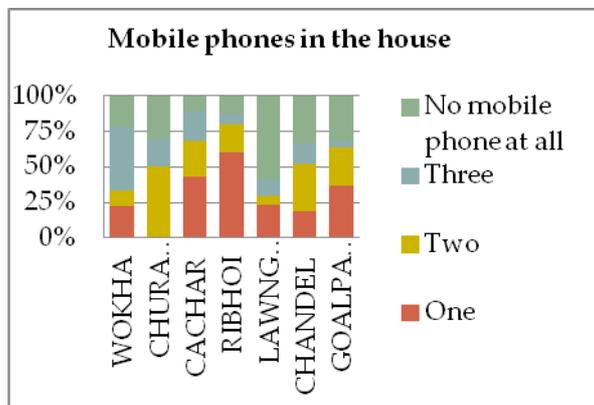


Figure 172: Mobile phones in the house

Aadhaar Card has been launched only in the districts of Wokha, Churachandpur and Chandel, in these districts around 25% of the beneficiaries are card holders. Voter ID is the primary photo identity card held by most beneficiaries across districts. More than 80% of all beneficiaries own a Voter ID card. Around 25% of beneficiaries in

⁴⁵ NCAER (2010)



Chandel own Aadhar Card. Except in Lawngtlai, 70% of the population owns at least 1 mobile phone. In Lawngtlai, 50% do not own a mobile phone.

In India the population coverage of banking is around 39% in rural areas as against 60% in urban areas⁴⁶, however the banking coverage is higher in the North Eastern and Eastern regions (Thorat, 2007).. Among the RGGVY beneficiaries the average percentage population with bank accounts stands around 50%.In Wokha and Churachandpur, less than 30% own a bank account. In Ribhoi, Lawngtlai and

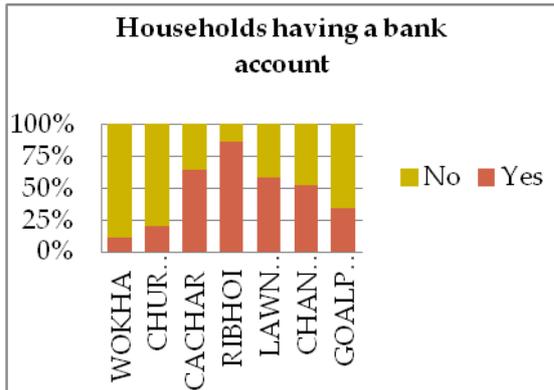


Figure 176: Households having a bank account

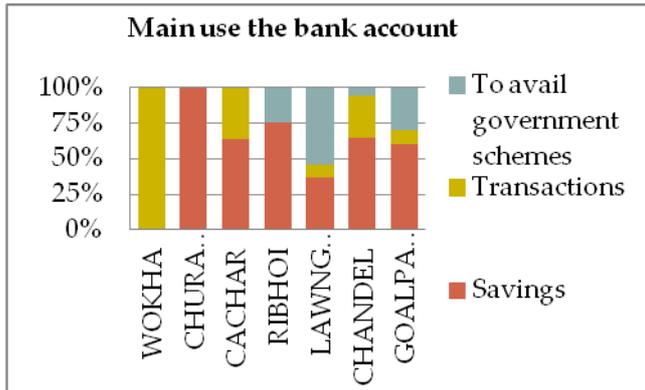


Figure 175: Main use the bank account

Goalpara less than 30% use the bank account to avail government schemes.

RGGVY: Awareness/Access

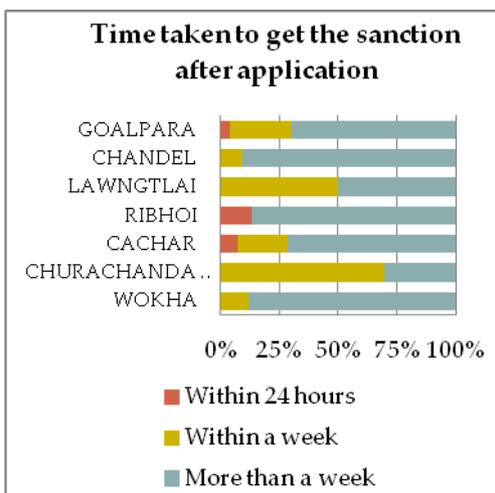


Figure 177: Time taken to get the sanction after application

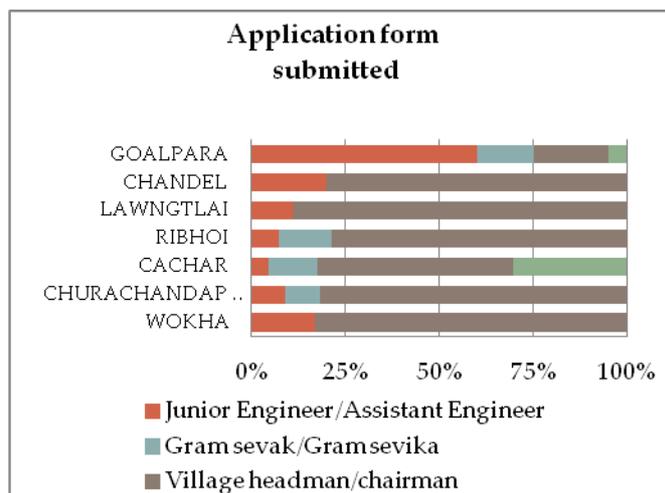


Figure 178: Application form submitted

⁴⁶ RBI (2007)



As per the RGGVY guidelines awareness generation meetings should be held in the villages to inform people about their entitlement under the scheme and alternative pathways to generate electricity through renewable sources.

50% of all beneficiaries submitted their completed application form to the village headman (except Goalpara). In Goalpara, 50% of the beneficiaries had submitted their applications to the concerned JE/AE. 40% of the beneficiaries in Wokha, Churachandpur and Goalpara paid to get any amount to get the RGGVY connection. In 70% of the cases (except Churachandpur) it took more than a week to get the sanction after submission of the application. In Churachandpur, 75% of the beneficiaries got the sanction after one week of submitting the application.

RGGVY: Usage and Quality

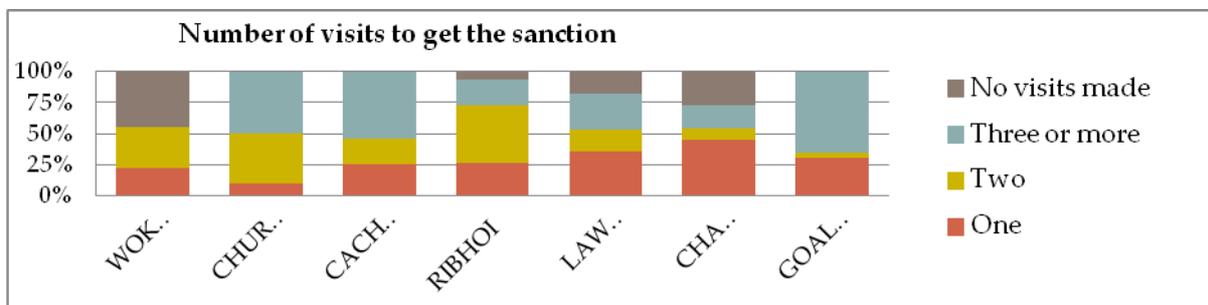


Figure 180: Time taken to get the sanction after application

Among around 25% of the beneficiaries (across districts) had made only one visit to get the sanction. In Wokha, half the beneficiaries made no visit at all to get the sanction. In Churachandpur, Cachar and Goalpara, 50% of the beneficiaries made 3 visits for sanctioning. Cachar and Ribhoi, nearly 50% of the beneficiaries paid the electricity staff at the time of installation.

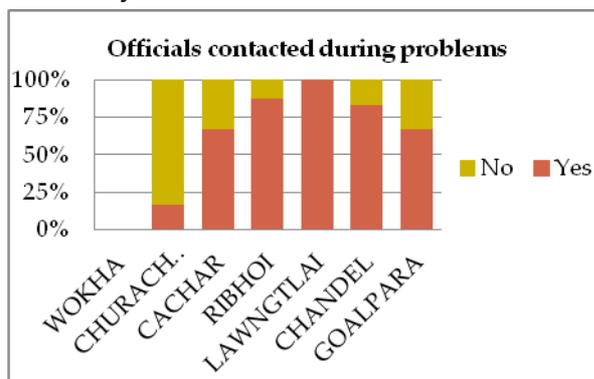


Figure 179: Officials contacted during problems

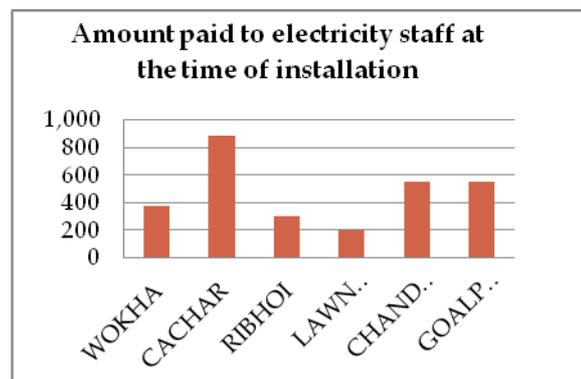
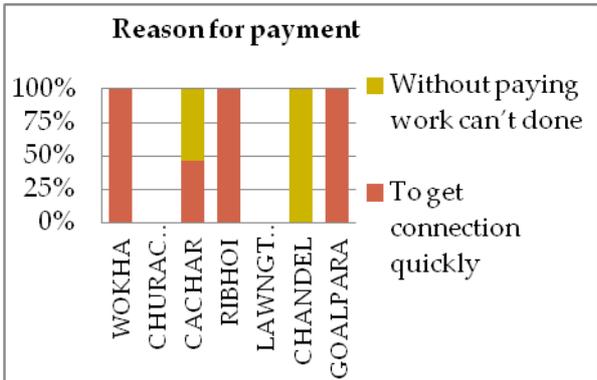


Figure 181: Amount paid to electricity staff at the time of

Of which more than 90% of the beneficiaries did not get any receipt for the payment they made. The amount paid during installation varied from Rs 300 to Rs 900. In



Wokha, Ribhoi and Goalpara the main reason for payment was to get the electricity connection quickly. In Chandel, the beneficiaries felt the need to pay because



work would not have been completed at all.

