

# **GAPS & OPPORTUNITIES**

in

Implementation of Flagship Schemes

for

## **CHILDREN IN JHARKHAND**

A RAPID ASSESSMENT STUDY

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*for*

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## Abbreviations

ADPO	Assistant District Programme Officer (Education)
AH	Anaganwadi Helper
AIDS	Acquired Immune Deficiency Syndrome
AIE	Alternative Innovative Education
ANMs	Auxillary Nurse Midwives
APL	Above Poverty Line
ASHA	Accredited Social Health Activists
AW	Aanganwadi Worker
AWC	Aanganwadi Centre
AWP	Annual Work Plan
AWS	Aangan Wadi Sahiyka
AWTC	Aanganwadi Training Centres
AWW	Aangan Wadi Worker
BCG	Bacille Calmette-Guérin, (a vaccine for tuberculosis disease)
BDO	Block Development Officer
BPL	Below Poverty Line
BPO	Block Programme Officer
BRC	Block Resource Centre
BRP	Block Resource Persons
CAG	Comptroller Auditor General
CDPO	Child Development Project Officer
CFD	Correction Factor Data
CHC	Community Health Centre
CRC	Cluster Resource Centre
CRP	Cluster Resource Persons
CS	Centrally Sponsored
DC	Deputy Commissioner
DDWS	Dept. of Drinking Water & Sanitation's
DPEP	District Primary Education Programme
DPO	District Programme Officer
DPT	Diphtheria, Pertussis (whooping cough) and Tetanus vaccine
DRDA	District Rural Development Agency
DSE	District Superintendent of Education
DWSM	District Water & Sanitation Mission
EAG	Empowered Action Group
EGS	Education Guarantee Scheme
FCI	Food Corporation of India
FGD	Focussed Group Discussion
GoI	Government of India
HIV	Human immunodeficiency virus
HRD	Human Resource Development Dept.
HSC	Health-Sub Centre
ICDS	Integrated Child Development Scheme

IEC	Information, Education & Communication
IHHL	Individual HouseHold Latrines
IIPS	International Institute of Population Sciences
IMR	Infant Mortality Rate
JE	Junior Engineer
JEPC	Jharkhand Education Project Council
LPR	Local Resource Persons
MB	Measurement Book
MDM	Mid Day Meal
MHRD	Ministry of Human Resource Development
MIS	Management Information System
MMJSY	Mukhaya Mantri Janani Suraksha Yojana
MMR	Maternal Mortality Rate
MoIC	Medical officer Incharge
MT	Metric Tonne
NACO	National AIDS Control Organisation
NACP	National Aids Control Project
NCERT	National Council of Education Research & Training
NCLP	National Child Labour Project
NFHS	National Family Health Survey
NPEGEL	National Programme for Girls at Elementary Level
NRHM	National Rural Health Mission
O & M	Operation and Maintenance
OPV	Oral Polio Vaccine
OSP	Other Sub-Plan
PHC	Primary Health Centre
PHED	Primary Health Engineering Dept.
PMU	Programme Management Unit, Ranchi
PPP	Public Private Partnerships
PPTCT	Prevention of Parent to Child Transmission
PRI	Panchayati Raj Institutions
PTA	Parent teachers Association
QPR	Quality Programme Report
RCH	Reproductive Child Health
RI	Routine Immunisation
RTI	Reproductive Tract Infaction
SC	Supreme Court
SCERT	State Council of Education Research & Training
SDO	Sub-Divisional Officer
SNP	Supplementary Nutrition Project
SOE	Statement of Expenditure
SRP	Sector Reform Program
SSA	Sarv Shiksha Abhiyan
STD	Sexually Transmitted Diseases
TA	Technical Assistance

TBA	Traditional Birth Attendants
TLM	Teacher Learning Materials
TSC	Total Sanitation Campaign
TSP	Tribal Sub-plan
UC	Utilisation Certificate
UN	United Nations
USAID	United States Agency for International Development
VCCT	Voluntary Counselling & Confidential Testing
VEC	Village Education Committee
VWSC	Village Water & Sanitation Committee

## Executive Summary

With increase in tax buoyancy central government is able to allocate much larger funds for the social sector programmes, reflecting the government's priorities. Though often the state governments, the implementing agencies, are not able to utilize these in a timely and efficient manner, particularly in the less developed states, affecting their policies. Such a scenario has an impact on a government's ability to meet its aims, eroding public confidence. It also impacts the GoI's commitment of meeting MDGs. Recognising the importance of the issue, Unicef as a measure of capacity building initiated this study. It assesses the under-spending under various Centrally Sponsored (CS) flagship programmes affecting children in the state of Jharkhand. The study identifies reasons for such under-utilisation across various schemes and establishes the common systemic impediments. It is hoped that the study would lead into developing a comprehensive capacity building program thus helping improve the Government's absorptive capacity.

The CS schemes considered are in the sectors like Nutrition (ICDS, Mid-Day Meal), Health (NRHM, NACP - PPTCT & Youth components), Education (SSA), Drinking Water & Sanitation (TCS & Swajaldhara) and Labour Protection (NCLP). The methods employed to develop understanding of the CS schemes included studying of various Guidelines & Frameworks issued by the central government. Discussions were held with a large number of persons (almost 150 or so) at the project units of these schemes at State-level, District-level and Block-level; as well as the community members. Two districts, East Singhbhum and Sahibganj, and several Blocks (6-7) and villages were visited for the purpose. Considerations in selecting different areas were to cover diverse situations, both geographically, distance from the state capital and level of infrastructure support. A number of Primary Delivery Centres were also visited. The visits were used to collect relevant financial data; develop understanding of the reasons for major variations; and examining the files and other documentary form of observations.

### **Institutional Setup**

A CS is a Government of India scheme developed for the states. It does create a piquant situation as the state government has little ownership or political compulsion to make the scheme successful, since the scheme has been conceptualised and promoted by the central government often the state government's priority is to ensure that the state receives the funds from the GoI by providing matching contribution and placing requisite personnel, even these at times with additional charge. It needs to be considered, if better linkages between funding and performance, (i.e. say, achieving of improved IMR or, say, on achieving specific milestones in Universalization of Education), would have better scope of inbuilt accountability, since the state Government could be asked questions for reasons of declining central funding at the time of the budget. Presently funds are generally delayed only if a state government is not able to submit a Utilisation Certificate in a timely manner - clearly an audit requirement and not exactly connected with the Performance of the scheme.

For implementation purposes, a CS scheme basically is modelled either on 'Treasury model' or a 'Society model'. While under the Treasury model funds get released through the

treasuries in the State, under the Society model, funds are released directly by GoI to the societies using a commercial bank. Most CS schemes are using the Society model, citing quick transfer of funds, flexibility in approval processes and possibility of bringing in independent experts on the Board. However it is often seen that apart from having bankers account, most other 'so called benefits' are seldom utilised as the Government societies normally have only ex-officio government officials as members of these societies. There is little possibility of having free and frank discussions as chances of raising alternative views by the officers junior to their seniors are quite remote. Thus while the society model, the preferred mode, could provide a quick fund-flow mechanism; it certainly is not a sufficient condition for effective program implementation.

## OVERALL CONCLUSIONS & RECOMMENDATIONS

Many of the observations and conclusions formed during the study are applicable across the spectrum of CS schemes and other government schemes. The recommendations made under this section would help improve the functioning of a number of such schemes. Scheme-specific issues have been given at the end the chapter on each scheme.

### **Decentralised Planning**

Decentralised planning is required by almost all projects. For example, guidelines issued for NRHM as well as SSA require such type of decentralised planning, where the planning needs to be done from the lowest unit onwards, using participative approach. However more often than not such planning is done more in the form of letter than the spirit, which results in only certain number-crunching exercise and not a true identification of needs and how to achieve the same. Under SSA it was observed that in some blocks, the formats had been used, but more to put in a few figures to feed into the District plan. In many other blocks even this was not done, simply on the ground that the district officials are aware of the figures.

Even in the schemes where Plans have been prepared, it is not necessary that these are used for implementation at the ground level, more often than not, funds are transferred to the districts / blocks for Activities to be undertaken and not for Plans to be implemented. Reports are asked of UCs for funds sent and not for Implementation of the Plan which was prepared by the Unit, particularly at the Block level.

Preparation of Plans helps each Project Unit to perform as per an overall laid down strategy, their performance can be easily monitored. The Plan also helps in linking of the Unit's activities with the area in which it is working and whether it is having an impact.

### Way Forward

Hence it is important that the AWP's are prepared for all types of schemes, at least at the Block level (or even lower level, if considered appropriate). The Plan should be prepared under an overall framework that the State should formulate. The Framework should provide necessary guidelines to the districts on the formulation of Plans. If the framework has been provided by GoI, if considered appropriate, an easy to understand guideline could be developed and provided to the districts. The Annual Work Plan once prepared according to

these guidelines, should be subjected to appraisal, preferable an independent one to ensure certain amount of formality and that it has been prepared in the suggested manner.

Such type of plans will enhance accountability as results can be compared with not only inputs in terms of money and manpower but also in terms of outputs achieved, which can be even independently evaluated and commented upon.

## **Transfer of funds**

### *Funds be transferred according to the AWP*

Most schemes presently transfer funds for specific activities. The district / blocks start planning for these activities only when funds reach them, resulting in an implementation which either gets delayed or is undertaken under fire-fighting situation. Focus is more on reporting utilisation of funds rather than the achievement of the objectives for which the funds are being spent.

At the State level, since transfer of funds is time consuming, requiring a number of steps (*preparation of proposal for transfer of funds, approval within the unit, from the departmental head, actual preparation of cheque or advise for the Treasury / signing of cheque, dispatch, etc*) it causes innumerable delays. Often the funds are sent towards the end of the FY, more to ensure that the target of sending the fund is achieved, without much thought of the impact on implementation at the ground level.

### *Way Forward*

The funds should be sent from the State to the districts / blocks twice or a maximum of three times in a year. The modus of the transfer could be similar to what is followed by GoI, that is, the first instalment to implement the AWP be sent at the beginning of the FY, next instalment be sent against receipt of a UC of a minimum value of 50% of the earlier funds sent.

This will reduce, at the State level, a lot of time and resources. Also since at district / blocks the funds are readily available for implementation of the activities and the officials are aware of the activities to be undertaken well in advance, it should facilitate proper implementation of the AWP for that unit.

### *Delays due to banking channels*

A number of instances have been observed among most schemes where long delays have been experienced in getting funds cleared through banking channels. If the funds have to be transferred to more than one or sometimes even two levels the delays would be multiplied. To avoid such delays, a study was undertaken at East Singhbhum. Normal time taken under different situations is given below:

- Same bankers both at the district and block and funds transferred through DD. Funds credited by bank on the same day the DDs were presented at the block.
- Bankers same as above, however instead of DD, cheque mode used for transfer of funds : time taken around 7-10 days for clearing the cheque.
- Different bankers at the district, in either DD or cheque time taken was same around 10-15 days. [At Sahibganj this took even longer].

The above indicates that there is a need to study the best possible scenario at each district, which should advise its units at block or below to follow the most suitable method of transfer of funds.

Another method that the State could consider, that funds are transferred directly to Blocks by the State, electronically, based on the recommendation of the concerned district. This could reduce delays in a significant manner and also enhance the accountability of the blocks, as the erring blocks who are not submitting their UCs would be isolated. Further the blocks who have submitted their UCs would receive funds, presently the entire district suffers even if one or two blocks do not submit their UCs.

### **Monitoring of Government schemes**

Progress and quality of implementation of a scheme depends upon the quality of monitoring undertaken. At the State level, the scrutiny is undertaken by the State Project Director or the Secretary of the concerned Dept. Although effectiveness of such Monitoring Meetings is questionable, considering often all 22 districts are monitored sometime in a single day. Secondly such meetings are rarely attended by the Deputy Commissioners (DCs), who are responsible of monitoring at the district level, since DCs are likely to be much senior to the Project Directors.

#### Way Forward

One way forward could be, instead of having such monitoring exercises at Ranchi, these could be undertaken at the region / district and under the chairmanship of the Secretary of the Dept. Lately in Jharkhand monitoring of Projects is being undertaken under the chairmanship of the concerned Minister or even Chief Minister.

At the District level the monitoring is the responsibility of the DC, who is an extremely busy official, thus the quality of monitoring depends upon the dynamism and initiative of a particular DC. Presently there are no systemic controls to ensure that monitoring is not individual based.

#### Way Forward

Projects generally do not prescribe formats, which be used by districts / blocks for their monitoring. Normally the reports do not contain targets or reasons for not achieving the same and what corrective actions are proposed to be taken. Such formats will ensure that even if proper monitoring does not take place at first level, the next level can look at these reports and review the genuineness of reasons or enquire into the status of corrective actions.

### **Enhancing the capacities of Planning and Monitoring at the State level**

Since planning and monitoring is the crux for ensuring good implementation. Most recent schemes formulated by GoI also require that decentralised planning be the basis of all implementation. Hence it is essential that adequate capacities are developed at the State Government level, which helps these practices. It is not a question of just providing training

to a few select officials, but to developing a whole infrastructure, which would help enhance planning capacities. It could include understanding the Planning needs in context of present government activities, identifying the most suitable planning methodologies, developing necessary literature and documentation, developing suitable Training modules, developing trainers who could train government officials in such Planning techniques.

In a similar manner monitoring practices and culture needs to be enhanced through developing necessary processes, formats and procedures. Adequate training be given to all officials responsible for undertaking monitoring of the projects.

In this regard it may be stated that USAID till recently had supported the State Government in enhancing its Planning capacities and certain other capacities through a TA programme. The State Government may like to explore further possibilities of carrying this programme forward

### **Enhancing Accountability**

Generally while demanding accountability by different groups; whether the Govt itself, media, audit and public at large; the focus remains at the financial accountability. However the Accountability of Performance, which has a much larger impact on Government, is largely ignored. There is no formal system of rewarding / penalising the officers according to their performance. In a draft report, under circulation, Administrative Reform Commission has proposed 'Performance Accountability' to be the focus for appraisal for bureaucrats.

Constitutionally, executive is accountable to the legislature on various aspects, including the government expenditure. It is generally looked at by the legislature at the time of discussion on Budget when Demands of each department is scrutinized, however with less time available for such discussions the standards of legislative scrutiny have declined.