Figure 182: Amount paid to electricity staff at the time of installation



RGGVY: Problems and Resolution

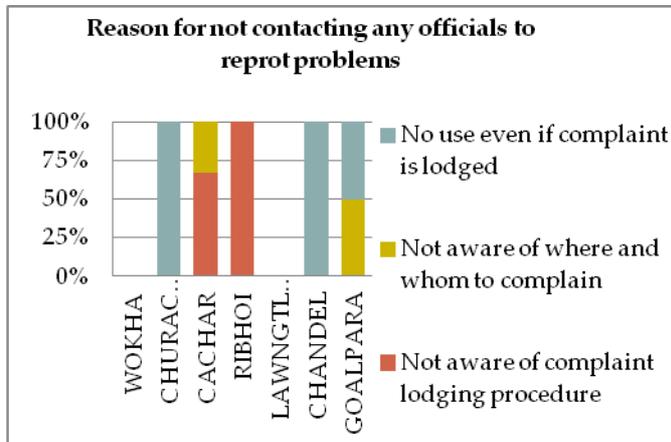


Figure 184: Reason for not contacting any officials to report problems

Nearly 50% of the beneficiaries found the process of getting an RGGVY connection easy (except Churachandpur and Chandel). Close to 80% of the beneficiaries in Churachandpur and Chandel found the process of getting an RGGVY connection difficult. Around 30% of the beneficiaries (except Churachandpur and Chandel) faced issues related to billing. In Churachandpur and Chandel nearly one-third of the

beneficiaries faced issues related to transformer failure.

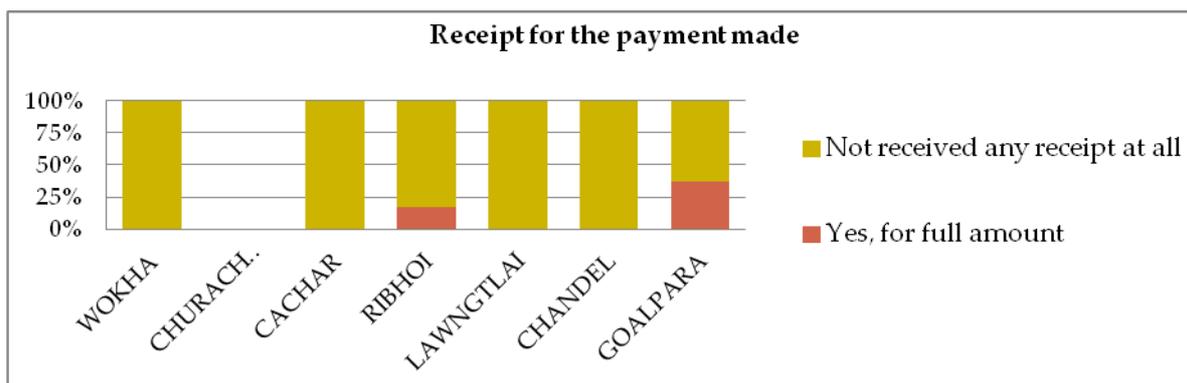


Figure 183: Receipt for the payment made

The RGGVY guidelines require that a proper grievance redressal mechanism be adopted with telephone helpline numbers for speedy complaint redressal mechanisms. It is recommended that Special Telephone helpline numbers should be created in each distribution circle.



RRGVY: Satisfaction

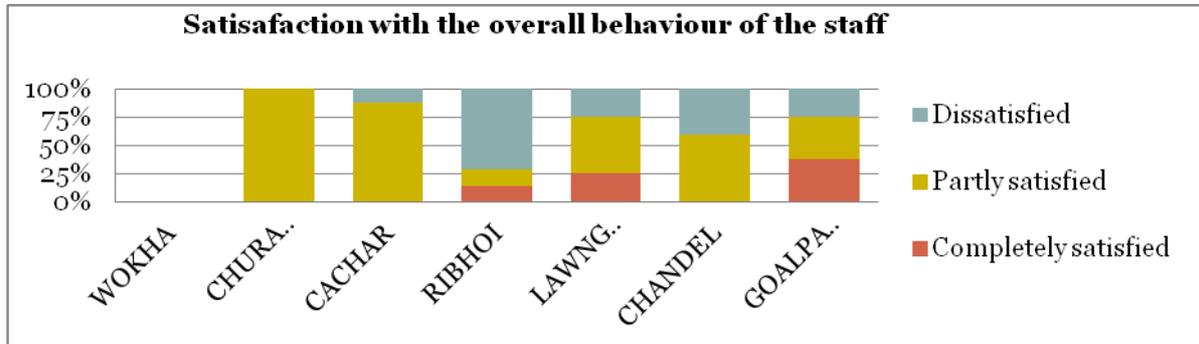


Figure 186: Satisfaction with overall experience of RGGVY scheme

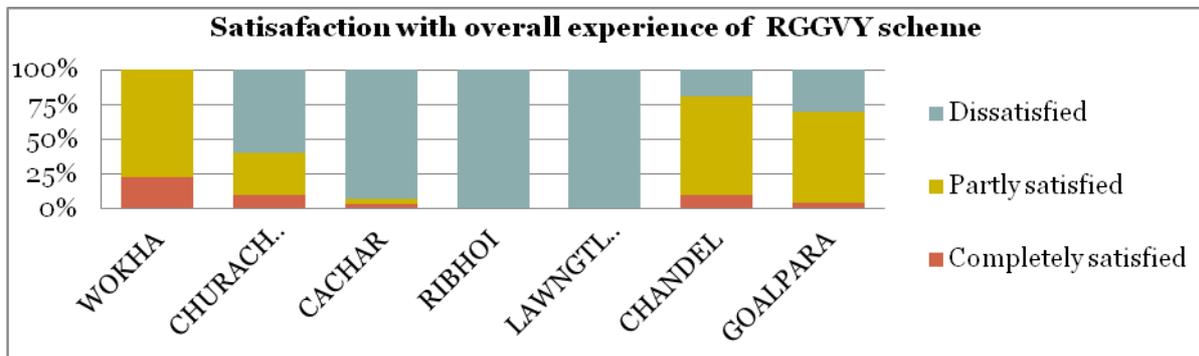


Figure 185: Satisfaction with overall experience of RGGVY scheme

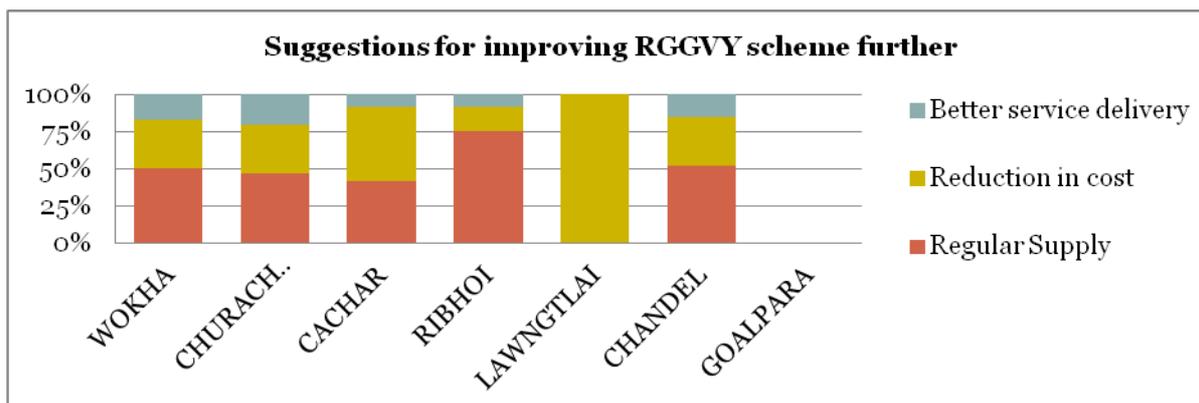


Figure 187: Suggestions for improving RGGVY scheme further

Across districts, 50% of the beneficiaries (except Lawngtlai) said that regular/reliable supply of electricity would make them feel completely satisfied. In Lawngtlai, 100% of the beneficiaries said that reduction in costs of electricity would make them feel completely satisfied. In Ribhoi, 75% of the beneficiaries suggested lowering of costs



for improving RGGVY scheme further. In Wokha and Churachandpur, 25% of the beneficiaries suggested improving delivery of services under RGGVY scheme.

Less than 20% of all beneficiaries are completely satisfied with the overall behaviour of the staff. In Cachar, Ribhoi and Lawngtlai, 95% of all beneficiaries were dissatisfied with the overall behaviour of the staff.

Most beneficiaries felt there was a need to enhance awareness on entitlements. Also, a need was felt to enhance the rapport between the users and service providers (state electricity boards/contractors etc.) for smooth functioning of the program. In Chandel, a need was felt to conduct community wide awareness programs on saving power. Across districts the end users were not satisfied with the bill received for their usage, they felt they were being over charged.

RGGVY: Gender and Minority

More than 90% of the female beneficiaries agreed that the information provided in awareness generation helpful. Nearly 50% of the female beneficiaries in Cachar and Churachandpur and Goalpara visited the office 3 or more times to get the sanction.

More than 95% of people belonging to ST communities are aware of the process involved in the RGGVY scheme; and in Cachar and Goalpara, the OBCs and general population awareness was around 80%. The satisfaction level with the program is 70% of ST and OBCs are partially satisfied.



RASHTRIYA KRISHI VIKAS YOJANA (RKVY)

Rashtriya Krishi Vikas Yojana

To spur growth in the agriculture and allied sectors, National Development Council (NDC), in its meeting held on 29th May, 2007 observed that a special Additional Central Assistance (ACA) plans taking into account agro-climatic conditions, natural resources and technology for ensuring more inclusive and integrated development of agriculture and allied sector.

In pursuance to aforesaid observation and in consultation with the Planning Commission, Department of Agriculture & Cooperation (DAC), Ministry of Agriculture, GoI launched Rashtriya Krishi Vikas Yojana (RKVY) from 2007-2008, which has been operational since then.