Therefore if a regular time-table is formed, away from the glare of the budget, where discussions can take place at the legislature level (either in the House or at the Committee level) on the progress of these schemes, it would go a long way in promoting a culture of accountability within the government.

### **Community Participation**

For real accountability and ensuring the effectiveness of a scheme, it is important that the community be involved in each scheme, to ensure house to house monitoring by identifying gaps and ensuring grievance redressal. PRIs are considered as the most suitable institution in this regard, however in absence of such institution in Jharkhand, each scheme has tried to evolve mechanisms to involve communities however largely these have remained ineffective. It is a great challenge for the policy makers and implementers of the schemes to find ways of involving communities, through some mechanism of social audit which can lead to effective monitoring and feedback.



## INDIVIDUAL SCHEMES

### SSA

During FY 2005-06, out of a total of Rs 610 crores, JEPC was able to utilize around 32%; and around 49% of Rs 987 during FY 2006-07. Main reason for under-utilisation has been the non-completion of new school buildings, where against a target of around 15000 buildings only 24% are complete. One of the reasons for this slow-progress is lack of engineers which affects supervision & inspection of various construction sites. For example, earlier in East Singhbhum 3 JEs were covering all 9 blocks. Though there is improvement in the said district, however for the state, at the end of FY 2007-08, 141 JEs are managing 212 blocks. In case of Teachers' salaries utilisation has shown improvement from 68% to 78%, while in case of text books the State has now started supplying the books after a gap of one year.

Appointment of specialized NGOs to undertake soft activities like 'Intervention for Out of School Children, Innovative Activities and Intervention for Disabled', etc. has been a major concern. The expenditure under these heads during FY 2005-06 was only 42% and dropped by half to 21% in the following year. In a case-study at Sahibganj, it was observed that it took almost a year from the time the process was started at the district till the first instalment could be released to the NGO for getting the work started. Other major area, of concern is the strong disenchantment has been observed among the BRPs & CRPs managing the resource centres.

The field visits undertaken indicated need for improving attendance as well as quality of education being imparted at various schools. Planning for the Annual Work Plans at the block level was found to be weak and cosmetic. Community Participation under the project is undertaken through VECs, although evidence of active involvement of these members was not seen. Generally only the signatory members are taken in confidence. Mostly members lack education and awareness about their own rights & responsibilities.

#### Way Forward:

There is a need to take special drive to ensure that buildings under construction are completed in a timely manner. For this there should be adequate number of engineers available to undertake proper supervision and certification of various construction sites. Also they need to be involved in the Planning process, so that they are able to maximise the efforts of their limited resources.

There is also an urgent need to make special efforts to ensure that children out of education net are brought in. In this regard, process of appointment of NGOs who specialize in such activities needs to be made time-bound. Linkage with NCLP projects in the districts where NCLP is running may be useful in this regard.

Planning under SSA needs to be made truly bottom-up as required under the SSA Guidelines and the concerned BRCs be made responsible for their implementation. These are not new requirements however what is needed is a dedicated person who would ensure that planning requirement and their implementation is followed in real sense. To ensure that

Block Plans should be prepared following SSA guidelines. Independent appraisal would also improve the quality of these Plans. BRPs/CRPs could play important role in implementation of these Plans. There is an urgent need to re-assess their role. Necessary training would need to be given to them according to their defined role.

There is a vast scope for improving the community involvement through better IEC techniques for enhancing awareness and empowering VECs and the larger community.

## **NRHM**

Jharkhand is one of the most backward states in the country in relation to Health status and Health infrastructure. IMR at 69 per 1000 live births is one of the highest in the country. Only around 35% of the children have received all recommended vaccines. Institutional deliveries still form only 19%. A Facility Survey conducted by GoJ has identified a huge gap in the health facilities available in the State.

The State has been able to utilize only around 30% of the Rs 200 crores it received under the project in 2½ years till Sept'07. The utilisation rate fell to around 16% during FY 2006-07 and around 6% in the first six months of FY07-08. It was observed that more than 76% of total spending during the two FYs 2005-06 & 2006-07 has taken place only among 6 components, mainly the components like Catch-up Round and Pulse Polio, the components which are time-bound in implementation and hence are far more closely monitored. Other components with relatively reasonable level of utilisation are Routine Immunisation (28%), Family Planning (24%) and Sahiya Training, etc. (20%). However most other components have very low utilisation rates, for example all infrastructure and institution-building components which the government regards as high priority and hence attract most allocations have utilisation of just about 0.3%.

One of the main constraints that NRHM in the State faces is that of lack of skilled manpower. In the two districts visited, Sahibganj has less than 50% positions in place, while that of East Singhbhum, with its better infrastructure, it is just around 54%. Other major reasons as identified during this study for low utilisation appeared more due to lack of systemic controls, such as lack of monitoring, and lack of understanding among the staff on implementation of rules.

Further the programme heads in the districts not being made accountable for their performance, leading to lack of ownership. It results in a scenario where the Programme Units at districts restrict themselves just to transfer of funds rather than providing leadership and guidance to the health project in the district. Although fund utilisation under programmes such as Catch-up round and Pulse polio, which are time bound appeared relatively better. However whether better utilisation of funds has resulted in better performances cannot be stated. In a CFD study undertaken at one of the district, the Full Immunisation figure of 34% as reported by the District was lowered to 18%. The reasons for low RI cited in the study were absence of cold chain - often due to lack of working gensets; understaffing at PHC and sub-centre level, inadequate community mobilization and very few 'functioning' sub-centres.

Funds transfer to districts is activity-based rather than adopting a holistic approach based on an AWP, thus resulting in a very ad-hoc approach in implementation. Delay in transfer of funds from one level to another, further affects the implementation. The district plans being prepared, appear to be formula and norm based and there appear to be disconnected with the local conditions. For example in Sahibganj, the District Health Plan under preparation indicates a plan which is based on requirement of 7 times the present work-force in the district, considering that when the current level of positions sanctioned are having more than 50% vacancies, how would the proposed work-force would be achieved.

#### Way Forward

The biggest challenge facing the NRHM is the manpower constraint. There is a need for the State Mission to make special efforts to hire more people.

While preparing the District Plans, there needs to be flexibility in approach. The idea should be that under different approaches can be used to meet targets of improving health indicators under the given situation, and not, per se, conform to the standards under NRHM. Also there should be ownership of the AWP by each district. The Project Head of the district should be made accountable for the same. There should be regular monitoring at various levels based on such AWP. The format of the monitoring report should be such that it should indicate the reasons for non-achievement of targets and who will be responsible for corrective actions.

Funds should be transferred according to this AWP. The first instalment should be transferred in advance with, say, 50% UC for subsequent instalments. To minimise bankers related delays in fund transfers, another way forward could be that the State could directly transfer the funds to the PHCs, of course with recommendations of the district administration. The direct transfer has an additional advantage that in case any PHC delays its UC for subsequent instalments, the entire district does not suffer. Also it will shift onus of providing UC from the district to the PHCs, who are responsible for their issuance.

Considering there are large amounts of infrastructure funds involved under NRHM, specialized training for procurement and contract management needs to be provided to select few.

Most IEC activities are being undertaken by Government officials in a stereotype manner, there is a need to bring in specialised agencies who can take multi-pronged approach to enhance awareness of latest NRHM schemes within the community and that there are mechanisms in place to ensure grievance redressal at the local level.

#### **ICDS**

It is one of the oldest CS schemes in the country, and hence most project personnel appeared to be well aware of the rules and regulations of the scheme. During FY 2005-06 the budget allocations for the scheme was Rs 167 crores, while it increased to almost Rs 200 crores, a 19% increase, during FY 2006-07. Despite this large increase, the State has managed to keep utilisation to around previous year level of 81%. Most components have either improved or at least maintained upon the previous year's utilisation rates, except in case of Additional Honorarium to AWW & AWS and Udish. In case of Additional

Honorarium, the emoluments were increased during the year, which resulted in almost doubling of the allocations resulting in drop in the utilisation rate, compared to previous year. In case of Udisha due to late submission of UC, funds from GoI have been received late. This has resulted in almost half the AWS helpers receiving 8-day training compared to previous year.

Major issues identified at the scheme related to lack of supervisory manpower. In most projects (blocks) often a single supervisor is required to supervise between 80 to sometimes even more than 100 AWCs. Average number of AWCs being supervised by one supervisor in the 'Blocks visited' during this study comes to around 91. This is obviously physically impossible, when most supervisors do not have any official transport. Generally their role is limited to ensuring a follow-up when reports do not come from a particular AWC or some clarification is required. This affects the running of AWCs as neither AWWs receive any guidance when needed nor any supervision and control over their activities. Considering that procurement, receipt of materials and providing of the services is now almost the sole responsibility of the AWW, it is important that some form of control mechanism is developed and exercised over the responsibilities of AWWs. Major weakness of the present ICDS programme in the State (Dular being exception in East Singhbhum) is the weak community involvement, though AWW is required to take signatures of the identified community members, before release of payment. The senior officers at the District also stated that the involvement of such community members was not effective as they take little interest in the affairs of the AWCs.

During some surprise visits to AWCs, in case of majority evidence of having cooked the hot food was missing. In an impromptu discussion held with community in a block complained that the dry ration for the pregnant mothers was not received every week, but only twice a month and than only one bowl of rice was received, without any measurement/weighing.

No evidence seen at the blocks, of using the comprehensive reports that are prepared for each block, for monitoring the problem AWCs.

#### Way Forward

Considering the current ineffectual community involvement of the programme, it is important that the State takes steps to strengthen this aspect. Dular Strategy as being tried in East Singhbhum is considered a way forward. IEC activities be also strengthened so that the community is aware of their entitlements and if has any grievances, easily accessible mechanism of its redressal should be put in place.

The above two activities if adopted in a real sense would provide an effective control & check mechanism over the running of the AWCs. To motivate AWWs/AWSs special prizes could be instituted.

District / CDPO offices should be regularly asked to provide comments on MIS report that is generated at the HO.

### **Mid-day Meal Scheme**

Mid-Day Meal has two main components, one for provision of rice and other providing funds to Saraswati Vahinis for conversion costs. Total rice allocated for past 3 years has ranged between 83500-82687 MT. During the FY 2004-05 only 67% of the allocated rice was lifted, though it has since improved to around 83%. The average utilisation of cooking cost for last three years has averaged at around 69%. Though there has been a reduction of around 3½ % from FY 2005-06 to FY 2006-07, but it needs to be mentioned that the amount utilised in FY 2006-07 was almost Rs 146 crores, compared to around Rs 100 crores in the previous year.

There should be some proportional relationship between the quantity of rice being lifted and conversion cost expenditure, however wide variations have been observed. For example, significantly higher food grain utilisation compared to cooking cost utilisation indicates irregular cash flows to the schools, which is likely to lead to interruptions in the feeding programme. For example, in Lohardaga while entire quantity of rice has been lifted in both the years, the conversion cost utilisation is only 65% & 44% in the two FYs. Similar is situation in many other districts.

Such variation could be due to several factors, for example, in Sahibganj district while during FY 2004-05 almost 93% of the cooking cost was utilised, during FY 2005-06 & FY 2006-07 it fell to around 40% of the funds received in that year. Main reason for this low utilisation was that large parts of the funds were received almost at the year-end, which means that during the year most likely the cooking of the meals was interrupted.

It was observed that while in East Singhbhum funds were transferred electronically from district to the Saraswati Vahini's bank accounts, in case of Sahibganj District, another layer was added, as funds were first transferred from District to BDO offices and then to the Saraswati Vahinis. Also since the funds were transferred through DDs/cheques the likely time taken in funds reaching the Vahinis would be significantly higher.

Low cost of compensation for cooking around 20-30 paise per child/day seems too small and is not sufficient to motivate the mothers involved in the cooking of meals. This lack of motivation results in a situation, where the teachers have to take the additional responsibility, ultimately affecting the teaching.

### Way Forward

The State level monitoring agencies need to ensure that there are no disruption of funds or to the rice availability at the district level. All bottlenecks in the supply line of the same should be anticipated and corrective actions at the state level put in place. Similarly monitoring by district authorities should ensure that at all schools have adequate funds and rice in advance for at least a month. Presently there are no formal mechanism in place for any monitoring between a district and the schools. Considering monitoring of individual schools from the district may not be a practical, since the MDM is a scheme being managed by the Education Dept., for monitoring and other coordination BRCs could provide valuable support. Even it is not practical to expect Saraswati Vahini members to contact DRDA or FCI at block level in case they have any grievances. To this extent any linkage with SSA should be considered. Attempts at Sahibganj District of involving DRDA (at district) and

BDOs (at blocks) for such monitoring have not been very fruitful and have resulted in considerable delays in funds transfer.

Presently there are no formal Monitoring Guidelines and these are being undertaken on an adhoc basis. Laying down of formal monitoring system would help improve monitoring under the scheme.

There is a need to motivate Saraswati Vahini / Mata Samiti members for ensuring uninterrupted cooking at the schools, this can be done through better cooking incentives.

### **National Child Labour Project**

The main components of the programme are special schools, awareness generation, enforcement of legal actions and convergence with government schemes. The scheme is operational in several districts, initially in 5 districts. GoI has already approved addition of Hazaribagh to these and Ranchi is likely to be added. In 2004 only the component relating to running of schools was added to Gumla and Palamu districts.

Since there is no consolidation at the State level, it is difficult to arrive at the status for the State as a whole. However on the basis of data available for the 5 original districts, the aggregate utilisation of funds is at around 83%. However in absence of proper data for other districts, the data available at Sahibganj has been analysed. It indicates that only around 62% of the approved budgets have been utilised, indicating that the Project in the district has fallen quite short of implementing its AWP. One of the main reasons for this shortfall in utilisation is lack of funds at the Project. Since both the project as well as the school is using more funds than receiving, mainly out of its opening balances. Most of the costs are fixed in nature, which need to be incurred, in any case. The real risk of this situation is that unless full budgeted provisions are received by the project, it would soon be running out of cash and hence would affect even the current activities that it is implementing.

Leadership of the Project has been handled in a very casual manner and been given, as an additional charge, an SDO, responsible to maintain law and order situation in the district and hence an extremely busy person. Hence there have hardly been any major initiatives under the scheme.

Presently only 400 students are being covered with NCLP schools in the district. A survey undertaken in 2006 identified almost 5000 additional children in need of similar help, however till date neither the status of this survey nor what support would be provided to the children identified is clear.