Objectives

- Incentivise states to increase public investment in Agriculture and allied sectors
- Provide flexibility and autonomy to states in the process of planning and implementation of Agriculture and allied sector schemes
- Ensure the preparation of agriculture plans for states/districts based on agro-climatic conditions, availability of technology and natural resources
- Ensure that local needs and priorities are better reflected in state agricultural plans
- Maximise returns to farmers in Agriculture and allied sectors
- Bring about quantifiable changes in the production and productivity of various components of Agriculture and allied sectors through a holistic approach

Eligibility

Scheduled Castes/Scheduled Tribes, Women, Marginalised members of society, Farmers Groups



Entitlements

Entitled to materials like seeds, farm mechanization assistance through custom hiring centres, soil health cards; Loan; Subsidy (For buying Tractor and Power Tailor= Subsidy of INR.45000/- , Power Reaper = Subsidy of INR.40000/-, Pump Set = Subsidy of INR.10000/- & Zero Tillage = Subsidy of INR.15000/-)

Other benefits: Providing new initiatives for skill development training related to agriculture, horticulture, fishery etc through farm field schools; Training of farmers for promotion of organic farming; and providing assistance related to enhancement of soil health.

Application process & documents required

The services may be availed by individual farmers as well as farmers group such as SHG, user's group. Application on a piece of plain paper may be submitted by interested individual farmer or in group to the office of the Agriculture Department at Block. Verification of document/certificate from Village Council/Village Panchayat as proof of being a farmer is mandatory. Priority is given to Schedule Caste, Schedule Tribe and Women.

*(***)This is a onetime benefit, and there should be no repeat beneficiary year after year under RKVY)*

RKVY- Citizen Report Card

A total of 140 beneficiaries across 7 districts of five North Eastern States viz., Assam, Meghalaya, Mizoram, Manipur and Nagaland were interviewed under the CRC exercise. The CRC involves assessment of the awareness; beneficiary feedback on the effectiveness of RKVY through household surveys; and qualitative feedback on the scheme implementation to ascertain the quality of services provided and recommendations by end-users to improve the implementation of the scheme. The findings of the study are set out below:



RKVY: Demographics

More than 80 % of the respondents were beneficiaries. Around 45 % of the beneficiaries in Goalpara are from the general category; 60 % of the beneficiaries in Cachar belong to the OBC; in the remaining districts 99 % of respondents belong to scheduled tribes. In Goalpara 50 % of the households are illiterates; in Wokha and Cachar, 50 % of the beneficiaries had completed secondary school.

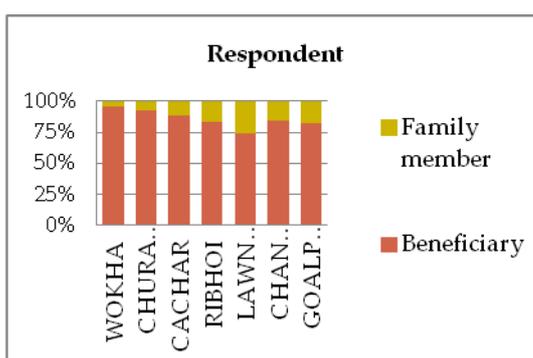


Figure 189: Respondent

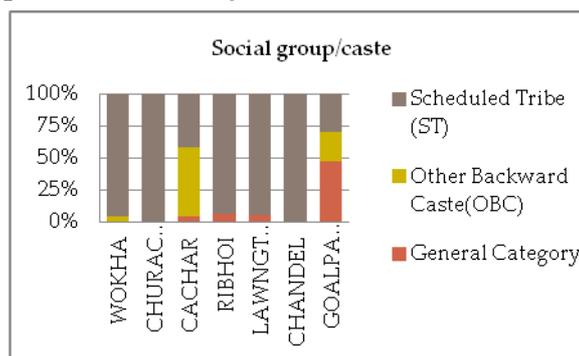


Figure 188: Social group/caste

In Wokha and Goalpara, 50 % of the beneficiaries earned less than Rs. 40,000 p.a; in Lawngtlai and Chandel 25 % of them earned more than Rs 1 lakh per annum; around 40% of population across districts earns between Rs 40,000 to Rs 60,000 p.a. Monthly expenditure is highest in Lawngtlai and is the lowest in Wokha and Cachar.

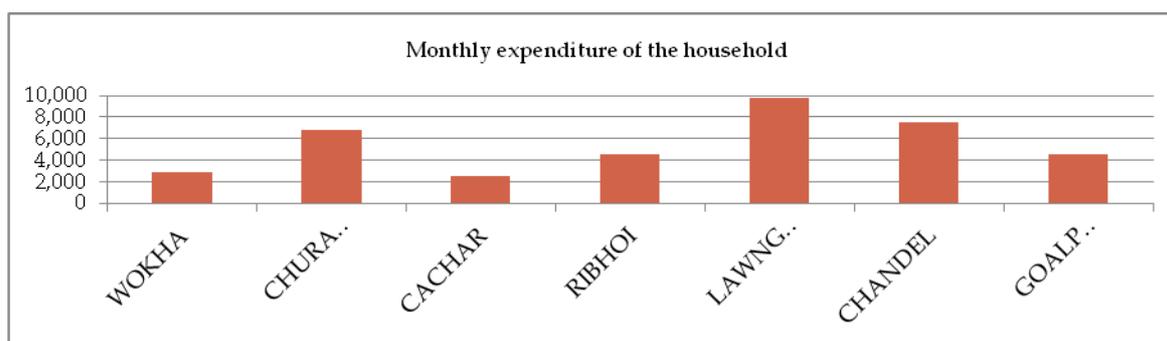


Figure 190: Monthly expenditure

Assets owned by the HH: It was observed that 94 % of the respondents have own houses; 36 % of the houses are kutcha (thatched roof, mud/bamboo floor and wall) and 47 % of the houses are semi pucca (one/two of the three is/are pucca-tin/tiled



roof, brick floor/wall). It is alarming to find out that 24 % of the households do not have ration card and 6 % of them have ration card number but the card has not been issued to them; 71 % of the households have ration cards. The rations card owned by the beneficiaries-30 % of the ration card owned by the HH comes under APL and 63 % under BPL category. More than 80 % of the beneficiaries own Voter ID card (except in Chandel); just 10 % of the beneficiaries have Aadhar Card. In Lawngtlai, 40 % do not own a mobile phone; in Lawngtlai and Goalpara, 60 % of the population owns at least 2 mobile phones. In Wokha and Goalpara, less than 40 % own a bank account; in Cachar, Ribhoi and Lawngtlai less than 25 % use the bank account to avail government schemes



RKVY: Awareness and Access

Village council meeting was one of the main sources in creating general awareness

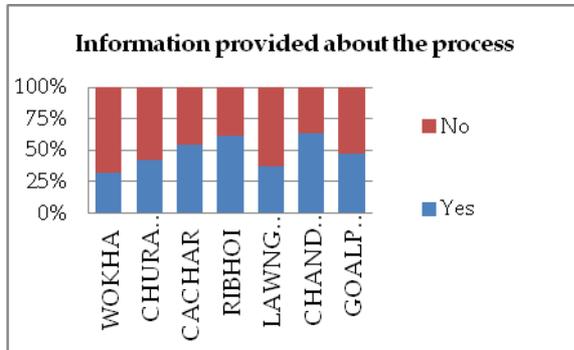


Figure 191: Information provided about the process

about RKVY to the 30% of the beneficiaries in Goalpara; across districts, the village headman is the most popular source of information about RKVY; in Wokha, Churachandpur and Cachar a significant proportion of beneficiaries (around 30%) became aware through

their neighbors; the Block dept. played a prominent role in spreading information about RKVY; in Wokha and Chandel, 30% of the beneficiaries received no information about the services provided/supported through the RKVY scheme. Around 75% respondents of Cachar and 25 % of Chandel are aware of the scheme; in the rest of the districts awareness is just around 50%. The percentage of respondents who have availed the scheme are 90 % at Wokha, 80% at Chandel and Ribhoi at just 25%. Around 47% of the households reported that they were informed about the process of availing the RKVY scheme and 53% of them reported that they were not aware. Nearly 37% of the households approached village headman/chairman to apply for services; 19% of them approached BDO and 38% of them approached agricultural officer.

RKVY: Usage and Quality

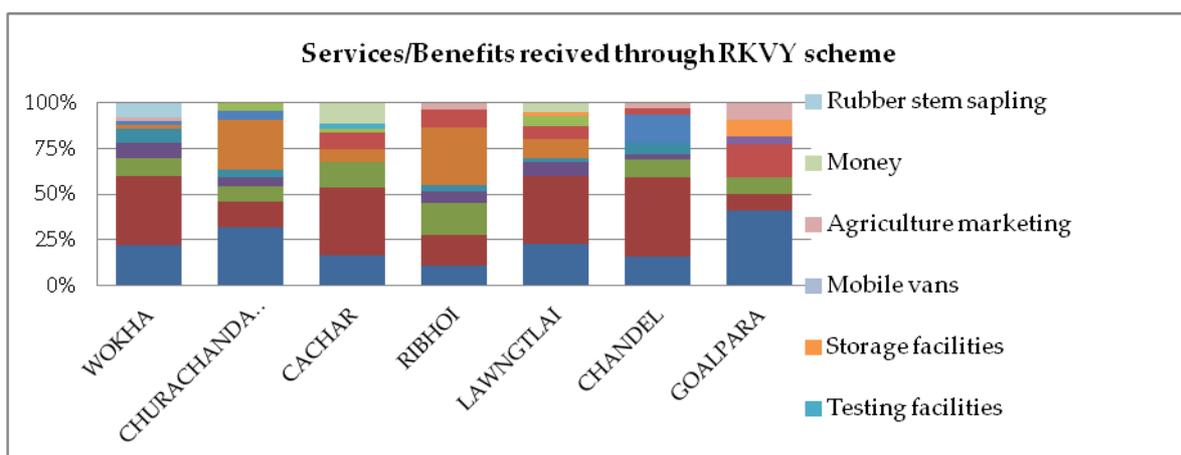


Figure 192: Services/Benefits received through the scheme

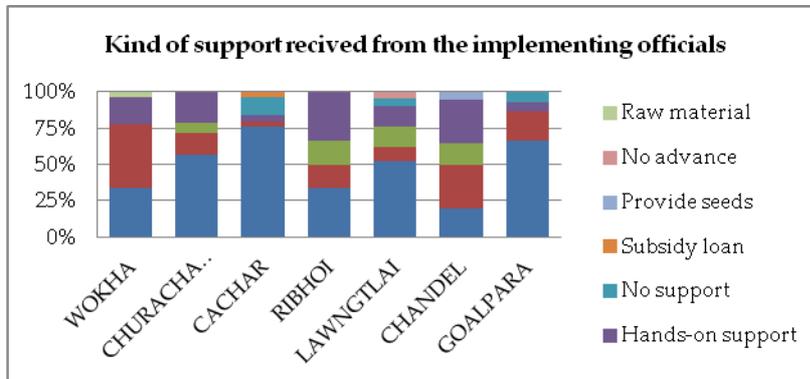


Figure 194: Kind of support received from the implementing officials

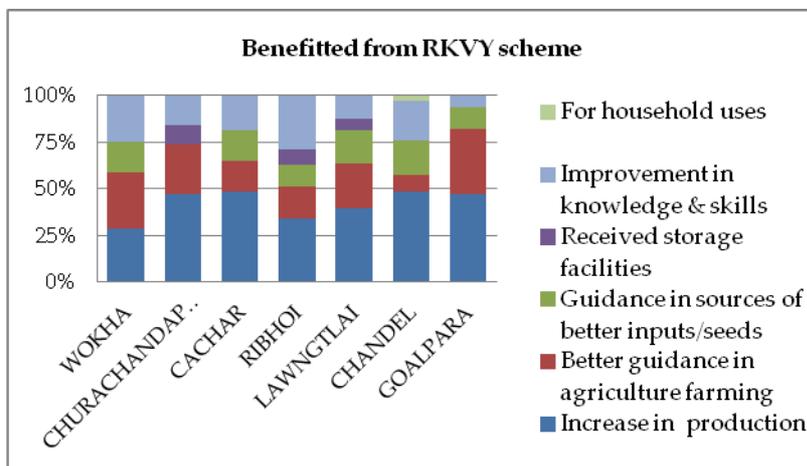


Figure 193: Benefitted from RKVY scheme

37% of the users were provided assistance in distribution of agricultural inputs; 57% of them received HYV seeds; 16% of the users were provided

agriculture

mechanization; assistance in dairy and fisheries to 16% of the beneficiaries; 11% of the users were provided with organic and bio-fertilizers. 45% of the respondents reported that the information provided to them under the scheme was very useful and 55% of them

found it somewhat useful.

The respondents were asked of the kind of support they received from the RKVY implementing officials: 51% of the beneficiaries said that they received only advice; 21% of them said they received both advice and demo; 19% of the users received hands-on support; 7% of the beneficiaries received on site support and 4% of them did not receive any kind of support. 63% of the respondents found the RKVY officials somewhat useful. 51% of the users sought clarifications from the officials and nearly 50% of the beneficiaries reported that the officials were able to give answers to some questions.

In all districts (except Cachar) 90% of the beneficiaries did not pay money to receive any of the services they availed; in Cachar, 25% of the beneficiaries had to pay for the services; across districts most beneficiaries paid the BDO and Agricultural Board



members; none of the beneficiaries were give a receipt for the amount paid (except in Goalpara); across districts, 90% of the beneficiaries paid money for services directly themselves; in Cachar, money was paid through middlemen.

Around 69% of the beneficiaries found that the scheme benefitted them with the increase in production; better guidance in agriculture farming (37%); guidance in sources of better inputs/seeds (24%); and improvement in knowledge and skills (34%)

RKVY: Problems and Resolution

In the last year, 12% of the beneficiaries face problems under this scheme. 35% of them contacted officials personally and it is interesting to note that 65 % of them did not go to any officials for resolving their problems. They lodged

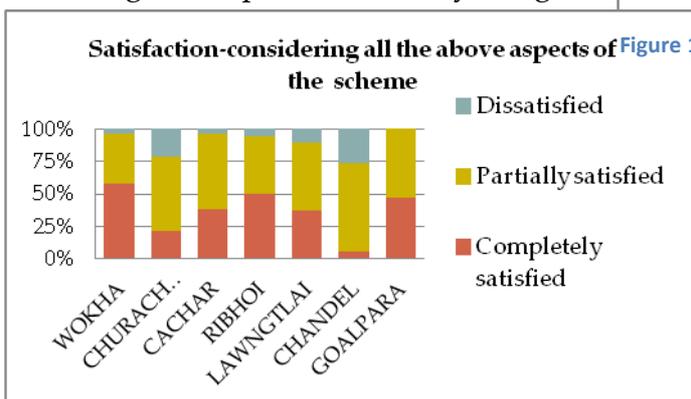
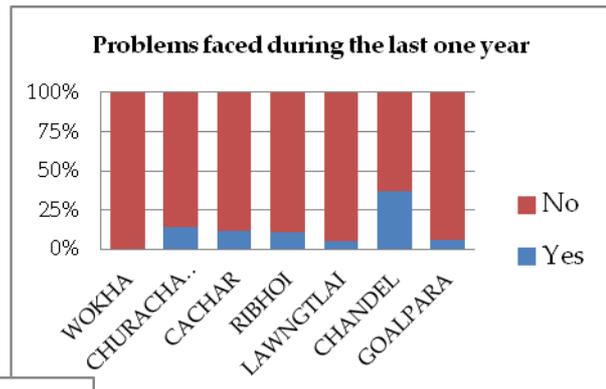


Figure 196: Satisfaction-considering all the aspects of the scheme

their complaint at the gram sabha (17%); village headman (50%) and agricultural Officer (83%). 17% of them received acknowledgement for their complaints registered; and in 12% of the cases the problems were resolved; in 50% of the instances the problems got resolved within 16-30 days and another 50% case took more than a month.

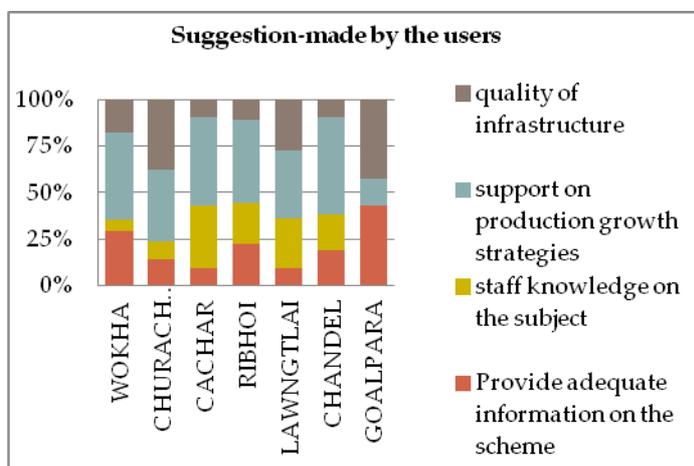


Figure 197: Suggestion-made by the users

RKVY: Satisfaction

The findings revealed that 25 % of the beneficiaries in Lawngtlai and Chandel were completely dissatisfied with the quality of infrastructure & assets created through RKVY scheme; 70 % of the beneficiaries in Goalpara were



completely satisfied with the quality of infrastructure & assets created through RKVY scheme; 30 % of the beneficiaries were completely satisfied with the ability of the staff in providing the information required; 50 % of the beneficiaries across districts are completely satisfied with the information provided under the RKVY scheme. It was found that 25 % of Ribhoi respondents felt that there is partiality in the selection process; Around 40 % respondents of Cachar, Churachandpur, Ribhoi and Goalpara who have experienced the process termed it as complex; Around 75 % of Chandel and Churachandpur respondents are partially satisfied with the behaviour of the staff; 75 % of Chandel, Goalpara and Churachandpur respondents are partially satisfied with the timeliness of the service delivery.

It was observed that considering their experiences with all the above aspects of the scheme 38 % of the respondents are completely satisfied and 53 % are partially satisfied. When they were asked 'what should be done to make you feel completely satisfied' they categorically listed out few things.

Nearly 50 % of the beneficiaries across districts reported that they would be completely satisfied if they were given support on production and growth strategies; 40 % of the beneficiaries in Goalpara would like to have detailed information about the scheme; 40 % of the beneficiaries in Churachandpur and Goalpara reported that an improvement in the quality of infrastructure and providing knowledge on production and growth strategies would improve RKVY scheme further; 50 % of the beneficiaries in Ribhoi suggest creating good quality infrastructure and assets would be reflected well on the implementation of RKVY .



RKVY: Gender and Minority

During the CRC exercise, it was observed that women- Ribhoi 14%, Chandel 33% had some awareness of the services provided/supported through the RKVY scheme when compared to men (20%). It was also found that in the last 1 year, 31% women and 16 % men reported that they faced problems with RKVY scheme.

Considering their experiences with all the aspects like quality of infrastructure & assets created, the ability of the staff in providing the required information, the efficiency with which problems are deal with, overall behaviour of staff & usefulness of services/support provided under this scheme; 37% of the men & less than 30% of the women are partially satisfied.

Nearly 33% of the ST and 45% of OBC had some awareness of the process of availing RKVY. Considering their experiences with all the aspects of the scheme 32% of the STs are partially satisfied. Nearly 37% OBCs and General category respondents of Goalpara and Cachar are completely satisfied with the scheme.



INDIRA AWAAS YOJANA (IAY)

Indira Awaas Yojana

IAY is a flagship programme of the Ministry of Rural Development launched in 1996, as part of a larger strategy of rural poverty eradication. It is a public housing scheme for houseless families and those living in dilapidated & kutcha⁴⁷ houses. There is also a component that provides housing sites to landless families.

Objective (s)

The Objective of the Indira Awaas Yojana is primarily to help construction/ Upgrading of houses of members of Scheduled Castes/Scheduled Tribes (SC/ST), to free up bonded labourers and other below the poverty line non- Scheduled Castes/Scheduled Tribes rural households by providing them a financial assistance lump sum.

Eligibility:

- ✓ Below Poverty Line (BPL) rural households (60% Reserved for SC/ST, 15% Minority, 25% General)
- ✓ Priority is given to PTGs (Particularly Vulnerable Tribal Groups) and beneficiary families of the Forest Rights Act.
- ✓ Priority is also given to families of manual scavengers, including those rehabilitated and rehabilitated bonded labourers.

(The land should be in the name of female/wife or jointly)

Thereafter, priority is given to:

- Female widows, divorced, women victims of atrocities and those whose husbands are missing for at least three years, and, women headed families
- Mentally challenged persons (with at least 40% disability)
- Physically challenged persons (with at least 40% disability)
- Transgender persons
- Widows and next-of-kin of members of defence/paramilitary/police forces killed in action (even if not BPL)
- Other houseless BPL families

⁴⁷ Kutcha House- house having no/ proper permanent structure (such as house with bamboo wall and tin roof without ceilings)



Entitlements

Financial assistance for construction of a new house: Full grant of Rs. 70,000/- per unit for plain areas and 75,000/- for hilly/difficult areas. Further an IAY beneficiary can avail of a top-up loan of up to Rs. 20,000/- under the Differential Rate of Interest (DRI Scheme) from any Nationalised Bank at an interest rate of 4% per annum.