NCLP scheme seem to be a strait-jacket scheme with fixed budget and strategy, a number of suggestions coming from the State have not been considered. Even the salary of the teachers and staff involved in the scheme has been fixed (Rs 1500 for a teacher, Rs 800 for a peon) at least three years ago, and apparently it cannot be changed. The guidelines justify such low amounts by classifying them as honorarium and that the program is based on the spirit of voluntarism. These arguments do not sound adequate for persons who do not have any other source of income and are devoting full-time on these responsibilities. In

fact there is a risk, whether these arguments would withstand the provisions of Minimum Wages Act.

Community Participation in most schools is negligible as most monitoring committees having parents as their members have become outdated.

#### Way Forward

There is an urgent need to review that expenditures at each project are kept within the limits imposed under the model budget and that adequate funds are received on timely basis. Presently the State dept. has very little inputs ensuring the same. It is suggested that dept. ensures that it receives sufficient amount of data to monitor the financial position of each district project, and wherever delays are being experienced in receipt of funds it steps in to resolve the issue at the earliest.

Guidelines emphasise the importance of awareness generation and require that each project undertakes such activities on a sustained basis. For this purpose enhanced amount of Rs 1.25 lakhs has been provided, however this area is one of the most neglected area and it is important that specific reports be asked from projects on what activities have been undertaken on the same.

Considering that NCLP schools are not able to fulfil the need of such children, the state could consider linking such additional children identified, but not covered by NCLP, with SSA under its programme for 'Out of School Children' component.

#### **Total Sanitation Campaign**

At present all 22 districts are involved in the TSC programme. The State stands around 18<sup>th</sup> at All India level having utilised around 60% of the total releases by GoI till Nov'07. The start by the State was much slow and only during FY 2006-07 the State has picked up the momentum, when the fund utilisation shot-up from around 20% to 55%. Though the progress against the total projects sanctioned is still around 10%.

Among the different components, the project seems to have done better under School & Balwadi Toilets, however it has also been observed that often large funds transferred from TSC to other institutions like SSA (for school toilets), etc. may give incorrect impression of utilisation. For example in Sahibganj during FY 2007-08, a large transfer of Rs 2.26 crores was transferred to SSA, although no UC for the same has been received.

Under the IHHL programme, the approach adopted is focussed on mass-production of toilets rather than spread of the message of sanitation. Production centres have been contracted to manufacture toilets at Rs 1200. Although the beneficiary also is required to contribute Rs 300 by digging the pit, however this is debatable. The only cash contribution that the beneficiary makes is Rs 50 payable to AWW, who identifies the beneficiary through the survey. During discussions with community and even officials, it was observed that the TSC programme is regarded more as a 'latrine' programme rather than that of 'sanitation', as focus is on IHHL. For example, the IEC activities under the programme, which is supposed to focus on attitudes and practices, and hence is generally taken up first before any other activities of TSC, only 6% has been spent till end of FY 2006-07.

### Way Forward

There is an urgent need to focus on IEC under the programme, to have a more lasting impact on people's habits. The state also realises this as is evident from a letter by the Chief Secretary emphasising the importance on IEC in the State. In fact it is not easy for PHED engineers (who presently are implementing the programme) who do not have a background in social fields to undertake programmes on a sustainable basis, which can help change knowledge, attitudes and practices of the community at large. Hence appointment of agencies who specialise in such tasks be recruited for the same.

The super-structure being constructed in Sahibganj district should be re-evaluated to ensure its longevity, presently the type of material used (a type of polythene) does not look as if it can sustain the vagaries of weather and human usage for long.

Set-up proper monitoring mechanism to ensure funds transferred to other agencies results into toilets and other structures as envisaged under the programme.

### **Swajaldhara**

Under Swajaldhara a total of 312 schemes in the state have been sanctioned at an average cost of less than Rs 5 lakhs. The data available from the DDWS site as on 7-12-07 indicates around 44% of funds released having been utilised, with 148 schemes having been completed. While making a comparison among various districts, the best 5 districts with at least 20 lakhs funds having been made available are Lohardaga (91%), Koderma (84%), East Singhbhum (78%), Gumla (76%) and Simdega (68%). The bottom 5 on similar principles being Bokara (19%), Hazaribagh (36%), Ranchi (37%), Deoghar (38%) and Sareikela & Kharsawan with around 42% utilisation.

One of the major issues that the project needs to address is the need to ensure that the structures being constructed under the project are able to sustain themselves. Instances have also been observed of delays in formation of VWSCs.

Major strategy of Swajaldhara is the O&M sustainability due to community involvement. During the study evidence of the community's preparedness for taking over the same was not evident.

In fact transfer of O&M to community is a major task, as it requires a number of skills as well as community commitment and bonding to manage a water-structure. This requires a well thought out strategy involving community preparation in terms of technical inputs of running pumps, repairs, water quality monitoring, skills of financial management and motivating community to participate in the scheme and contribute financially. No evidence of this was seen in most cases. Generally the groups interacted with seemed to be focussed more on receiving the funds under the scheme. Acute electricity shortage in the State is also a factor that needs to be factored in while planning for subsequent O&M.

Like TSC, Swajaldhara is also being implemented by PHED. Since these engineers have little experience of dealing with community in a facilitative and participative role, hence expecting them to mobilise, educate and strengthen the communities in such aspects would



not be fair. It is important that specialised agencies are hired to organise and mobilise the community, and undertake necessary IEC related work.

### **NACP III – Youth & PPTCT Components**

It is estimated that almost 70,000 children below the age of 15 are infected with HIV in India. NACO has classified Jharkhand as a highly vulnerable state. Since Prevention of Parent to Child Transmission is a vertical form of transmission, it is addressed by focussing on 'positive' identified women groups. While Youth in the age group of 15-29 account for 25% of the country's population, they account for 31% of AIDS infection, clearly indicating the high risk.

In Jharkhand the state-wide data of funds allocations, availability and utilisation was not readily available, however during the visits to the two districts indicated that only very nominal amount of funds have been transferred and mainly for holding events like Swasth Yovan Mela & World Aids Day. While at East Singhbhum the funds had been utilised, for Sahibganj funds could not be utilised.

# REPORT

## 1. INTRODUCTION

With high economic growth rates and high tax buoyancy, the governments are in a position to allocate larger funds under various social programmes. Government of India, over last several years has been allocating huge amounts under various Centrally Sponsored (CS) Schemes. In Jharkhand the State Plan funds over last seven years, have risen from Rs 2652 crores (FY 2002-03) to Rs 8015 crores (FY 2008-09 Budget Proposals), an annual increase of almost one third. While such large allocations clearly set-out the Government's priorities it also brings into focus the capacity of the government institutions to absorb these funds.

### 1.1 Study Aim and Approach

The State of Jharkhand has been consistently under-utilising the funds available across various sectors. It's observed that the under-utilisation is widespread across a large number of departments of the state government<sup>1</sup>. Non-utilisation of funds in a large manner, impacts the policy implementation of the Government. Unicef as a measure of capacity building initiated a study *to assess, understand and identify the reasons which are the cause of such under-utilisations* in the identified flagship schemes, affecting children in Jharkhand. It is hoped that the study would lead into developing a comprehensive capacity building program which can help improve the Government's absorptive capacity of funds.

Invariably one of the first processes of the study was, to establish the utilisation levels under each identified CS scheme. While analysing the reasons for the under-utilisation, the uppermost questions have been why underutilisation, why funds could not be transferred to implementing units in a timely manner, what were the constraints affecting the implementing units in timely utilisation of these funds, were there processes in place to take corrective measures, and if so why these did not impact on the utilisation levels. What was the basis of transfer of funds from one level to another? Yet another question which kept coming, while visiting many of the primary delivery service centres, was why the community could not intervene to demand better service.

The approach of the study has been to develop better understanding of situations / ground realities which lead to under-utilisations. The study, accordingly, gave a lot of importance to the primary delivery centres, who are the last in the chain of various institutions involved in the delivery system, so as to establish the reasons for such under-utilisations.

### 1.2 Scope

The study has focussed on all the major sectors affecting children in Jharkhand. These included nutrition, health, education, drinking water & sanitation and protection. The schemes covered during this study, along with major components, which were considered are shown under Table 1.

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<sup>1</sup> In as many as 25 departments representing almost 50% of the total grants, there has been persistent under-utilization by at least more than Rs 2.0 crores and 10% of the original allocation. : *Source, Appendix 2.4, CAG Report, FY 2005-06*

**Table 1 : Centrally Sponsored Schemes covered during the study**

Centrally Sponsored Scheme	Major components considered during the study <sup>2</sup>	Sector
Sarv Shiksha Abhiyan (SSA)	- All 18 components covering School Buildings, Teachers, Text-books, Innovative schemes, etc.	Education
National Rural Health Mission (NRHM)	- Reproductive Child Health covering <i>Mukhya Mantri Janani Suraksha Yojana</i> - Immunisation, Pulse Polio - Additionalities under NRHM	Health
Integrated Child Development Scheme (ICIDS)	- Supplementary Nutrition Support (covering State support) - Utensils - Honorarium / Additional Hon. to AWWs - Weighing Machines & Growth Charts	Nutrition
Mid Day Meal Scheme (MDM)	- Rice Lifting - Conversion Cost, etc.	Nutrition
National Child Labour Project (NCLP)	- School Activities - Project Society - Awareness Generation Activities	Protection
National Aids Control Project	- Prevention of Parent to Child Transmission - Youth Component	Protection
Total Sanitation Campaign (TSC)	- Toilets - IEC	Sanitation
Swajaldhara	- Water Schemes - IEC	Drinking Water

As stated above the results of the study are based on the areas visited. Although the efforts have been made to validate the data provided by the officials wherever possible, generally it has been relied upon. This being a Rapid Assessment Study, the results in the study are based on investigations made during this study and not on any representative sampling.

The study has focussed on understanding and improving the situation in implementation of various child-focussed CS schemes *in the State* and has not considered the planning and monitoring processes at the GoI level.

### 1.3 Approach & Methodology

To achieve the aim of the study, the major methodology used for the study is Rapid assessment of the identified centrally sponsored schemes. While the rapid assessment by practice does not apply to situations where percentages or quantifiable work is called for<sup>3</sup> mainly because it is considered that the approach does not allow for bringing in required expertise, and that there is inadequate time. Both these aspects were taken care of, one, by engaging a team with highly skilled persons having expertise in areas considered necessary for this study<sup>4</sup>. Extended time has also been spent on the study<sup>5</sup>, so that an accurate position of the data for each scheme emerges.

<sup>2</sup> The schemes, identified in the ToR, were reconfirmed and scope of each scheme was finalised during discussion with Unicef officials.

<sup>3</sup> Rapid Assessment Process : An Introduction by James Beeb, Published by Rowman Altamira

<sup>4</sup> Public Expenditure & Financial Management, CSS Institutional arrangements; Health & Medicare Expertise, and Programme Evaluation; and Public Audit Expertise particularly relating to CSS

<sup>5</sup> Study was commenced at Ranchi on 19 Nov'2007 and has been completed in Mar'08.

The diagnostic methods used for the study included developing understanding of overall framework of the Centrally Sponsored schemes and understanding the detailed mechanics of individual scheme under consideration. A number of documents for the purpose were studied<sup>6</sup>.

Data was collected, compiled and analytical review undertaken. Discussions were held with the project officials at various institutional levels of the schemes to identify the reasons for under-utilisations. Corroboration of these reasons was undertaken with correspondence, file orders and other file notings, made available. Visits to the field have contributed in understanding the ground realities on implementation of different schemes.

In accordance with the above approach, each CS scheme was studied to gain understanding of its purposes, objectives, implementation strategy, components, fund-flow arrangements and the institutional arrangements put in place for implementing the schemes. Scheme-wise data on budgets, funds available and funds utilised was collected for FYs 2005-06 and 2007-07<sup>7</sup>. It was not always possible to collect copies of supporting documents, and in such situations information was noted during the course of visits to the various locations. The financial data collected at various levels was compiled and analysed to arrive at the utilisation levels and time taken for such utilisations. Wherever possible, data provided has also been verified with audited statements, accounting records, passbooks, etc.

During the study, two districts, East Singhbhum and Sahibganj were selected mainly to cover two types of areas, one where the infrastructural facilities are relatively better and the other where these facilities are much worse off. Since Sahibganj is also one of the farthest districts from the state capital, it also helped understand the type of problems that such geographically far-flung areas have to face. During the visits to the districts on similar principles, at least two blocks were visited. An analysis undertaken of impact of poor infrastructure on program implementation has also been covered in the study.

At the district headquarters focus was on fund-flow, monitoring processes and reporting arrangements; at the blocks focus of the discussion and observations was the actual service delivery and the constraints that service providers face. Table 2 below provides a summary of locations / schemes visited. It also provides a rough estimate of number of state officials, district officials, block officials and staff at primary delivery centres and community members interacted with as well as the framework of these discussions.

**Table 2: Visit made during the study and Interaction framework at various levels.**

Location	No. of persons met (Approx.)	Comment about interactions
<b>State Visits</b>		
At State level	25	Persons met were mainly senior level and middle level officials. Interaction was to set-out the framework of the study. Understand major concerns of the officials at policy level, and perceptions of reasons of underutilisations at various districts. Process of planning, fund transfers and other mechanics of schemes were discussed. Obtained necessary data both of financials as well as physicals, wherever

<sup>6</sup> A list of these documents is given under Annexure I at the end of the report.

<sup>7</sup> A list of several financial statements and other documents (for establishing utilisation levels, etc.) collected from the departments visited is given under annexure II.

		possible.
Districts Covered		
EAST SINGBHUM SAHIBGANJ	30	Deputy Commissioners provided the details of monitoring framework and other overall issues affecting the implementation of schemes. At the scheme levels, officers / dealing assistants provided details of allocations, funds available and reasons for underutilisations. Wherever possible these were verified with the file notings.
Blocks Covered		
GHATSHILA, Dist. East Singhbhum  <u>Primary Delivery Centres visited along with names of villages</u> Schools : 4 (Bankati, Galudeeh, Chandrarekha, Choninda) Block Resource Centre : 1 Aanganwadi : 2 (Bankati, Chandrarekha) PHCs : 2 (Ghatsheela, Galudeeh*) Swajaldhara Scheme: 1 (Chandrarekha ) Toilets : 2 (Choninda, Kamarigoda) * Additional PHC	26	<u>Schools</u> Interactions at school were generally with Headmaster as well as teachers managing the SSA & Mid-Day Meal schemes. Funds made available to the school and their utilisation was looked into. Questions were asked relating to problems in receipt/transfer of funds, coordination with VEC / Saraswati Vahini members. In case of construction of schools, problems relating to the delay in constructions were considered.  <u>BRCs /CRCs</u> Interactions with BRC Team on funds being received at the centre and reasons for delay, if any. Processes involved in utilisation of funds. Their and CRCs role in SSA implementation. Problems being faced in the same. Their role in planning. A FGD was undertaken with a group of BRPs/CRPs in Jamshedpur.
POTKA, Dist. East Singhbhum  <u>Primary Delivery Centres visited along with names of villages</u> Schools : 3 (Potka, Sarmanda) BRC / CRC: 2 Aanganwadi : 1 (Khadiasahi,) PHCs : 1 (Potka) Sub-centre: 1 Toilets : 3 (Sarmanda)	21	<u>Child Labour Schools</u> These schools were in Sahibganj district. 2 Schools visited. Extensive interactions through FGDs with teachers as well as students. Issues covered : Why Vocational budget was not being utilised? Low salaries. Time taken to receive funds from district. <u>Aanganwadi Centres</u> Interactions with AAWs & Helpers on level of service being provided. Issue relating to receipt of funds from CDPO office. Timely receipt of honorariums. Procurement of SNP. Problems in having children coming to AAW centres. Responsibilities relating to reporting, maintaining of Growth charts, etc. Coordination with ANMs on immunisation, etc.
RAJMAHAL, Dist. Sahibganj  <u>Primary Delivery Centres visited along with names of villages</u> Schools (incl. a Child Labour School) : 2 (Ambadhia, Phulwaria) Aanganwadi : 1 (Leeladanga,) PHCs : 1 (Rajmahal) Toilets, VWSCs : 5,1 (Leeladanga, Mansingha)	30	<u>Primary Health Centres</u> At Primary Health Centres major interaction took place with MoIC. Financial records were provided by the concerned accountant/ clerk. Discussions were mainly relating to problems associated with utilisation of funds, delay in receipt of funds from districts. Reasons why funds by ANMs could not be utilised in a timely manner. Impact of the fund delays on service delivery.
OTHER BLOCKS COVERED in Dist. Sahibganj  SAHIBGANJ, BORIO,	13	

<p>BARHARWA, PATHNA</p> <p><u>Primary Delivery Centres visited alongwith names of villages</u> Schools (incl. a Child Labour School) : 3 (Mongra, Bori Block; Binduvasini, Pathna Block, Sankari Gali, Sahibganj) <u>Block Resource centre: 1</u> (Sahibganj Block) <u>Aanganwadi : 3</u> (Mongra, Bori Block) <u>Sub-centre: 2</u> (Durga Tola, Pahadpur) <u>PHCs : 2</u> (Pathna, Barharwa)</p>		<p><u>Health sub-centres</u> Interaction with ANMs on services being provided. Problems being faced by them. Awareness / apprehensions in usage of untied funds. On coordination with AWWs in immunisation. Problems relating to Vaccine availability / Catch-up rounds.</p> <p><u>VWSCs (Toilets / Swajaldhara)</u> Discussion with VWSC members on the concept of VWSC. Members' contribution. Future O&amp;M. Verification of bank records of VWSC wherever provided. Contribution of beneficiary in toilet construction. Awareness about sanitation.</p>
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A complete detail of Programme Log is attached as Annexure III for reference.

Since fund utilisation touches almost all areas of implementation, the understanding of this process brought to fore, a number of other issues not directly connected with fund utilisation. Such issues have also been highlighted and discussed in this report.

The study has adopted a participative approach, and has interacted with a number of officials responsible for implementation of the schemes, to understand the practical issues that are faced during the implementation of the schemes. Findings of the study would also be shared with the officials at the State level, and suggestions for improvements would be formalised through a workshop to be held with senior government officials.

## 1.4 Data Management

Data collected from the State was generally for the budgets allocated, funds received / available, and funds released / utilised. As far as possible, details were obtained for all major components. Sources for the data have generally been financial statements as provided by the state offices of different CS scheme.

In case of TSC and Swajaldhara, where State level data is maintained online at the site, it was obtained from the GoI website<sup>8</sup>. Since this is an online site and the data is available as on date, a problem with this data is that it keeps changing and if one needs to go back and refer to some other particular matter in the same report at a later date, data would have undergone change.

Similarly data for districts visited, was obtained from the district offices of different CS schemes. Generally the offices provided year-wise statements of allocations, funds available and utilisations.

Data for blocks was generally obtained either from the cashbooks maintained or from the statements as provided by the officials concerned. In case of Primary Service Delivery

<sup>8</sup> [http://ddws.nic.in/online\\_monitor.htm](http://ddws.nic.in/online_monitor.htm)

Centres, invariably the data was collected from the cashbooks maintained at the centres. In most cases, these records were available.

## 1.5 Report Structure

Eight chapters, one devoted for each scheme, constitute the bulk of the report. Each chapter examines the objective, major intervention strategies and organisational structure of the scheme. It examines the budgets utilised to identify the rate at which utilisation have been undertaken. At district and block level institutions, normally utilisation rate has been calculated considering either allocations or funds made available to the institution, depending on the data availability. Each chapter also examines various reasons for under-utilisation or other issues that came up during the study. Each chapter closes with Way Forward by identifying areas of improvements. To keep the report readable conscious effort has been made to provide various utilisation rates through bar-charts and the supporting data tables have been generally given through annexes.

The first chapter covers the purpose of the study, its approach and methodology and scope. It provides details of the geographical locations visited and also the persons met. The second chapter examines the implementation set-up of a centrally sponsored scheme as well as role of different institutions in the same.

The last chapter identifies Conclusions & Recommendations which cut across various CS schemes. Thus in addition to the specific suggestions given above, a scheme should consider all the suggestions given in this chapter.



## 2. INSTITUTIONAL SETUP

### 2.1 Centrally Sponsored Schemes - GoI schemes for the state Govts.

A Centrally Sponsored (CS) scheme is an instrument developed by GoI for transfer of funds to the states for specific purposes, generally to address issues of national priority with focus on human development, poverty alleviation and rural backwardness. However it needs to be noted that most of these areas are constitutional responsibility of the states. GoI has of late been allocating huge sums of funds to the states through CS scheme route<sup>9</sup>. Several studies have concluded that better model of CS scheme needs to be formulated. 12<sup>th</sup> Finance Commission suggested that a state be given its total entitlement of grants and allowed to select its own mix of centrally sponsored schemes floated by different ministries, within the limit of the total grant. These schemes would then start competing among themselves and pressure would come on the ministries to design schemes that are in demand. This would do away with the present supply-driven approach where schemes are characterized by large numbers, duplication, and lack of monitoring. The discussion, the effect such a situation is having on the federal structure of the State, is not within the scope of this study.

### 2.2 Formulation

A CS scheme is formulated at the central level. Major focus while formulating such a scheme is on identifying the program objectives, overall financial package and devising certain amount of institutional structure. However little emphasis is given to the detailing of how the utilisation of funds will be impacted by the suggested implementation arrangements.

Present model of a CS scheme does create a piquant situation. GoI formulates a scheme, devises the implementation models and also monitors its progress for the entire breadth of the country, but the responsibility of implementation remains with the state Govts. Thus the basic structure of CS is such that it hardly promotes the ownership of scheme among the state governments, since the schemes have not been conceptualised or put forward by the state governments. Even the best performing state governments do not have any political compulsions to make it a success. Often it has been seen that the state governments' monitoring role generally has been limited to providing the state's matching contribution and to have personnel allocated for the implementation of the schemes. Had the funds been provided by the GoI to the state Government as an incentive against actual performance (i.e. say, achieving of improved IMR or, say, on achieving specific milestones in Universalisation of Education), there would be inbuilt accountability, since the state Government could be asked questions for reasons of declining central funding at the time of the budget. At present funds generally get delayed only if a state government is not able to submit in a timely manner an Utilisation Certificate – clearly an audit requirement and not exactly connected with the Performance of the scheme.

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<sup>9</sup> As per a World Bank Study on CSS entitled 'Public Financial Management and Accountability in Centrally Sponsored Schemes' of the total allocation for the states in FY 2005-06 almost 24% of the funds were planned to be transferred through CSS route, since than the quantum of funds being budgeted under CSS has jumped substantially.

## 2.3 Implementation models and Fund Flow

Over the years two basic models of societies have evolved. These are based on fund-flow, one is the **treasury model**, where the funds flow through the state treasury and the project is implemented through the state departments. The other is **society model**, where funds flow directly from GOI to designated societies at state or district level by-passing the state treasury. The society model evolved due to fiscal stress faced by many states resulting in delays in fund release and now appears to be the preferred mode for most CS scheme.

A society model has an additional advantage, in that since it is a legal entity, it can get some flexibility through financial powers being delegated to the society management. While in case of the Treasury model, proposals would need to be approved at the secretary or minister level. In some states even Chief Minister approves proposals over certain value. Such procedures cause delay. Society model also can help Government to take help of specialists who are not Government officials, by bringing specific experts on the executive board of the societies. However in practice most societies have only government officials as members of the executive committees of such societies. Free & frank deliberation in such forums is rare, as generally an officer junior in rank and seniority hardly raises an alternative view even where formal meetings are held, though approval through circulation is also often resorted to.

Thus, while the society model may provide a quick fund-flow mechanism however it is not a sufficient condition for effective program implementation. It may be of pertinence to note that while in states most schemes get implemented through the society model, at GoI level very few societies are in operation and most CS scheme are managed through line ministries.

Once the funds reach a state society, it is incumbent upon the same to transfer the funds to district societies, who may either directly, utilise the funds on activities, or may further transfer the funds to blocks / lower implementing agencies.

## 2.4 Planning / Budgetary processes

For the budgetary process, it is the Planning department which takes the initiative, and asks various departments to start the process of budgeting for their individual Depts sometime around September / October.

In context of CS schemes, the dept. in turn requests the sections/cells manning CS schemes to work out the amount to be budgeted for their specific scheme. The difference in formulation of budget for the two types of models is that, while under Treasury model the entire scheme amount is budgeted, under the Society model only the part which constitutes the State Government contribution to the scheme is budgeted. The GoI contribution, which normally would be the major chunk under a CS, would come directly to the society and hence does not form part of the State Budget. Since most CS schemes selected for this study are Society models, except for ICDS and Mid-Day Meal schemes, majority of their expenditure does not form part of the regular budgetary process. Under both the models, the concerned department prepares the Demand for Grants and move it to the Planning department.

## 2.5 Monitoring Systems

### 2.5.1 At Legislative Level

Ultimate monitoring of government expenditure, under parliamentary democracy, is the responsibility of the legislature. Generally it is done through discussion on individual Department's Demands which forms part of the budget proposals, normally proposed by the Finance Minister. With general reduction in discussion time for the budget, there is less time for such legislative scrutiny. Also since large parts of the government expenditure becoming off-budget (as explained under Society Model), institutionally the scope for the legislative scrutiny has also been affected.

### 2.5.2 At State Government level

Within the government, other mechanisms of monitoring at the State-level are undertaken through the concerned directorate / cell implementing the CS scheme in the State. These meetings would invariably be headed by the concerned Director, and sometimes by the concerned secretary of the department. Recently reviews have also been taken at the Minister / Chief Minister Level in Jharkhand.

These meetings may be attended by the district officers, functionally incharge of operations of the scheme at the district level, however rarely these are attended by the Deputy Commissioners (DC), who formally head these CS schemes at the districts. One reason for this is because the DCs are normally senior to the directors heading CS schemes at the State<sup>10</sup>. This perhaps would be more feasible, if the Minister / Secretary of the concerned department chairs the meeting. One of the main problems with such meetings is that, generally these meetings are undertaken in a single day, covering all 22 districts, leaving little time for all the districts to be covered adequately.

### 2.5.3 At District Level

At the district-level, monitoring is undertaken formally under the chairmanship of the DC. Formats for these meetings are not formalised, normally it is upto the discretion of the concerned DC. Some would call for all the key block officers to be present at such meetings, while others regard it more as a briefing session and to solve any problems that the officers choose to bring to them. While minutes for such meetings may / may not be prepared, reports used for monitoring at the meetings often do not given reasons for not achieving the targets, thus limiting their utility. Since most of the issues dealt with under this section have impact across the schemes, improvements in the same have been discussed at the end of the report, under overall conclusions.

### 2.5.4 At Village Level

Implementation of government programmes effectiveness enhances, if these can be closely monitored from home to home, identifying gaps & weaknesses, taking steps to fill those gaps. As found during this study, putting in large number of checks and balances through increased rules & regulations may not necessarily provide assurance on its well-usage, but basically ensures better documentation for the purposes of audit.

In view of the above, involvement of community, as an institution, monitoring the schemes, raising decibel levels when the schemes are not functioning properly, cannot be overemphasised. PRIs are the proper institution to undertake such responsibility. Lack of

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<sup>10</sup> During discussions with officials it was stated that in some states, notably West Bengal it has been observed that the DCs also attend monitoring meetings called at the State.

such institutions in Jharkhand hampers such close monitoring, and hence the overall effectiveness of these schemes. Although each of the schemes reviewed has tried to involve community, however due to poor awareness about entitlements as well as weak/non-existing grievance redressal mechanisms the community participation in the schemes has generally been found to be wanting<sup>11</sup>. Therefore it is important that each scheme finds ways to involve communities in an effective manner in their programmes. Ways of doing the same has been further discussed under each chapter on a particular scheme.

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<sup>11</sup> Refer subsequent chapters on community participation, where this aspect has been further dwelled upon

### 3. SARV SHIKSHA ABHIYAN

#### 3.1 Objectives

SSA, one of the flagship programmes of GoI was launched in 2001 to achieve an overall goal of Universalisation of Elementary Education in a time-bound manner (by 2010). Specific aims of the programme included all children in school, bridging gender and social gaps through basic education and Universal Retention.

#### 3.2 Interventions

Major interventions for achieving these objectives included

- Strengthening human resource base through more teachers and better training
- Strengthening infrastructure through more class rooms, new schools, BRC/CRCs and Alternative schooling facilities
- Providing free text books, TLM grants to teachers, etc.
- Improved Quality through research, establishment of resource organisations at block & community level, alternative & innovative initiatives, networking among resource organisations, etc.