Financial assistance for upgradation of kutcha or dilapidated house: Upgradation from kutcha house to pucca⁴⁸/semi pucca house is Rs. 15,000/-.

Financial Assistance/Provision for House Sites: Provision for House Sites is Rs. 20,000/-. Relevant District Collectors identify land available and allot land to eligible landless families. Land selected must be fit for house construction in terms of connectivity, availability of drinking water, access to public services.

Application process & documents required

There is no prescribe format for application of IAY, and it could be simply applied by writing on a plain paper to the Village Council or Authority President/Village Headman/Panchayat President

Following documents need to be enclosed with the application:

- Copy of "Patta" (Proof of Land Document)
- Copy of BPL Card
- Copy of Bank Account Passbook or Post Office Account Passbook

The selection of the beneficiary is done by the Village Panchayat (Village Council or relevant/equivalent local government body) based on the criteria mentioned above/earlier.

Village Council/Authority/Panchayat will also help the applicant in writing (in local officials language) the application if any as such help is needed (*there is no charges for such help, and is free of cost*)

⁴⁸ Pucca House: Permanent Cemented House



Other Information

There is no mandatory design type. Options relating to locally available construction materials and building technologies will be provided to the beneficiary along with cost implications. House design is decided by the beneficiary.

The beneficiary must also have an account in the bank. The fund is transferred into the Bank/Post Office account of each beneficiary. Release of instalments in cash to beneficiaries is not permissible under IAY. Allotment of the IAY house shall be jointly in the name of husband and wife except in the case of widow/unmarried/separated person.

For all IAY houses, construction of toilets has to be done through the support under Nirmal Bharat Abhiyan (NBA). At district, the scheme is implemented through Zilla Parishad, however, at local level, especially for selection of beneficiary, it is done by Village Council/Village Authority

Literature review

Here is a short literature review of the studies carried out on issues related to the housing needs of both urban and rural poor people.

N. Sridharan and Abhinav Chopra in their book on “Ecology and Technology in Rural Housing” identified the gaps between the ecological needs of rural housing and the building technologies promoted by government.

Planning Commission has carried out number of studies dealing with the implementation and the impact assessment of IAY. A book on —“Shelter for the Rural Poor” edited by Joseph. John and N. Sridharan pointed out the glaring conflicts as well as the goodness of the government sponsored housing programmes. This is one book that could discuss the needs of tribal environments, role of women in rural housing, local technologies and experiments of NGOs. Planning commission study (2004) on rural housing in Orissa highlighted the lack of space is the principal reason for the dissatisfaction of rural poor and lack of credit support for SC/STs.

Braja Bandhu Padhiari and Prakash Chandra Misra made an attempt on the housing conditions of BPL families in Orissa through their book on “Rural Housing Finance”. The focus of the study was to understand the financing of housing vis-à-vis the gap between demand and supply in housing of weaker sections in Orissa.



Shilaja N. Ambedkar in her book on “Rural Housing : Agro-Socio-Economic Impact” focus on agro-socio-economic and environmental profiles of the rural housing colonies as well as the beneficiaries, their perceptions regarding implementation of the housing programmes, the problems faced by them in getting the house sites as well as construction assistance.

S. B. Verma in the book “Rural Infrastructure: Sanitation, Housing, and Health Care” points out that there is an involvement of PRIs and NGOs to implement the IAY in rural area. It suggests that the government should provide sufficient loan to BPL people. The building construction should be qualitative not quantities. There is need of making regular monitoring committee in every block level.

In this Citizen Report Card (CRC) exercise, an attempt is made to capture the perception of the users about the scheme; to assess the quality of implementation; the problems faced by them, resolution and satisfaction level; and to offer suggestions for policy implications.

IAY: Citizen Report Card (CRC)

A total of 183 beneficiaries across 7 districts of five North Eastern States viz., Assam, Meghalaya, Mizoram, Manipur and Nagaland were interviewed under the CRC exercise. The CRC covered all aspects of IAY such as socio-economic profile, program awareness, transparency, quality of services provided and recommendations by end-users to improve the implementation of the scheme. The findings of the study are set out below:

IAY: Demographic Profile

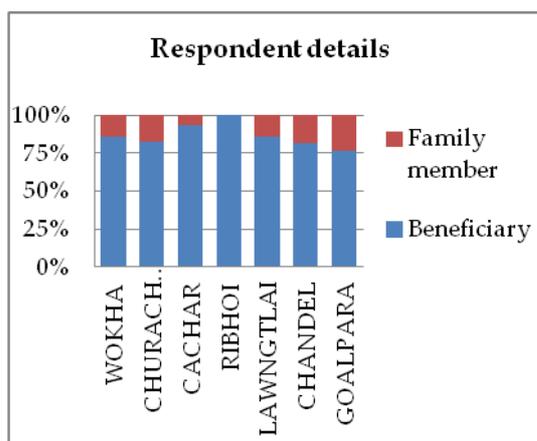


Figure 198: Respondent details

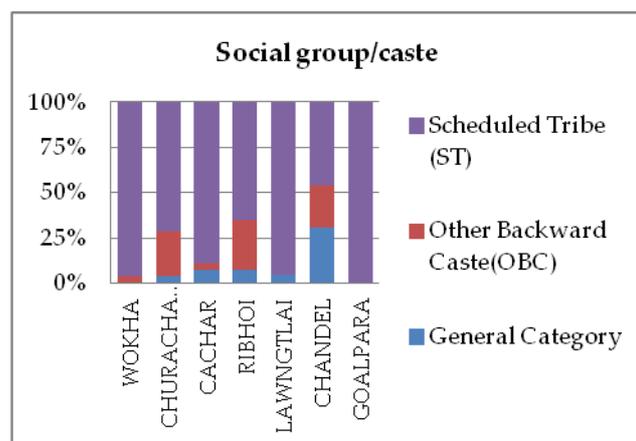


Figure 199: Social group/caste

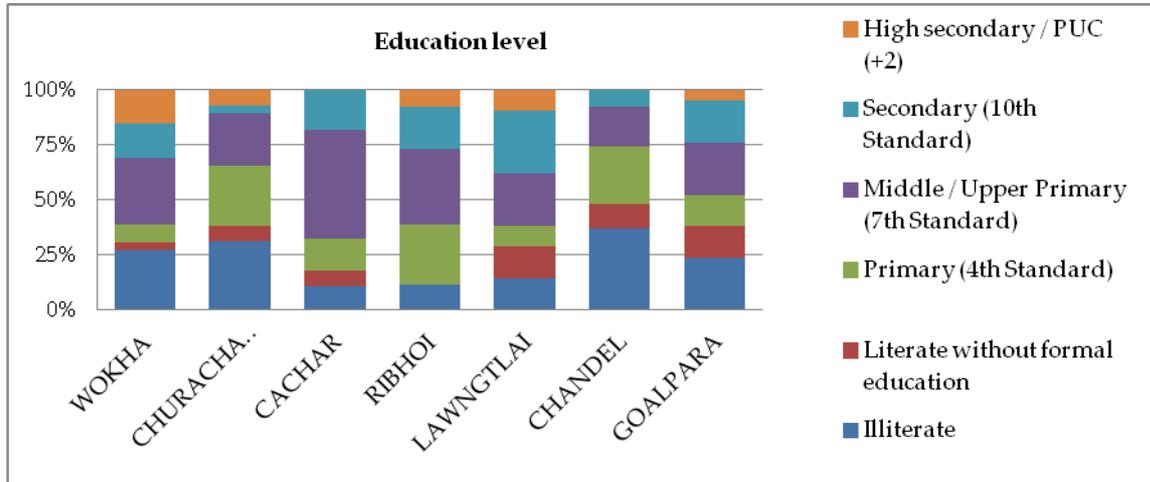


Figure 200: Education level

The socio-economic condition of the people from the study area is depicted in (Fig 1 to 5). It can be observed that More than 80% of the IAY respondents in the CRC are beneficiaries themselves. Nearly 75% of the beneficiary families are scheduled tribes; all the beneficiary families in Goalpara are scheduled tribes. Around 15% of the households are illiterate; less than 10% has studied up to class 12 (higher secondary education). With the exception of Ribhoi, Lawngtlai and Goalpara, 25% of the beneficiaries have completed secondary and higher secondary education.

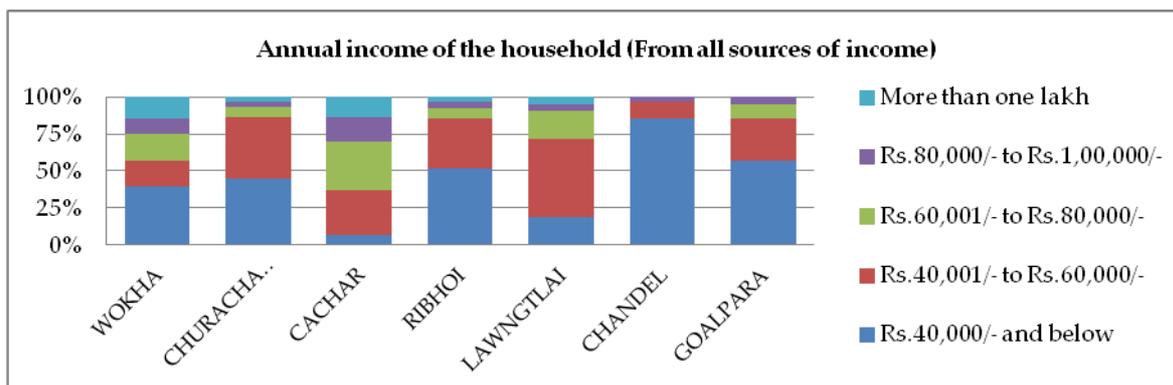


Figure 201: Annual income of the household (From all sources of income)

In Churachandapur, Cachar and Ribhoi around 25% of the households earn Rs 2000 per month; in Lawngtlai and Goalpara 20% of the households earn Rs 8000 per month. More than 75% of the beneficiaries are cultivators. Churachandapur has the highest proportion of unemployed people at 20%. Chandel has the highest proportion of self-employed people at 20%. Non-agricultural labourers are the highest in Ribhoi and Goalpara.