#### 3.3 Organizational Structure

##### 3.3.1 At State-level

SSA is implemented through a society model. Jharkhand Education Project Council (JEPC) is the autonomous body registered under the Societies Registration Act, 1860, with its own bye-laws and financial rules. In the state it is the nodal agency for implementation of all major education related programmes including, DPEP, SSA, NPEGEL and GOI-UN assisted programme.

The society has a high powered General Council headed by Chief Minister and Minister being the Vice-Chairman and Development Commissioner being the Chairman of its Executive body.

##### 3.3.2 At District-level

At the district level, there are District Project Offices. A District Project Office is normally headed by the senior most Education Officer called District Superintendent of Education (DSE). *Zila Karyakarini* monitors the implementation of programmes at the district level. It provides necessary direction consistent with approved guidelines and facilitates convergence with other departments of the State Government to ensure implementation of the programme in time. The Deputy Commissioner is the Ex-officio Chairman of *Zila Karyakarini*. It comprises of district level officers of the Education, Health, Public Health Engineering & Welfare departments besides representatives from Teachers, Parents, Village Education Committees and NGOs.

### 3.4 Funds Flow

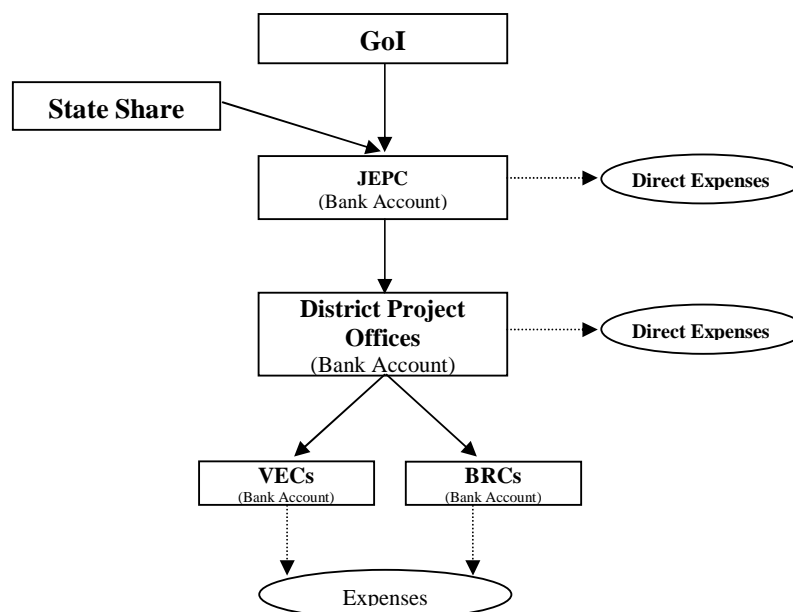
Funds are received by JEPC (State SSA unit) from GoI generally twice in a year. The State government provides only for its share of the contribution, to the scheme, in the budget. It needs to transfer the same to the society's bank account, within 30 days of receipt of the central share. The JEPC is responsible for transfer of funds to the District Project Offices, which maintain separate bank accounts. The JEPC is required to transfer funds to the District Project offices within 15 days of receipt of central and state share of funds. The first instalment

normally would be released at the beginning of the year, while the second instalment would be released only after the district has provided a UC indicating that at the minimum 50% of the funds released so far have actually been utilised. A District Project Office transfers funds directly to a Village Education Committee (VEC) as well as a Block Resource Centre (BRC). All the bank accounts are normally operated under joint signatories.

A VEC is responsible for most activities relating to a school including construction. It has to provide UC for all the payments made by it. Construction advances can be adjusted only on the basis of Supervising Engineer's Certificate. All funds remaining unspent at the end of a financial year are carried forward into the next year and are available for spending.

A BRC basically coordinates all the SSA related activities in the block. A Block Program Officer, situated at a BRC, normally coordinates all SSA related activities for that Block. He is supported by a number of Block Resource Persons (BRP) as well as an accountant, who performs all the accounting / payment related functions of the BRC. Most of the personnel at a BRC are consultants and do not represent mainstream government functionaries. A Cluster Resource Centre (CRC) is located at a school premises and normally provides academic support to schools under its jurisdiction. Normally a CRC provides support to at least 5-6 nearby schools. A Block Education Officer who is a government official, coordinates the effort of BRC/CRCs with the schools and teachers.

Figure 1: Fund flowchart - SSA



### 3.5 Utilisation Status

#### 3.5.1 At state level

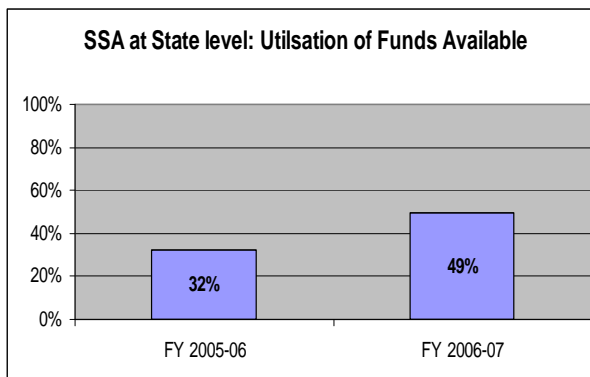
A total of Rs 610 cores were made available to JEPC during FY 2005-06, against which it has utilised around 32% (Rs 196 crores) only. In FY 2006-07 the utilisation levels increased to around half (49.3%) of Rs 987 crores available to it.<sup>12</sup>

Main reason for underutilisation remains unadjusted civil and other advances. If one considers these advances, the utilisation levels rise to 88% and 96% for the two financial years respectively, indicating the high pendency of the advances, particularly the civil advances. This is an important fact as unadjusted advances indicate unfinished civil construction, and is indicative of funds getting tied up in activities which are not resulting in productive outputs.

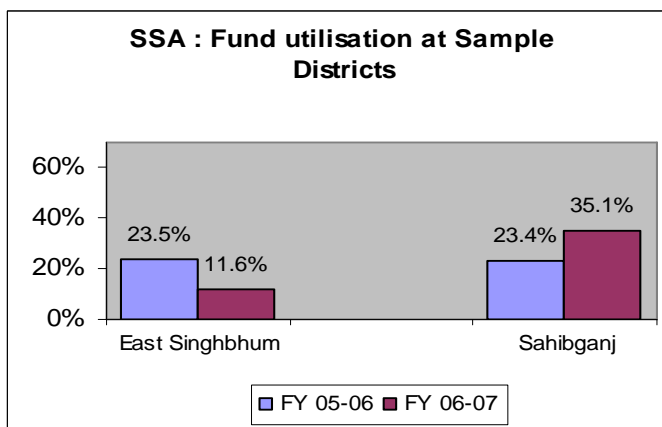
The State's role is largely in planning, coordination, fund transfer, review & monitoring and providing guidance, to district administration. Districts implement the project activities at the Block and the school level and have critical role in ensuring proper implementation at the ground level.

#### 3.5.2 At District Level

As indicated earlier, most districts would show high utilisation levels, only if all civil advances are considered, however if only advances which have been adjusted are taken as expenditure, the expenditure level comes down significantly. For example in case of East Singhbhum for FY 2006-07, 83% of expenditure becomes only 11.5%<sup>13</sup>, similarly in case of Sahibganj a high of 96% comes down to 35%<sup>14</sup>.



**Figure 2:** Utilisation of funds based on funds available at state level. Expenditure is based on audited accounts –Refer AnnexureIV for the back-up data.



**Figure 3:** Statement of Expenditure and Financial Progress Reports for FY 05-06 & FY 06-07 as provided by MIS Section of East Singhbhum & Sahibganj SSA District Office. Refer Annexure-V for the back-up data

#### 3.5.3 At Block level

<sup>12</sup> Statement of 'Target vs Achievement' for FY 2005-06 & FY 2006-07 as provided by Accounts Department of JEPC, Ranchi.

<sup>13</sup> Statement of Expenditure and Financial Progress Reports for FY 2005-06 & FY 2006-07 as provided by MIS Section of East Singhbhum, SSA District Office.

<sup>14</sup> Statement of Expenditure and Financial Progress Reports for FY 2005-06 & FY 2006-07 as provided by Sahibganj SSA District Office.

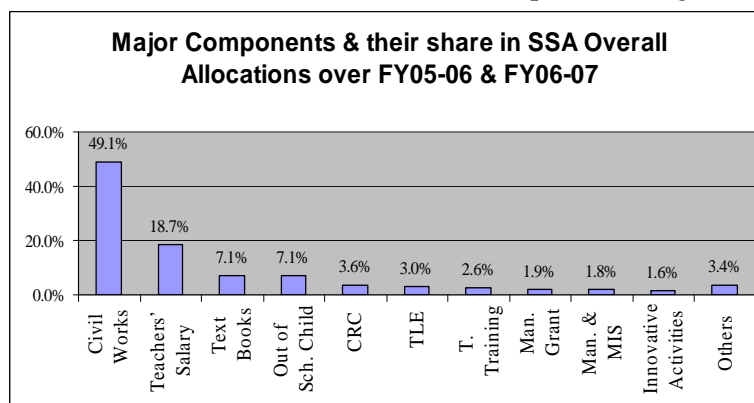
VECs are ultimately responsible for implementing activities at the school level, including school construction, utilisation of various grants that are received by it. For this purpose funds are directly sent by districts to the VECs. Districts also send funds to BRCs for their and CRCs activities. A number of schools and BRCs were visited during this study, it was observed that generally funds were utilised in a timely manner at the delivery centres. However sometimes when funds are received towards the fag end of the financial year (sometime as late as the last week of the financial year), these may not be used till beginning of the next year and gives an impression that funds were lying idle for the whole of the financial year.

Sometimes funds are received at these centres, when these are not needed. For example, in case of BRC at Sahibganj grants for running BRC centres have been received since FY 2005-06, however the BRC building has been constructed only in FY 2006-07 hence the maintenance funds as well as the funds for procuring furniture could not be utilised.

### 3.6 Analysis of Issues Identified

#### 3.6.1 Allocation Pattern of major components

Analysis was further undertaken of funds allocated to individual components to gain an understanding of the priorities given by the state and actual implementation of these priorities. For this a comparison of the budget allocations by the state, to the components over the two financial years was undertaken against the budget allocations at the state level. The chart depicts the share of various components in SSA allocations for the two years under review, it is clear that



**Figure 4:** Share of Major Components in Overall Allocations for FY05-06 & FY06-07. Refer Annexure VI(A) for backup data.

almost  $\frac{3}{4}$  of the funds have been allocated for what could be called as hardware activities, almost 50% funds allocated for Civil Works, 19% for Teachers' salary and 7% allocated for supplying text books. The remaining 25% of the funds are being used for other soft activities.

It may be noted that to limit Civil Works expenditure, the Financial guidelines restrict overall allocation on Civil Works to a maximum of 40% in an Annual Work Plan and overall 33% for the Perspective Plan till 2010<sup>15</sup>. However during FY 2006-07 civil works allocation amounts to almost 55% of the Annual Work Plan.

<sup>15</sup> Manual on Financial Management and Procurement on SSA, issued by MHRD, GoI, 2004



**Table 3: Major component & their share for FY 05-06 and FY 06-07**

Components	Budget Utilisation %	
	FY05-06	FY06-07
Civil Works	11.8%	40.9%
Teachers' Salary	68.6%	78.2%
Free Text Books	9.0%	66.8%
Intervention for Out of School Children	49.3%	16.3%
Cluster Resource Centre	23.0%	41.4%
Teacher Learning Equipment	78.4%	52.9%
Teachers Training	40.3%	42.7%
Management Grant	77.5%	90.1%
Management & MIS	78.7%	54.7%
Innovative Activities	13.9%	43.7%
School Grant	80.7%	90.2%
Block Resource centre	42.6%	38.9%
Teachers' Grant	69.7%	70.5%
Research & Evaluation	43.8%	43.8%
Intervention for Disabled Children	11.2%	10.5%
Community Mobilisation	59.2%	59.2%
<b>Overall</b>	<b>34.6%</b>	<b>49.6%</b>

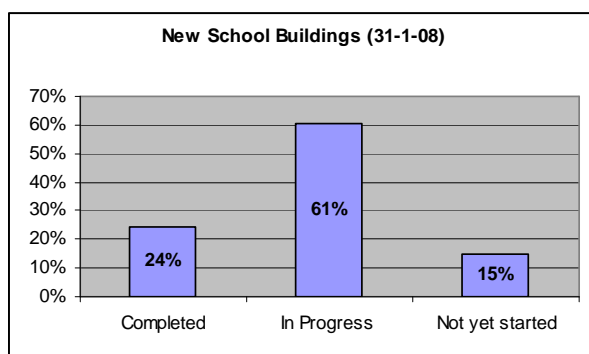
Note: For detail working refer Annexure VI-B

### 3.6.2 Component-wise utilisation

Actual utilisation as compared to the budget allocations was also measured. Percentage of budget allocations utilised during the two financial years under study was calculated. These have been summarised for all the major components in the accompanying Table. Generally one would expect that compared to capacity building and other soft activities, activities like Civil Works, Teachers salary and Free Text Books would have high level of spending, as these are either procurement / contractual based activities, where main effort is in awarding the contract, or salaries related fixed costs. However even such activities have not had high utilisation. The major reasons for such under-utilisations are further discussed below.

#### 3.6.2.1 Civil Construction

The low-utilisation of Civil works (only around 12% during FY 2005-06) is, as mentioned earlier, due to low-certification. Though this situation has improved, however one of the main



**Figure 5:** Refer Annexure -VII for backup data

areas still far behind is New school Buildings, where against a target of 14930 buildings to be have been completed by 2007-08, only 24% are complete and 15% are yet to be taken up<sup>16</sup>. One of the reasons specified for this slow progress was stated to be lack of Junior Engineers, affecting supervision & inspection of various construction sites. Further payments could be released only after proper entries were made in the Measurement Book. For example earlier in East Singhbhum district only 3

JEs were covering all 9 blocks. Though there is some improvement in the situation<sup>17</sup>, however in the State there are still 141 JEs managing 212 blocks and 36 Assistant Engineer against 44 positions.<sup>18</sup> During discussions with the engineering section, it was stated that

<sup>16</sup> Based on data provided by Engineering section of SSA

<sup>17</sup> East Singhbhum District has now 9 JEs in as many blocks.