More than 80% of the beneficiaries have Voter IDs. The proportion of the population with Aadhar Card is the highest in Wokha at 30% followed by Cachar and Lawngtlai. In Lawngtlai and Chandel 70% of the families do not have a bank account. Bank account is used for savings and in Goalpara 50% of the households use it for availing government benefits. Around 38 percent of households own a granary and 52% have kitchen garden. Nearly 26% households have debts, out of which 47% of them have borrowed it from banks and 47% households from societies.

IAY: Awareness and Access

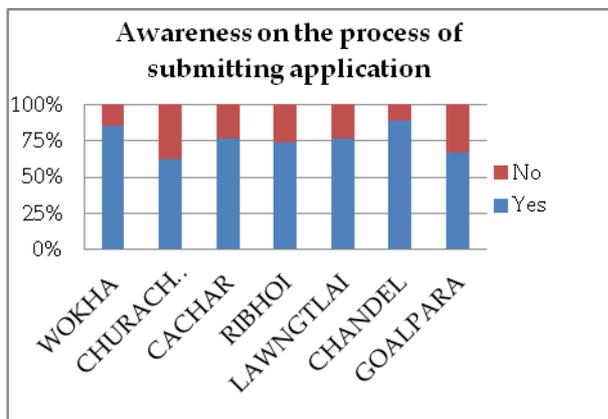


Figure 202: Awareness on the process of submitting application

More than 50% of households have heard about IAY from the village headman; in Lawngtlai and Goalpara 25% of them from their relatives; at Churachandapur 20% of the households learnt from GP village council/village Authority members; in Chandel 30% households learnt from the village council/village authority members. Around 70% households were aware of the process of submitting the application.



Application & Information

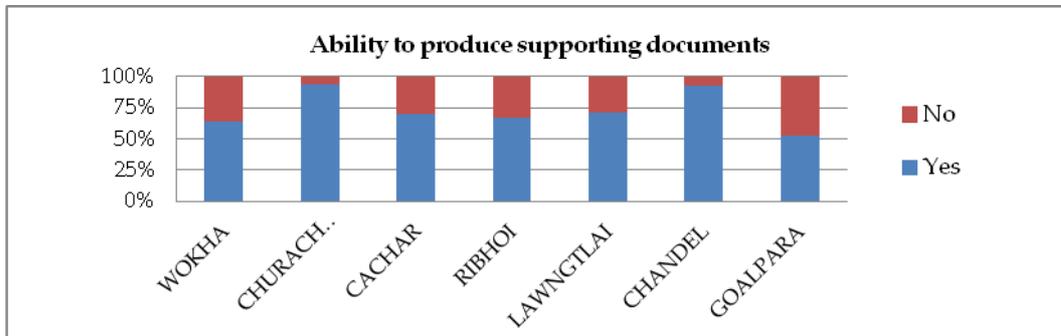


Figure 203: Ability to produce supporting documents

Around 70% households (except Goalpara) were able to get all supporting documents for the application; 50% households in Goalpara did not get the documents easily. In Ribhoi, 20% of the households paid money to get selected for the scheme. In Wokha, Cachar and Lawngtlai more than 90% of the households were not aware the amount they are entitled to under IAY scheme. Around 85% of the households did not receive registration number. 50% of the households received the sanctioned work order for IAY after registration of their application. Only in Chandel 75% of the households received information on housing design and construction technologies from the officials (local implementers/ CSO awareness team/village council members)

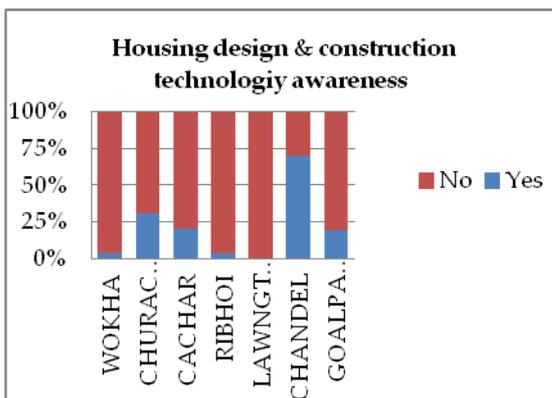


Figure 204: Housing design & construction technology awareness

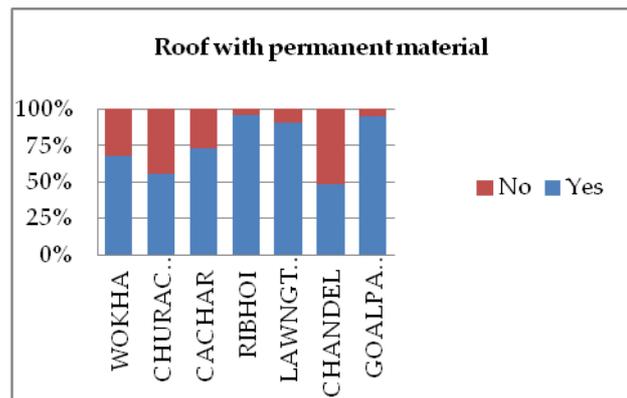


Figure 205: Roof with permanent material

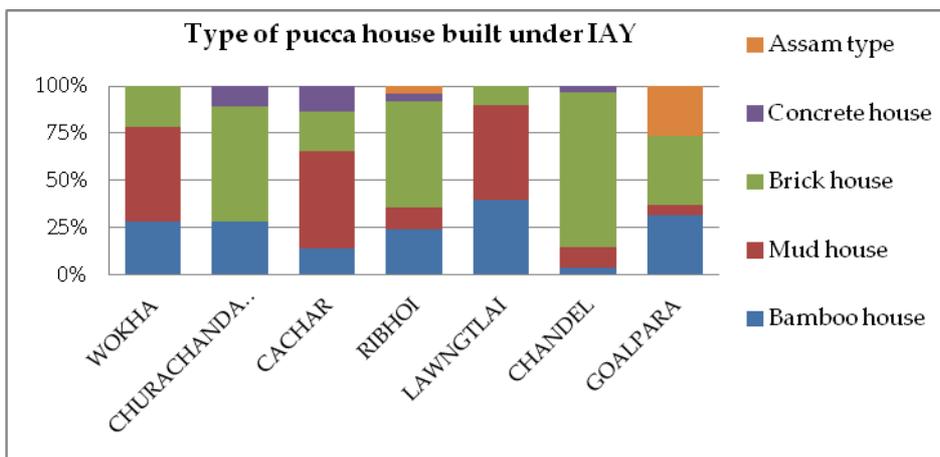


Figure 206: Type of pucca house built under IAY

IAY: Usage and Quality

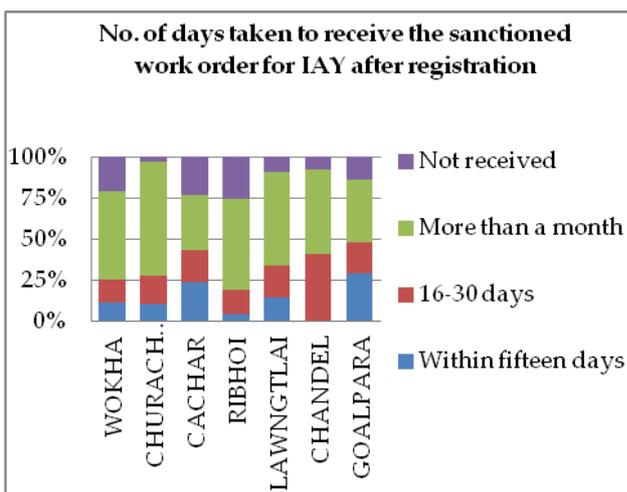


Figure 208: No. of days taken to receive the sanctioned work order for IAY after registration

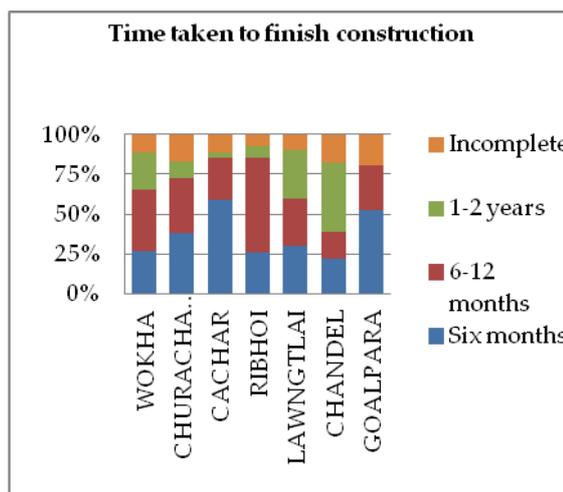


Figure 207: Time taken to finish construction

Nearly 70 % of the households reported that IAY selection list was announced at the Gram Sabha/Village Council meetings. Nearly 40 % of the households took between 6-12 months to complete the construction. In Chandel 40% of the houses took between 1-2 years for completion. Around 20% of houses are still incomplete. Construction of the IAY house began between 20-30 days after the receipt of the Sanction Order; 80 % of the households started construction before the receipt of the first installment; beneficiaries used their own funds for the same.