<sup>18</sup> Statement on availability of Technical personnel of Civil Works in Jharkhand – Feb'08

often this task is further compounded where the construction sites are spread out over a large area. Considering shortage of JEs, there is a need to involve Engineering Section in the planning process, so that construction is taken in a manner that ensures maximum output in terms of completion of constructions at various sites.

To further expedite, finalisation of expenditure under this head, JEPC has issued a circular in September 2006, according to which advances issued for school building and additional class room can be adjusted by upto 85% on the basis of Assistant Engineer's certificate, and only balance 15% would need to be adjusted on the basis of MB book certification<sup>19</sup>. Therefore expenditure is likely to rise as the adjustment against construction advances rise, as well as the construction contracts start coming to closure. This is evidenced by the fact that during FY2006-07 expenditure has risen to nearly 4 times to 41%. However issue is not of accounting adjustments, but whether the buildings will become available to the schools for holding classes. In fact if all the advances given under civil works were to be considered, expenditure under this head would be quite high.

### **3.6.2.2 Teachers' Salaries**

In case of Teachers' salary, since appointment of teachers' is more of an incremental task, hence appointment of teachers among various schools while on rise, is still well short of the target. This is also reflected in the spending pattern in the two financial years, expenditure increasing from 68% in FY 2005-06 to 78% in FY 2006-07.

### **3.6.2.3 Text Books**

Till FY 2004-05, the text books were being supplied by NCERT, for subsequent year the responsibility was shifted to the State, which does not have SCERT. During FY 2005-06, only 9% of budget has been spent under this head. This expenditure basically represent certain costs of samples, costs of procurement processes undertaken; rather than actual procurement of the text books. In fact the text-books were not supplied at all during the entire FY 2005-06, due to non-completion of procurement process. First supplies have taken place only during FY 2006-07. The expenditure of 67% of the budgeted amount during this year represents lower cost than what was budgeted. While the State Project had budgeted at Rs 150 per set, order was placed at an average rate of Rs 113.50 per set, indicating that the Project was able to get a much lower rate. To encourage timely supply of the text books, supplier was given a time schedule of delivery and is penalised for any deviation from the same.

Further there was around 13% reduction in the quantity of books ordered and actual quantity of books supplied, since the Project ordered only on the basis of around 85% of the students enrolled. This was considered appropriate on the ground that the children enrolled were considered by the State to be higher than the actual presence, though it is not clear, if this resulted in any shortage of text books.

### **3.6.2.4 Intervention for Out of School Children / Innovative Activities / Intervention for Disabled**

The aggregate expenditure under these three separate activities, during FY 2005-06, was almost 42% of the budgeted provisions for the entire State. It sharply dropped during FY 2006-07 by half, to around 21%. It has been explained that the reasons were due to delay in finalising selection of NGOs. Same pattern was observed at the Sahibganj District also. Since these activities are conducted mainly through NGOs, any delay in appointment of NGOs has

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<sup>19</sup> Letter ref. JEPC /SPD/ Civil / 1147 dt. 2-9-2006

a direct impact on these activities. Since the process of appointment of NGOs can often take 6-8 months, with inputs from districts. A case study undertaken at Sahibganj district indicated process had taken almost a year.

*Various stages of process for selection of NGOs*

**Table 4: Various stages of process for selection of NGOs**

Dates	Activity
07.12.05	The process started in the office of DSE, Sahibganj
17.12.05	Advertisement given in newspapers (for NGOs to apply)
26.01.06	28 NGOs applied; 10 recommended
	Proposal sent to Pre-Appraisal Committee, headed by State Director –Primary Education
05.03.06	Letter went out to selected NGOs, inviting them to the proposed Screening committee (JIC) meeting in Ranchi on 28.3.06
28.03.06	Meeting was postponed
01.07.06	Screening committee (JIC) meeting held in Ranchi
20.07.06	Letter received in Sahibganj that 8 NGOs were selected
27.07.06	DC Sahibganj is informed, who approved the selection
28.07.06	Agreement to be signed with the 8 NGOs- approved.
14.08.06	The agreement with NGOs signed. 40% as first instalment was to be released but since the amount was exceeding Rs 10 lac, DC asked for guidelines from the state (Ranchi).
16.12.06	The first instalment is given to the NGOs. Work begins.

From the table above, it is clear that the process of selecting an NGO is quite a long-winded one, in this case it has taken more than a year from the time of initiation of the process to actual commencement of the work. Such delays result in situations, where some of the children, which were initially identified for the project, would have moved on as the families migrate. Thus, at times, defeating the very purpose for which the proposal was initially identified.

While it is important to have checks and balances, however if the process of checks and balances is such that it defeats the very purpose of undertaking the activity, then one needs to consider how the process can be made more efficient.

**3.6.2.5 BRC & CRC Resource centres**

Around 43% (FY 2005-06) and 39% (FY 2006-07) budget provision of BRCs has been utilised. Similarly under Cluster Resource Centre only 23% and 42% of budget provisions have been utilised for the two respective financial years. Reasons for such under-utilisation are mainly that the resource persons are being paid at a much lower rate than the budgeted amounts. For example, while the budget provision was done at Rs 300-350 per day while the payments are being made in the range of Rs 150-200. Such low rate of compensation is also de-motivating these BRPs and CRPs, who have left the project in large numbers. This aspect is further dwelled upon below.

FGD with BRPs / CRPs

One of the strategies of the SSA to enhance quality of its education programmes is through establishment of Community Resource centres

**Box 1: Issues voiced during an FGD with BRPs/CRPs at Jamshedpur**

- Role has dwindled down to just reporting and running errands rather than being an academic resource.
- Teachers not prepared to take them seriously due to age difference and lack of experience. This has affected their role of academic resource persons.
- There is too much reporting/meetings, under the programme. Even many of the teachers complained that the reporting requirements are onerous consuming large amount of time.
- Need more training in the academic support.
- Salary is low.
- CRPs are required to visit schools regularly under their jurisdiction, the movement to different schools becomes difficult, as TA is not payable within 8 km of the BRC / CRC.

or Cluster Resource Centres. A cluster resource centre basically employs young fresh graduates, who are supposed to develop better teaching technique, provide additional resource to the present teachers and help in any other matter considered necessary. On a similar line a Block Resource Centre is established. However there is a widespread disenchantment among these personnel. In East Singhbhum it was observed that while 27 Block Resource Persons were appointed however 17 had left at the time of the Team's visit. Similarly out of 285 Cluster Resource Persons appointed only 190 were still with the project in the district. During a Focussed Group Discussion of BRP/CRP at East Singhbhum major observations included role definition, their ability to deliver the job responsibilities and low emoluments.

#### **3.6.2.6 Maintenance / School Grants**

Generally these grants (Rs 5000 per annum for Maintenance grant and Rs 2000 per annum as School grant ) being small amounts are utilised as provided to schools. In fact complain among schools is that the amounts are very small for providing effective maintenance. At Sahibganj district, it was observed that the grant was given to 672 schools, while it was budgeted on the basis of 1024 schools.

### **3.7 Planning & Budgeting**

While the SSA scheme has been developed by the central Government as a framework, so that the states can develop their own plans and guidelines to suit their own needs. It requires the bottom-up approach of planning from habitation upwards. The SSA framework in regard to planning is quite exhaustive and requires detailed information about each village, habitation, etc. It even requires that the progress of each and every child be tracked.

Although a process of planning at the Block level exists, under which a format is provided to each block to prepare budget details. However the reports submitted by the blocks were very sketchy and half-baked. The exercise looks very mechanical and number-crunching using the standard unit costs. It appeared that the block-level plans are not truly based on need assessment, but more on the basis of unit costs and numbers provided by the district office. During the discussions, the concerned block personnel admitted that generally district has all the data and can easily prepare the budget even without the submission of block report.

### **3.8 Monitoring**

#### **3.8.1 Systemic Weaknesses in Monitoring**

##### **3.8.1.1 At District**

At a district DC normally is the Ex-officio chairman, who conducts quarterly / monthly monitoring meetings, however often the monitoring mechanism is not very systemic, as formal reports comparing targets and achievements are not provided. No formal reasons are provided for in the reports for not achieving those targets. Normally the meetings are more to find inter-departmental coordination solutions / or finding replacement for persons who are not attending the offices. Again minutes of these meetings may or may not be prepared. Often the outcome of the meetings is dependent more upon the interest and initiative shown by an individual DC, rather than a systemic methodology.

#### **3.8.1.2 At Block**

Normally at block senior-most officer is Block Education Officer (who basically reports to District Superintendent of Education) and is not a very senior officer. The role of Block Development Officer, who is the nodal officer for all development activities at the block level, is more of a presiding officer and does not participate in any active manner.

Normally reports are sent by Block Program Officer direct to SSA office at district. Normally a SSA officer from district would visit for undertaking any monitoring or the BPO would normally be called to the district. While the reporting takes place regularly, normally no reasons are provided for non-achievement of targets.

#### **3.8.1.3 At the school level**

VEC were expected to be watchdog for proper implementation of the scheme. However it has been observed that generally members of the VEC are not very effective. Often either not interested in the school activities or often not even consulted. The signatories for the cheques often are the only VEC members who are taken in confidence. Main reason for such low-profile of the VEC is lack of awareness and, at times, lack of education among the people. They are often in awe of the headmaster of the school.

### **3.8.2 Inconsistencies in QPR and MIS reports**

One of the difficulties faced during the study, was that there were large variations between the QPR reports (or the MIS report) used for monitoring and the final audited accounts. Apart from the normal reasons given out that QPR includes advances while account does not, it was observed that QPR is sometimes prepared on the basis of estimates or even incorrect figures. Large changes in the figures reported earlier ultimately undermine not only the value of QPRs but also the whole exercise of monitoring for which QPRs are generally prepared.

## **3.9 Fund Flow**

Since the JEPC has its own bank accounts and has power to withdraw / transfer these funds generally delay on account of transfer of funds is not a major issue. At districts at present there is no system of sending fund requests to the state, as districts normally have sufficient funds available and generally are not facing cash-crunch situations. Review of cash balances when the funds have been received from state indicate that there is no pattern and funds are received on ad-hoc. Instances have been observed, when on several occasions Sahebganj District office received funds from the state although at the time was having more than 3-4 crores of rupees in the bank account.

For a better fund management, there is a need to develop some form of fund transfer mechanism, which ensures that funds follow the principle of readily available when needed, but not lying idle.

## **3.10 Community Participation<sup>20</sup>**

The main instrument of community participation in SSA programme is Village Education Committee (VEC) in the rural area, and Parent Teachers Association in the Urban areas. In

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<sup>20</sup> Based on observations, during the field visits, and discussions with the teachers at different schools. For list refer Methodology section of the report.

absence of formal and constitutional panchayats, there is no truly representative VEC in the villages. Sometimes even the VEC/ PTA members consider them more a part of the school management rather than the community. Often VEC members are illiterate and hence find it difficult to ask questions from the school management.

The teacher still does not consider herself / himself responsible to the community to any significant degree. So, parents having an issue with the school have to deal individually with the school management, which is a bigger entity.

Basic condition for effective participation by the community in the programs is empowered community, which continues to remain elusive. IEC activities under the scheme mainly seem to have been done through banners, wall writings, etc. However the rights of the community in the scheme, the need of educating children, mechanisms available to the community in case of not being satisfied with the services appear to be the areas where the community needs to be brought in. Currently, there seems to be little that community can do about these issues.

Role of community in civil construction is often limited to providing Panchayat land or water for construction, which is an important first step. But beyond this, at present there is little scope for the community to monitor or influence.

### **3.11 Way Forward**

#### **3.11.1 Planning**

As mentioned above, there is a vast scope of improvement under the planning process.

To make planning a truly bottom-up approach, each CRC should prepare a micro-plan for areas under its jurisdiction. As required under the SSA framework, the Plan should identify habitations, children under the age of 14, their enrolment status, number of schools both private / unaided and government schools, data on out of school children, etc. The exercise should be to capture the status of children falling within the jurisdiction of the CRC and undertake planning to ensure education to them. Such CRC plans ultimately should become the basis of each block to prepare its plan, which ultimately would become part of the District Plan. While reviewing a District Plan at the State level, Block and CRC plans should also be reviewed to ensure that Planning identifies and plans for all the children below the age of 14 years.

It may be mentioned that the above is not a new requirement but as required under SSA framework, what is needed is stronger supervision and monitoring to ensure that it takes place. Presently MIS officials both at the state and at the district are responsible for the same, perhaps a way to improve could be to appoint a dedicated person at state and district level, who would ensure that the planning requirements as per the framework are followed in real sense.

#### **3.11.2 Enhancing capacities of Engineering Section**

Considering that a very large part of the budget relates to Civil Works, proper utilisation of the funds under this head is of utmost importance. For this it is important that Engineering section has adequate capacities to be able to implement the budget in a timely and effective

manner. Accordingly it is suggested that the Engineering section be involved in Planning both at the State level as well as at the Block-level. If warranted, the Engineering section should be provided with necessary training in Planning. Considering huge number of vacancies, special efforts may be required to fill in the vacancies of the Junior Engineer and other engineering posts.

### **3.11.3 *Enabling project offices to appoint NGOs as and when required***

Activities covering Intervention for Out of School Children, Disabled Children, Innovative activities, etc. are a very important part of the activities of SSA, as these cover children which otherwise are out of education net. These activities require specialists who can plan innovative ways of bringing such children back under the education fold. NGOs having special exposure in such activities are often found to be of help in undertaking such activities. However it has been observed that appointment of NGOs require specific approval at the State level from a Committee which includes, even GoI representation. Approval of a proposal on activities involving NGOs often takes long. A case-study undertaken at Sahibganj revealed that the process of appointment of NGOs took more than one year. Therefore the State project office needs to consider ways to facilitate appointment of NGOs.

One possible way could be to approve the NGOs based on a credibility and background criterion for a specific period for empanelment purposes. Out of the empanelled NGOs, proposals can be requested. The district offices, than, could invite proposals from the empanelled NGOs. This could reduce the time taken in appointment of NGOs in a significant manner. Alternatively, proposals received from the districts should be approved by the State office in a time-bound manner.

### **3.11.4 *Quality Enhancement***

Purpose of BRCs / CRCs has been twofold, one of coordination of various SSA activities at the ground level and second, providing academic support / enhancing quality, of education being imparted. There are a number of issues which need to be considered. The model of BRPs / CRPs providing quality enhancement in the education does not seem to have been so readily accepted by the teaching fraternity. Apart from the age difference, most of the BRPs/CRPs are fresh graduates / postgraduates having very little teaching experience. Such persons can easily provide as a back-up support whenever a teacher is not available or to provide a coordination role for various activities. For CRPs to be able to enhance teaching quality, it is important that teachers' fraternity is able to accept them. Hence their role in this regard may need to be re-visited.

Provide capacity enhancement for BRPs / CRPs in performing their roles. Also find ways of motivating the teams in performing their tasks.

Assess the reporting requirements, to ascertain if any of the reports / reporting processes can be streamlined to reduce the workload on CRPs / teachers' in preparation of the same.

### **3.11.5 *Reporting: Inconsistencies in QPR Reports***

To ensure that QPRs are accurate and authentic, it is suggested that these be prepared on the basis of same data as maintained by the Accounts Department. This will enhance the

credibility of the statements and therefore would become a more reliable source of information for any decision-making.

To facilitate the preparation of QPRs, it is suggested that the present structure of Accounts in Tally be streamlined to match the QPR reporting requirement. This would not only quicken the process of preparing the QPRs, but also ensure the accuracy of figures, since these would be directly based on accounting data maintained in Tally.

#### **3.11.6 Community Participation**

As mentioned earlier, VEC were supposed to be the watchdog in the SSA at the school level, however awareness among the general public about the SSA entitlements vis-à-vis actual services at the school level are rather low. Since the VEC members are not always literate or have confidence to demand service from the headmaster, to build pressure from the community a more effective awareness among the community is needed, either through public hearings or through *Nukkad Natak*. All indicators of learning should be put in public domain, be it the number of days the school has functioned, who are the teachers and how many hours they spend in the school. The progress-card of a school needs to be provided to the community who can scrutinise it and closely monitor the same. Only the community pressure can ensure that the SSA does not ensure only number of children enrolled, but also that they get some learning in those schools.



## 4. National Rural Health Mission

The National Rural Health Mission (2005-12) is relatively one of the latest CS scheme. While at central level it hopes to increase funding to the health sector significantly, at state level it seeks to provide effective healthcare to rural population throughout the country with special focus on 18 states with weak public health indicators, Jharkhand being one of them.

### 4.1 Objectives

Among the various Health Goals it aims to achieve reduction in IMR and MMR, universalising access to integrated public health services, prevention and control of communicable and non-communicable diseases, population stabilisation including gender and demographic balance, etc.

### 4.2 Intervention Strategies

The core strategies for achieving these goals include Village Health plans, strengthening village level health infrastructure through sub-centres, ASHA, Village Health Committees and more Multi-Purpose Workers. Strengthening Primary and Community Health Centres. Preparing inter-sectoral District Health Plan and integrating vertical Health and Family Welfare programmes at National, State, District & block levels. Develop PPPs for new and innovative ways to deal with issues identified.

### 4.3 Organisational Structure

#### 4.3.1 *At State-level*

While NRHM provides the broad conceptual framework, the State Health Mission is the operational structure in the state. It is chaired by Chief Minister and co-chaired by Health Minister. The State Health Secretary is the convenor – of the Mission, while a senior officer is appointed as the Mission Director. The Mission has a number of managers and professionals under various disciplines, who are responsible for operational matters of implementing various schemes in the state, monitoring, fund-management, etc.

#### 4.3.2 *At District-level*

Similar structures are being put in place at the District level. At a number of districts, the NRHM is still being implemented through the RCH society, a society formed earlier to implement RCH projects. However the districts are in the process of forming District Health Societies to undertake an integrated Health approach, where all schemes, including the disease control schemes like, Tuberculosis, Vector-borne Diseases, Leprosy, etc. will be managed under a single society.

However one of the major problems being faced under NRHM in the state is that a large number of vacancies exist both at the state as well as district level, thus creating huge capacity gaps.

Following is the flow chart depicting fund-flow under NRHM.

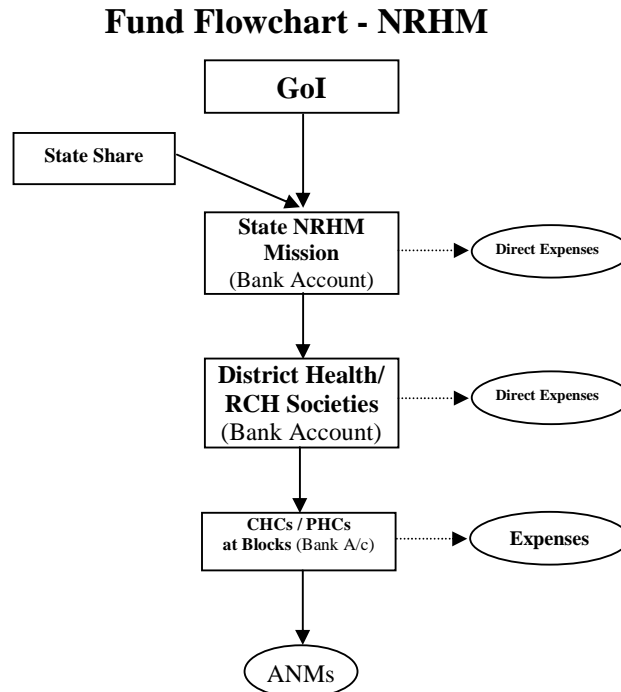


Figure 6: Flow Chart depicting fund-flow under NRHM

#### 4.4 Challenges under NRHM for Jharkhand

Jharkhand is one of the most backward states in the country in relation to health status and Health infrastructure. Poverty associated diseases like tuberculosis and malaria and maternal mortality and morbidity form a major portion of the disease burden of the state<sup>21</sup>. As per National Family Health Survey-3 conducted in 2005-06, Infant Mortality Rate at 69 per 1000 live births is one of the highest in the country. A large number of children continue to be malnourished - more than 59% of the children are underweight, while only around 35% of the children have received all recommended vaccines. Although this still sounds dismal, but compared to 9% of NFHS-2 there is vast improvement. Institutional deliveries still form only around 19%.

A Facility Survey conducted by GoJ has identified a huge gap in the health facilities available in the State<sup>22</sup>, posing a great challenge for the government of Jharkhand. As per the Annual

<sup>21</sup> The crude birth rate is 9.1 per 1000. Sixty percent of the infant deaths are neo-natal deaths. Maternal mortality is very high at 504 per 100,000 live births and over 60000 deaths occur every year due to tuberculosis.

<sup>22</sup> According to the health department records there is a huge gap in the current availability and proposed numbers of health facilities in the state. Only 10 % of all PHC had adequate infrastructure, a little over a quarter (26.9%) had adequate staff and equipment and supplies were available in 50.5% and 21.4% PHCs. For PHCs the current availability is 533 while the proposal is for 1443 (only a third available), the same for CHCs is 31 and 228 (less than one seventh available) pointing to a huge deficit in public health facilities.

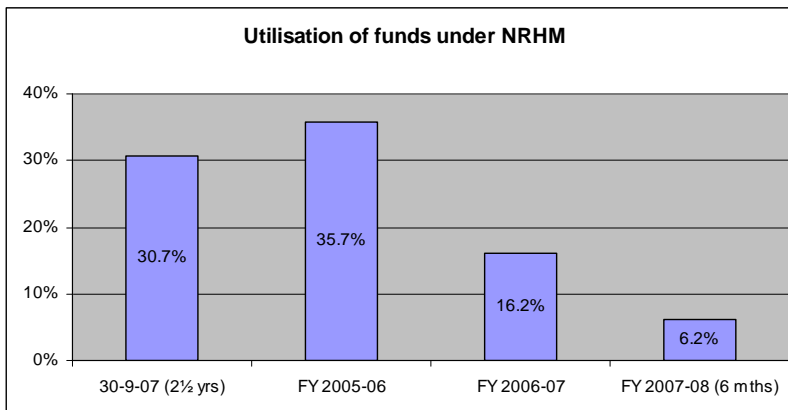
Source for above information an article by Dewika Biswas on : <http://www.chsj.org/pages/events/taking-stock-civil-society-report-on-one-year-of-nrhm-rch2/one-year-of-nrhm-in-jharkhand.php>

Work Plan of FY 2006-07, project planned for major interventions in Additionalities under NRHM (mainly for undertaking infrastructure development), Immunization, Institutional Strengthening, Family Planning and Maternal Health.

## 4.5 Utilisation of Funds

### 4.5.1 At State level

Utilisation of funds being received under the NRHM poses a huge challenge to the NRHM machinery in the State. The state under this scheme has received a total of almost Rs 200 crores till 30<sup>th</sup> September 2007, out of which it has been able to utilise only around 30% during the 2½ years from the beginning of the project in Apr'05. During the financial year 2006-07 the utilisation rate fell to around 16%, and during the first 6 months of current financial year the rate was only just above 6%<sup>23</sup>. Thus it is clear that the NRHM scheme in the state has been facing major hurdles in utilising funds in a timely manner. It may be of interest to note that of 'the total unutilised balance' as at 30<sup>th</sup> Sept'07, 70% of it was at the State.



**Figure 7:** Utilization of fund under NRHM at state level. Refer Annexure VIII for backup data.

### 4.5.2 At Districts

At the district level, the state society transfers funds to the district RCH societies, since the District Health societies, in most cases are still under the process of formulation.

During discussions with district officials, it appears that the district officials are not always clear on method /rules for utilisation of funds and often wait for instructions from the State. Due to such confusion, districts take time in formalising proposals for transfer of funds to blocks, leaving the funds lying as unutilised at district level.

For the FY 2006-07, component-wise utilisation of budgets allocated to East Singhbhum and Sahibganj districts is summarised in the Table below. In East Singhbhum, one of the better administered districts, it was observed that during 2006-07, while for all other activities expenditure was around 32%, but for Pulse-polio the utilisation of funds available amounted to almost 93%, and even under Catch-up Round it was almost 57%. Refer annexure X for details.

<sup>23</sup> Based on financial reports provided by State NRHM society.

**Table 5: Component-wise utilisation of budgets allocated to East Singhbhum and Sahibganj districts.**

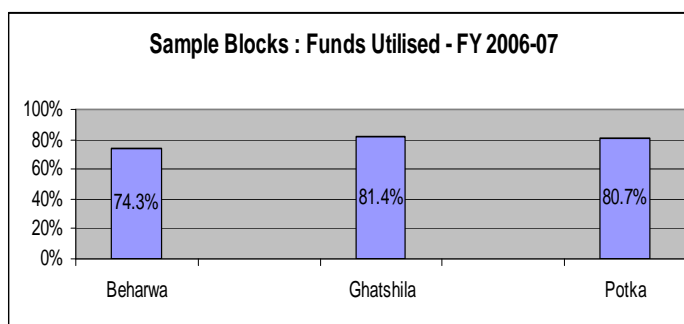
Components	Budget Utilised (Apr'06-Mar'07)	
	Sahebganj	East Singhbhum
Pulse Polio	88.4%	92.7%
Catch-up Round	30.0%	56.5%
Routine Immunization	37.6%	20.7%
Others (details as below)	7.0%	36.0%
<b>Overall</b>	<b>25.6%</b>	<b>47.5%</b>

Details of others		
Maternal Health	0.0%	22.2%
JSY	96.3%	55.5%
Family Welfare	30.4%	55.1%
Health Mela & Other IEC activities	0.0%	87.2%
Untied Fund for Sub Centre	0.0%	0.0%
Untied Fund for PHCs	0.0%	0.0%
Annual Maintenance grant for PHCs	0.0%	0.0%
Building Construction – New	0.0%	12.5%
Sub-centre Repairs	0.0%	0.0%
Machine & Instrument for sub-centres (P.M.G.Y.)	0.0%	0.0%

Similarly in case of Sahibganj for the same FY, while the expenditure for Pulse Polio and Catch-up round was more than 88% and 30% respectively, for other activities it was around 7% only. Such trend is also reflected at the state level, where Catch-up round utilisation is 126%<sup>24</sup> and Pulse Polio utilisation is as high as 96%. Hence one could conclude that for the time-bound activities, more effort is put in to ensure that activities are performed, but not so for other activities, as these are not monitored so vigorously. In fact in the two districts, it was further observed that the expenditure on these two heads (Pulse Polio and Catch-up round) forms the majority of expenditure undertaken in the districts, in case of East Singhbhum it was around 54%, while in case of Sahibganj district it was more than 57%. It may be stated that as in case of State where transfers to districts are accounted for as expenditure, similarly in case of districts all transfers to blocks are accounted for as expenditure.

#### 4.5.3 At Block Level:

A Primary Health Centre (Block level) is the last spending unit. A number of type of funds are transferred by the District to the PHCs. These include advances for Pulse Polio, Catch-up round, Routine Immunisation, various Untied funds, compensation for sterilization, etc.



**Figure 8:** Funds utilised at sample blocks – FY 2006-2007. Refer Annexure-XI for backup data.

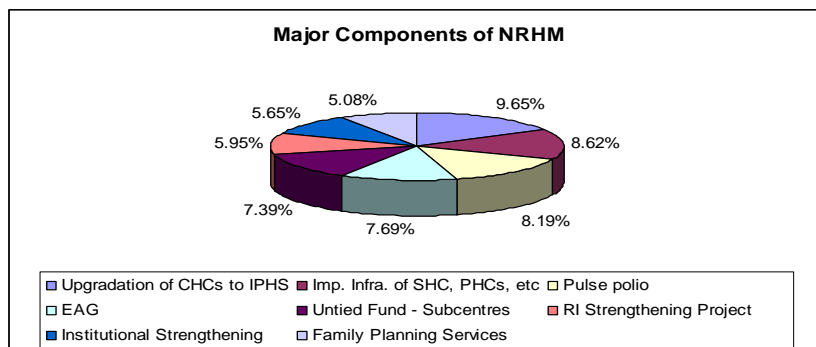
To understand the time gap between funds transferred to PHCs and their actual utilisation, expenditure at a number of blocks was studied. The picture clearly illustrates that delay in using of funds at the block level is generally not an issue. For example of four blocks visited data was received from three blocks, all of which indicate a high

<sup>24</sup> Since more funds transferred to districts than allocated under this head

utilisation of 80% of the funds received compared to expenditure levels of around 30% at the districts.

#### 4.6 Analysis of Issues Identified

Major activities of NRHM from financial point of view are depicted in the pie chart. This is based on funds allocated during the FY 2005-06 & FY 2006-07. There are eight activities that



individually have more than 5% allocation in the overall funding of NRHM. These basically cover Infrastructure (upgradation of CHCs, Sub-health centres, PHCs, etc.), Pulse Polio, RI Strengthening, EAG & Family Planning,

Services, Institutional Strengthening. Overall these constitute more than half the allocations.