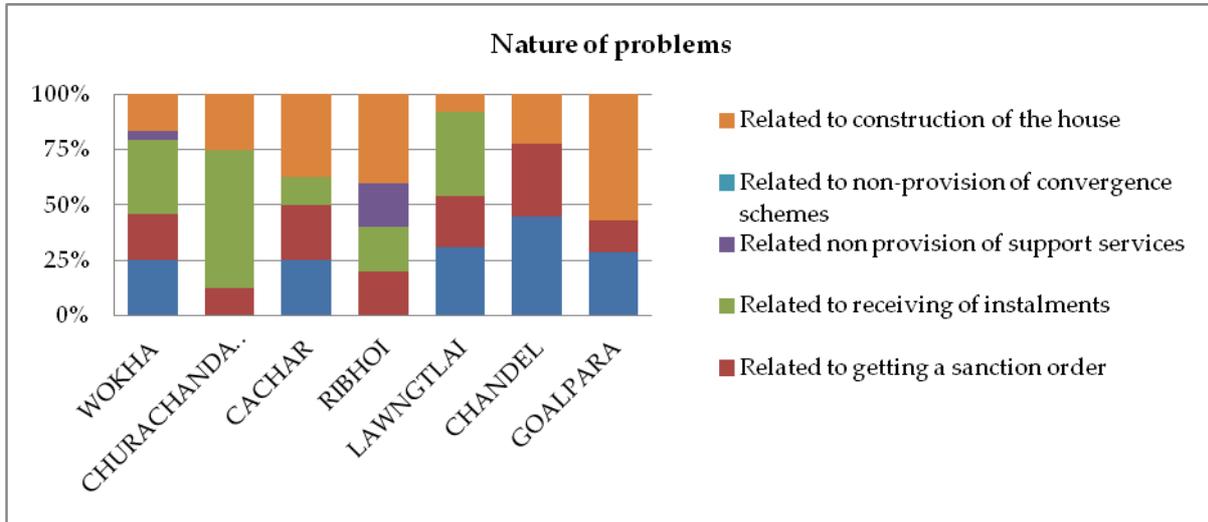


Figure 209: Nature of problems

IAY: Problem Incidence and Resolution

Around 75% of the households did not face any problems with IAY scheme in the last 1 year. Most of the problems faced were related to the approval of the application and construction of the house in Churachandapur; 50% of the beneficiaries in Goalpara are completely satisfied with their overall experience of the IAY scheme. More than 50% beneficiaries felt that there is lot of scope for improvement in the scheme implementation. Only in Goalpara and Ribhoi 90% of the houses constructed had a permanent roof made of asbestos, metal sheets, bamboo etc; In all other districts only about 50% houses had permanent roofs. Less than 50% of the houses had adequate space for pursuing livelihood activities.

Nearly 75% of the respondents except Wokha are aware of the scheme. It is interesting to see that more than 75% respondents of Wokha have availed the scheme. Wokha and Goalpara respondents are not aware of the process involved in the scheme for availing the benefits. 25% of Wokha, Churachandapur, Ribhoi and Chandel respondents said that there is partiality during selection of the beneficiaries. In Goalpara, 70% beneficiaries who have experienced the process find it complex. Lawngtlai beneficiaries find the process simple. Less than 25% of Chandel, Churachandapur and Goalpara beneficiaries find the paperwork bit too much. They are partially satisfied with the staff behavior.

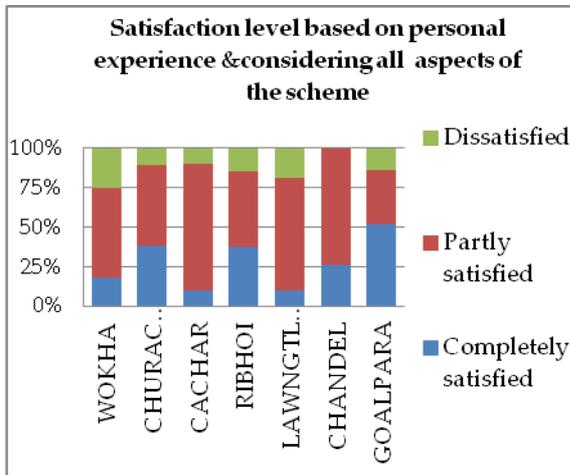


Figure 211: Satisfaction level based on personal experience & considering all aspects of the scheme

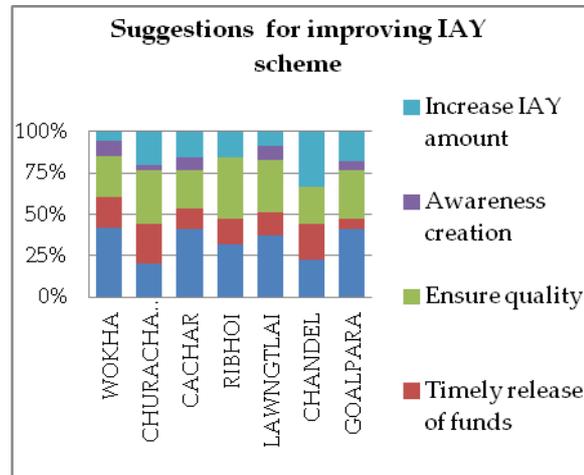


Figure 210: Suggestions for improving IAY scheme

IAY: Satisfaction

More than 60% of Ribhoi and Lawngtlai beneficiaries are completely satisfied with the timeliness of the service delivery; around 25% of Chandel are not satisfied. The main reasons for dissatisfaction with IAY can be attributed to insufficiency in sanctioned amount, inferior quality of materials. More than 30% of the beneficiaries in Cachar were dissatisfied with the lack of accountability on part of the officials. Beneficiaries suggested increasing accountability on part of the implementers would help in increasing the efficiency of implementation of IAY. Improving the quality of construction and increasing the IAY amount were the two other important suggestions made on part of the beneficiaries.



IAY: Gender and Minority

More than 72% of the men were aware of the process of submitting their application to access the IAY scheme; among the women it was nearly 60% awareness. Nearly 50% of the men found it easy to fill up the application form while just 33% of the women could easily fill up the form. Men (60%) and 50% women were able to gather all supporting documents easily.

Based on one's experiences with all the aspects like availability of staff, time taken to attend the beneficiaries, helpfulness of staff, efficiency with which the problem was dealt with and overall behaviour of the staff of the IAY scheme; 60% of the men & less than 55 % of the women are partially satisfied.

Nearly 60 % of the ST and 72 % of OBC were aware of the process of submitting their application to access the IAY scheme. Considering one's experiences with all the aspects of the scheme 55% of the STs in all the districts (except Goalpara); 33% in Goalpara are partially satisfied. Nearly 53 percent OBCs of Goalpara are completely satisfied with the scheme.



Conclusions and Recommendations

The national programmes covered in this study are some of the most ambitious programmes mooted by the Central government to address the objectives of the Millennium Development Goals (MDG) as well as the fundamental rights of the citizens of the India as enshrined in the Constitution.

The programmes studied included those that addressed basic necessities such as food and shelter covered under the Public Distribution Scheme (PDS) and the Indra Awas Yojana (IAY), those that would ensure a better quality of life to the beneficiary through provision of electricity (RGGVY), toilets (NBA/SBM), nutrition for children (ICDS, MDM), health care for women and infants (JSSK), and, those that would promote better livelihoods (MGNREGA, RKVY) and protect the vulnerable (NSAP).

The experiences of the beneficiaries for each of the programmes in the previous chapters clearly indicate that not all programmes have reached them in the same manner. While for some programmes there have been issues related to clearing of applications, in some there have been lapses in terms of sharing of information. While some state and local governments seem to have played a more proactive role in providing services, some have yet to do the basic minimum such as provision of bank accounts and livelihood/employment benefit cards.

In this conclusion chapter an attempt will be made to look at the issues plaguing each of the programmes with some recommendations that could help mitigate them.

Nirmal Bharat Abhiyan / Swachha Bharat Mission (NBA/SBM)

Ensuring safe and hygienic sanitation through provision of toilets is the main objective of the Nirmal Bharat Abhiyan. The programme has been renamed Swachha Bharat Mission under the new government and now encompasses all aspects such as drainage and solid waste management as well. However, this CRC limited itself to the objectives of the NBA. A quick analysis across the districts shows that beneficiaries across Chandel and Goalpara faced problems related processing of applications and receiving incentives, while in Wokha almost all beneficiaries claimed that they had to pay a bribe to get their toilets built. Goalpara also reported



highest proportion of children going for open defecation, which indicated towards major health implications.

Recommendations:

- There is a need to improve the overall implementation of the program. It has been seen that beneficiaries face issues in receiving entitlements. The new Swachha Bharat Mission (SBM) guidelines suggest direct cash transfers into beneficiary accounts; this may help in reducing the time lags.
- Among all districts it has been seen that the village council members have a major role to play in the beneficiary selection and implementation of the NBA. Providing hands-on training on safeguarding their entitlements like receiving of installments, lodging their grievances officially in writing and using RTI when required to find out status of funds will empower the community.
- The information and awareness creation should be focused on benefits of sanitation and ill effects of open defecation in addition to entitlements under NBA.

Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)

Ensuring livelihoods for people in villages so that they can live comfortably in their own villages instead of migrating and living in miserable conditions in cities and towns is one of the key objectives of the programme. As an Act, most of the rules laid out under the Scheme are mandatory. However, the CRC observed quite a few discrepancies in the implementation of the Scheme. In districts such as Wokha, Chandel, Goalpara and Cachar, the number of days of employment was less than a month when actually the Scheme guarantees 100 days of employment. Awareness of the process of getting job cards was a major impediment along with job cards being retained with the village headman (Wokha, Goalpara). In the case of Lawngtlai, more than half of the beneficiaries reported paying a bribe to get the supporting documents so that they could get their job cards made. Also, less than 5% beneficiaries knew about the mandatory social audit exercise, much less participating in one.



Recommendations:

- Organise concerted awareness building programmes involving both the users and the providers. To address the service delivery gap, it is imperative to not just educate beneficiaries about the entitlements of the scheme, but also to enable both users and the providers implement the scheme properly and efficiently.
- In principle, a person complains if there is a discrepancy between the promised benefit and the actual one, which means that he/she has to know about the program's deliverables. Hands-on training on safeguarding their entitlements like filing RTI, opening bank accounts, retaining their own job cards, lodging their grievances officially in writing should be provided.
- To overcome the obstacle of irregular pattern in receipt of wages is to take full advantage of the latest intervention by the Central government's scheme 'Pradhan Mantri Jan Dhan Yojana'. Wage seekers getting paid in time through their individual bank accounts would be in line with their MGNREGS entitlements.
- Social audit should be promoted and conducted in the right spirit to ensure accountability.

Public Distribution System (PDS)

The basic objective of the scheme is to provide food grains to the poor families/household on subsidised rate.

It has been noted that there was extremely low level of awareness about the vigilance committee. Among all districts it has been noted that the village headman/chairman plays the most important role in providing information about PDS. Rice grains are the most popular purchases under the PDS. The most popular cause of dissent was the unavailability of food grains at the shops.

In Churhandpur and Chandel the unavailability of food grains was the main issue among beneficiaries. In Cachar and Ribhoi beneficiaries felt that the samples items should be displayed. The main reason for dissatisfaction was due to inefficient service delivery.



Recommendations:

- A strong grievance redress mechanism has to be worked out and targeted awareness has to be created among all stake holders involved.
- Improvement in the service delivery by ensuring availability of sufficient food grains.
- Put constructive pressure on the government to create awareness about vigilance committees, so that citizens can themselves monitor the PDS.

Janani Shishu Suraksha Karyakram (JSSK)

This program was launched to encourage all pregnant women to deliver in Public Health Facilities and fulfil the commitment of achieving 100% Institutional deliveries. It also aims to reduce the Maternal Mortality Ratio (MMR) and Infant Mortality Rate (IMR). The Anganwadi workers played a major role in creating awareness about the JSSK scheme in Goalpara. In Churchandpur and Cachar nearly 30% of the beneficiaries came to know about JSSK from neighbours and relatives. In Wokha and Chandel, more than 60% of the beneficiaries were not aware of their entitlements.

In more than 70% of the cases delivery and ante natal chek-up was the main reason for visit by the beneficiary. In Churchandpur and Chandel more than 50% of the beneficiaries did not get a receipt of free drugs and consumables during your pregnancy and delivery. In Wokha and Lawngtlai nearly 70% of the beneficiaries were completely satisfied with the availability of staff and the overall behavior of the staff.

Recommendations:

- A strong grievance redress mechanism has to be worked out and targeted awareness has to be created among all stake holders involved.
- Improvement in the service delivery of the JSSK scheme will help in improving the overall experience of the program.
- Improving overall availability of infrastructure will also go a long way in improving the overall delivery of JSSK.



Integrated Child Development Scheme (ICDS)

The child's growth depends on the kind of nutrition and attention that it gets in the early stages of its life and that is where the ICDS steps in. It was heartening to note that there was a high level of awareness among households regarding the scheme across most districts and that the Anganwadi workers were providing health and nutrition related information (except Goalpara and Wokha). However, the flip side was that beneficiaries felt some kind of partiality in the selection of beneficiaries (Chandel, Cachar), lack of proper grievance mechanisms (Goalpara, Churachandpur), and not providing all the entitlements that come with various components of this Scheme (Chandel) along with demand for payment for some schemes which should have been free (Churachandpur – for PSE).

Recommendations:

- A strong grievance redress mechanism has to be worked out and targeted awareness has to be created among all stake holders involved.
- Improvement in the service delivery by increasing the quantity of food given and improving its quality is required.
- Put constructive pressure on the government to fill up vacancies. There are vacant posts at all levels from Child Development Project Officers, Supervisors to Aanganwadi workers (MWCD). The dissatisfaction of staff shortage is felt among the respondent beneficiaries as well.

Mid-day Meal Scheme (MDM)

The objectives for providing mid-day meals to children going to school not only include adequate nutrition but also retaining children in formal education systems and involving parents in the process. Some districts seem to have adapted the latter quite enthusiastically with adult members visiting and observing the process of midday meal preparations (Goalpara, Chandel). In some districts such as Ribhoi and Chandel provision of relevant facilities such as drainage in the wash areas was observed. At the same time, in most districts the findings showed that food was cooked outside and brought in (except Ribhoi where teachers were observed to be involved in the cooking process). A matter of concern is the absence of children from the afternoon sessions after availing the MDM facilities in most districts such as



Wokha, Churachandpur, Chandel and Goalpara. Quality of the meal was also worrying in Chandel, Churachandpur and Ribhoi.

Recommendations:

- Although the scheme may be offering different prepared food items each day, bringing variety to the daily meal may be a good idea, keeping in mind the nutritional criteria of the scheme in mind.
- Meals could be cooked in the school premises unless there are manpower, fuel issues. Provision of raw foodgrains could also be avoided as then the children may not then be direct beneficiaries of the scheme.
- Teachers should be kept free from directly involving in the cooking process to avoid wastage of teaching-learning activities. As a result, a significant amount of contact time between teachers and students would be gained.
- Implementation in the schools in all the districts needs to follow basic principles of hygiene, food safety and accountability. For the latter, strengthening 'Mothers' Watch' programme in all the districts would be good way of ensuring accountability.

National Social Assistance Programme (NSAP)

The programme is one that addresses the vulnerable adult members of the society; these could be senior citizens, people with disabilities or widows and gives them some amount of economic empowerment. The programme comprises of about five schemes addressing each of these target groups and the compensations are mostly monetary in nature except in the case of Annapurna Scheme which involves providing additional foodgrains. The CRC study clearly indicates that the very status of the beneficiaries being vulnerable has worked against them in terms of benefiting from this programme. More than 60% of the respondents were not aware of the application submission process across most districts. Very few respondents actually received the money on time again across all districts. In districts such as Wokha, Lawngtlai and Chandel respondents did not get any help from the Village Council which could have helped create awareness about the Programme. Among those who availed the Annapurna Scheme, nearly half the respondents were dissatisfied with the quality and quantity of ration received (Chandel, Churachandpur). A major concern that cut across all districts was the receipt of an



average pension amount of Rs. 800/- in the last 6-12 months by the relevant beneficiaries.

Recommendations:

- There is a need to put pressure on the implementing agency and political class by mobilising people to exercise their constitutional rights for timely disbursement of pension amount through individual bank accounts.
- The list of sanctioned beneficiaries list should be displayed predominantly in the village; so that if the eligible persons names are missed out, then societal pressure can be put up to add their names in village council meetings/special camps organised by the department.

Rajiv Gandhi Grameen Vidhyut Yojana (RGGVY)

This programme aims to electrify all un-electrified villages / habitations and to provide access to electricity to all rural households in un-electrified and electrified villages in the entire country. One of the major issues during the course of the CRC was to identify such households in the selected districts and villages. However, the pattern emerging from the households covered shows that beneficiaries mostly faced issues related to getting the sanction (Cachar, Goalpara) having had to make more than 3 visits at times. In other cases, beneficiaries had to pay bribes to the staff at the time of installation (Cachar, Churachandpur, Wokha) while quite a few beneficiaries also had to face issues related to transformer failure (Chandel, Churachandpur).

Recommendations:

- The application process needs to be simplified to avoid inconveniencing users from visiting the office numerous times to know their application status.
- A regular monthly meeting between the users and service providers (state electricity boards/contractors etc.) needs to be organized for smooth grievance redress and for regular/reliable supply of electricity.



Rashtriya Krishi Vikas Yojana (RKVY)

The main objective of the RKVY is to ensure that agricultural strategies are developed that are reoriented to meet the needs of farmers and thus rejuvenate agriculture. The findings from the CRC carried out in the selected districts showed some interesting patterns. Most users in Cachar and Goalpara found the application process quite complex. They also had to pay money through middlemen to avail the services that they wanted to use; in the case of Wokha money was paid to the BDO and Agricultural Board members as well, where in none of the cases were any receipts given for the amounts paid. Respondents in Ribhoi felt that there was partiality in the selection process of beneficiaries and the assets that were created were not of good quality; the latter was observed in the case of Lawngtlai as well. In Churachandpur there were reports of beneficiaries receiving only advice and no demo or on-site support from the Programme Implementers.

Recommendations:

- An intensive training at the community level has to be given on a regular basis for knowledge transfer on the production and growth strategies.
- Implementing officials should provide on-site support for better results in terms of creating quality assets.
- User friendly grievance redress mechanism has to be put in place making use of ICT platform.

As the findings from the CRC study show, different programmes have had their implementation issues which can be resolved through concerted and focused corrective measures involving both the community and the programme implementers. It is hoped that the application of tools such as Community Score Cards in the next phase will create such platforms that would help improve service delivery in an integrated manner.

Indira Awas Yojana (IAY)

One of the positives that North-East India is blessed with is the availability of land for the beneficiaries. However, the provisioning of this programme varied from district to district. In Assam in the districts of Cachar and Goalpara, getting all the supporting documents, and lack of information sharing by the officials led to most of



the beneficiaries finding the process of applying and availing quite complex. In Chandel, a substantial proportion of the households did not have a bank account, which not only contributed to the delay in the construction of their house but also receiving late/partial installments, materials of inferior quality, and having to resort to their own funds for completion. Churachandpur witnessed partiality during selection of beneficiaries, while beneficiaries in Ribhoi had to pay money to get selected, they also received no information on housing design and construction technologies. The latter was also observed in Lawngtlai and Wokha.

Recommendations:

- A concerted awareness campaign has to be organised at community level regarding the amount they are entitled, gathering supporting documents, paper work, time line, design of the house and the guidelines.
- Social audit should be promoted and conducted in the right spirit.
- Selection process should be transparent and prioritized. The information regarding selected names of the beneficiaries, fund utilization and materials provided should be painted on the common wall in the village.
- The DRDA officials and local implementing staff should hold a meeting in the village to provide complete information on all aspects of the scheme to the beneficiaries both orally and by providing handbook in the local language.

Public Affairs Centre, in a grantee partnership with ACTED carried out a comprehensive Citizen Report Card (CRC) exercise in seven backward districts of five states located in North East India as part of a project that is working towards ‘improving access to information and delivery of public schemes in remote and backward districts of North-East India’. The CRC covered 10 centrally sponsored programmes targeted at alleviating poverty and improving quality of life of people, to assess the levels to which these objectives have been achieved. This report presents findings from the first and benchmarking CRC carried out in the first year of the 4-year project period.



Public Affairs Centre (PAC): PAC is an independent not-for-profit think tank located in Bangalore, Karnataka (India). PAC is dedicated to improving governance in India by strengthening civil society institutions in their interaction with the state and is globally known for its Citizen Report Cards (CRCs). (pacindia.org)



North East India Committee on Relief and Development (NEICORD): Is a registered nongovernment organization based at Guwahati, Assam (India) and is active in Seven North Eastern States of India. NEICORD has a track record of over three decades of assisting people who are affected by disaster and poverty, famine, disease and conflict towards restoring peace and human dignity in the region. (neicord.org)



Agency For Technical Cooperation and Development (ACTED): Founded in 1993, ACTED is a non-governmental organization with its headquarter in Paris and is active in 34 countries, and based in New Delhi for India. ACTED responds to emergencies, provides recovery and rehabilitation support and contributes to the achievement of the Millennium Development Goals (MDGs) through interventions that seek to cover multiple aspects of humanitarian and development crises through a multidisciplinary approach. (acted.org)



European Union (Europe-Aid): The Union is represented by a network of 141 EU Delegations, which have a similar function to those of an embassy. The focus of the Union is on; human rights, peace building & conflict resolution, social & economic development, climate change & natural disaster etc. (eeas.europa.eu)