While analysing the top 10 components (see Table below) which received allocation over FY 2005-06 & FY 2006-07, it was seen that more than 76% of spending over these two years was undertaken among just 6 components with only 35% of total allocations, while other 4 components for improvement of facilities in the state with additional 31% allocations accounted for only 0.6% additional spending. This indicates that the Project has not been able

**Table 6: Analysis of top 10 allocations and their utilisation, indicating State not able to develop Infrastructure facilities despite fund availability.**

Activities	FY 2005-06 & 2006-07		
	Allocations (Rs in lakhs)	Expenditure (Rs in lakhs)	Allocations Utilised (%)
<i>Activities with High Allocations &amp; Expenditure</i>			
Catch-up Round	685.00	860.69	125.6%
Pulse Polio	1493.96	1427.62	95.6%
EAG	1402.00	1000.00	71.3%
Routine Immun. Strengthening	1085.51	302.83	27.9%
Family Planning Services	926.00	220.52	23.8%
Sahiya Training, etc./Drug kits	780.94	156.87	20.1%
Sub-total	6373.41	3968.53	62.3%
<b>% against Total Allocations &amp; Total Expenditure over the two FYs</b>	<b>35.0%</b>	<b>76.3%</b>	
<i>Activities with High Allocation but low Expenditure</i>			
Upgradation of CHCs to IPHS	1760.00	0.00	0.0%
Improving Infra.-SHC, PHCs, etc	1571.79	0.00	0.0%
Untied Fund – Health Sub-centres	1347.90	1.45	1.1%
Institutional Strengthening	1030.00	32.17	3.1%
Sub-total	5709.69	33.62	0.6%
Total	12083.10	4002.15	33.1%
<b>% of Total Allocations &amp; Total Expenditure over the two FYs</b>	<b>66.3%</b>	<b>76.9%</b>	

to spend on activities which the Government regarded as high priority, thus implementation constraints having had a impact on government's policies of improving State's health facilities.

#### **4.6.1 Manpower Constraints**

A major constraint affecting the implementation of NRHM is the lack of skilled manpower.

- As of June'07 end, Sahibganj district has a total of 745 sanctioned posts under the Health Dept., however less than 50% are in place. Even in case of East Singhbhum the position is only marginally better where positions in place are at 54%.
- It was observed that at Sahibganj district, although there are 73 sanctioned positions of the doctors only 20 regular doctors are in place, with another 22 on contract. A large number of doctors have left after recent strike of the contracted doctors in the State. There are only 12 doctors in 7 PHCs. In a CHC in Sahibganj District, there is only one doctor though position exists for 8 doctors. Even this single doctor was sent from the District hospital on deputation to manage the situation.
- A sub-centre should have a minimum of two ANMs, in Rajmahal Block even after appointment of 15 fresh ANMs, total 43 ANMs are manning the 30 sub-centres leaving a gap of 17 ANMS.
- While a number of new ANMs have been appointed a number of these do not have requisite training and hence cannot manage a number of routine ANM operations.
- A District Health Plan is being prepared by Sahibganj district officials in coordination with the state officials. The Plan basically identifies health facilities required in the district, as per the NRHM norms. As per this Plan, the District has now planned to increase manpower seven times (from the present level of 370 to more than 2500). If one compares the proposed plan with the present status, where only a single doctor manages an entire CHC (that too a doctor deputed from District Hospital as no doctors were available), though 8 are required. Presently 2 CHC have a total of 14 nurses, now it plans to have 160 nurses for 8 CHCs, more than 11 times the present strength. Under a similar Plan even the East Singhbhum district with its much better infrastructure for attracting skilled manpower has planned to take around 5 times its present strength. Considering the difficulties that the District is presently facing in finding skilled manpower to manage its present facilities, the Plan appears rather unrealistic and not based on the ground realities.

#### **4.6.2 Routine Immunisation**

The state records indicate Routine Immunisation utilisation only round 28% of the total funds made available. In fact these are basically transfers made to districts. This indicates vast scope for improvement.

At districts funds received have generally been further transferred to PHCs, and are accounted for as expenditure. In Sahibganj district for example a total of Rs 24.26 lakhs was available to the district during FY 2006-07, against this only Rs 9.12 lakh was utilised during the year, leaving the balance unutilised. Out of the remaining funds Rs 11.92 lakhs was

transferred to PHCs only during the next financial year. A similar situation was observed in East Singhbhum district, where out of almost fifty lakh rupees only around 10 lakh was utilised, the balance remaining in the bank account.

Doubts have been raised over the reported figure of full immunisation. At Sahibganj district, a validation study over the period Apr-Nov'07 using CFD correction factor, reduced the reported figure of 34% of full immunisation to 18%. Detailed results of the study are given in the table below.

**Table 7: RI achievements (April-Nov 07)**

<b>District Sahibganj - RI achievements (April-Nov 07)<sup>25</sup></b>			
	<b>% reported</b>	<b>% CFD</b>	<b>Comments</b>
TT1	34		Meant for pregnant women as Anti Natal care
TT2	33		
BCG	62	50	
DPT 1	62	50	There is a gap between DPT and OPV, due to shortage of OPV.
OPV 1	45	36	
DPT 2	59	47	
OPV 2	39	31	
DPT 3	55	44	
OPV 3	33	26	
Measles	46	26	
Vit A1	50	33	
Full Immunisa.	33	18.7	
Sessions held	85.4	NA	Held / planned *100
Left out	38	NA	Loss of beneficiary between birth registration and DPT 1
Drop out	11	NA	Loss of beneficiary between DPT 1 and DPT 3

Some of the conclusions arrived at during this study are given in Box 2 on next page. Apart from reducing the Fully Immunisation figures from 33% to 18.7% for the district, the major problems that it identifies for low immunisation are absence of cold chain, understaffing at PHC and sub-centre levels, inadequate community mobilisation and very few 'functioning' sub-centres. All these reasons have been identified under NRHM and initiatives identified to tackle these. However due to non-utilisation of funds which are available under the programme, these issues have not been tackled, clearly reflecting the impact of non-utilisation on policies of the government.

To improve the RI among children, one of the strategies being tried throughout Jharkhand is using convergence approach, i.e. on the day when the mothers with their young toddlers (0-3 yrs) come to an Aanganwadi Centre (AWC), the ANM of the area provides immunisation to the children at the AWC itself. However the constraints found in implementing this strategy are

- Poor operation of ICDS schemes in the area (refer ICDS scheme), thus if sufficient number of children are not reaching an AWC, it affects the Immunisation programme.
- An ANM covers a minimum of 3-4 AWCs and sometimes even more. The area of coverage is quite large which does not allow for the ANM to visit all the AWCs on the same day. Hence ANMs use rotational policy to cover all AWCs, under their coverage area.

<sup>25</sup> Provided by Unicef Coordinator, Sahibganj District.

- Of course ensuring availability of vaccines (see comments on cold-chain below) at the centres is yet another constraint affecting this programme.

#### 4.6.3 Cold Chain

Cold Chain basically represent all those mechanisms necessary for getting 'specified' vaccines within permissible temperature limit to locations where these are required to be administered. Normally these require maintaining a low temperature, where the vaccines can be stored and transport / carrying arrangements for these vaccines to be taken to far-flung locations at specified temperatures. Some of the issues identified in these processes are as follows.

- An ANM's husband more often than not is the vaccine carrier. However often the medicines are collected by the ANM from the PHC on the day previous to the day fixed for immunisation and kept in the icebox.<sup>26</sup>
- Carrying of the icebox on previous day has raised a number of questions, especially since many of the ANMs/ carriers may not be having refrigeration facility at their residences. Even if such a facility exists, considering the poor power-supply in the region, refrigeration at home may not be a viable option.
- However since there is limit to how long an icebox can maintain the temperature, particularly in summer, when the temperatures are high and the ANM carries the same box to all the AWCs. Questions have been raised about the effectiveness of the icebox, towards the AWCs visited in the latter part of the ANM's visit, which are generally around noon time.
- In Sahibganj, 4 out of 7 PHCs have facilities for maintaining cold chain, however due to gensets being out of order, none of these can maintain the same and the cold chain is maintained only at the Sadar Hospital at the District Headquarters.

Above situations clearly indicate that managing vaccines at low temperatures between the Sadar hospital and the locations where these are administered is a challenge, which requires some specific measures to be instituted to ensure that vaccines remain effective before these

##### Box 2: Conclusions derived from the CFD study

1. About 85% of sessions planned were conducted but still number of children fully immunised is only about 18.7% after CFD correction. This indicates inadequate demand and inefficient delivery mechanisms. Absence of cold chain at PHC level, understaffing at ANM and PHC level and inadequate community mobilisation are the most important reasons.
2. Immunisation coverage for different vaccines shows a general poor trend across all blocks, but is exceptionally low in Sadar and Rajmahal blocks.
3. Even individual vaccine coverage is low. Only for DPT 1 and BCG it is 50% and thereafter it declines. Even the antenatal care is being received by just about one third of pregnant women.
4. Normally DPT and OPV are provided at the same session therefore their numbers (like DPT1 and OPV 1) should be comparable. Shortage of OPV vaccine was reportedly the reason for this discrepancy.
5. Loss of beneficiary is considerable before DPT 1. What it means is that many new born babies are not being registered and given various vaccines after birth, in the first few months of life. Most deliveries are probably not being reported since they occur outside the formal network. There are very few 'functioning' sub-centres where 'institutional' delivery could take place.
6. It must be noted that this is a difficult terrain- plateau, forest, hills, sparse & scattered population and very bad and inadequate network of roads.

<sup>26</sup> As informed by some of the doctors interacted with on the field.



are administered.

#### 4.6.4 Catch-up Round

A Catch-up Round is when a special campaign is taken for a particular area, when any children who are left out by the normal immunisation drives, are identified and got immunised. Informal assessments of pockets where children may not be immunised are undertaken by the ANMs and AWWs of the area. Since the catch-up rounds are special drives in a particular area, these rounds follow only after detailed preparation work, including specific IEC campaigns. It was observed that at Sahibganj District, funds were released late to the PHCs (implementing the catch-up rounds), thus adversely impacting the IEC activities. Since effective IEC activities require proper planning often these would not be taken up at all, or even if taken up it would be a hurried effort with little impact.

##### Box 3: Instances of delay in Fund Release and impact on IEC

- Sahibganj District received Rs 5,82,500 on 25-5-06 for Catch-up round which was to start from 1<sup>st</sup> June'06. The funds were released to PHCs on 17-6-06. Hence no IEC activities for the Catch-up round (which included Block level Training, Village level Training and Social Mobilisation) were taken up at all.
- Next 3 Catch up rounds were planned for Dec'06, 1-15<sup>th</sup> Feb'07 and 1-15<sup>th</sup> April'07. Funds of Rs 6.66 lakh received at District on 16<sup>th</sup> Jan'07. It is clear that funds moved from State after December (when the Catch-up Round was to be started) hence once again district did not take up the IEC related activities. However even the district office released cheque to the PHCs on 25-04-07. Much after all the catch-up rounds

This clearly indicates that present mechanism of sending the funds from the State against individual activities is not a proper way of transfer of funds. Had the funds been transferred at the beginning of the year with an annual plan for the Catch-up round, the district would have been able to plan for the same in a much better manner.

#### 4.6.5 Untied Funds for ANMs

As part of strategy for strengthening the sub-centres - *the basic link between the community and the health facilities* - funds were allocated to the districts for strengthening sub-centres, which are basically manned by ANMs. For the state as a whole the utilisation for this activity, by end of Oct'07 for the two FYs 2005-06 & 2006-07, was just around 5%. Even in a district like East Singhbhum where some of the other schemes have done well and where funds were transferred to ANMs by the district within a few days of receipt of funds from the State, the fund utilisation as at Nov'07 was only a miniscule at 8%, after full 8 months have elapsed. In case of Sahibganj, the funds have just started getting distributed to ANMs in the month of Dec'07. Considering these were **Untied funds**, why these could not be used more efficiently raises some pertinent questions.

The State officials informed that while initially the funds were disbursed as untied grants, however due to persistent demands of officials from the districts, detailed guidelines on usage of funds have been issued. The discussion with district and block officials have revealed that there is a big confusion on how this fund is to be spent. In most cases ANMs have not used these funds, not knowing exactly how to use it or what they may be allowed / disallowed.

Considering the ANMs being the last rung of the NRHM hierarchy chain, they lack courage and initiative to spend money on their own, and looked towards their seniors to guide them.

Such situation should have been anticipated, and a strategy for utilising of the funds should have been formulated. In fact issue of the guidelines, as mentioned above, has not necessarily solved the issue. During discussions in the field it was clear that while the ANMs fears were expected, even the others, mainly MoICs, under whose supervision ANMs generally work, did not help to minimise these fears. Therefore one lesson that can be learnt is that an officer who is incharge of an area should be made accountable for utilisation of funds. In this situation, perhaps a better approach could have been to request the MoICs to undertake assessments of the ANMs needs in their respective area and guide them to procure items which would have added value to her services.

It was found that still many of the ANMs had a number of questions on how to utilise these funds. One of the most common worries that the ANMs have is the subsequent audit queries. At times, guidelines issued are interpreted in a manner that creates confusion or even goes against the intentions of the scheme. For example, one of the instructions included in the guidelines for encouraging ANMs / Sahiya in mobilising children for RI states that in case the progress of RI is not encouraging in the district, than any expenditure under this head would be considered as 'misutilisation'. Obviously the purpose of the warning was to guard officials against incurring improper expenditure, however some officials used this single line to discourage the concerned ANMs / Sahiyas from making any claims under the scheme.

Perhaps before issuing guidelines for any major schemes, key district officials should be invited to provide a brief about the guidelines to be issued and their inputs taken before finalising the same. However the best course of action for improving implementation would be to create ownership among the key officials towards the schemes that they are implementing.

#### **4.6.6 Unable to appoint Contractors**

One of the other common problems in government is delay in procurement and contract award process. However considering that

##### **Box 4: Instances of delay in appointment of contractors**

Sahibganj District has not been able to initiate activities for upgrading its 2 PHCs into CHCs. though it received funds of Rs 1.25 crores almost 2 years back. This is because the district officials have not been able to appoint a contractor for the same. The amount has remained unutilised all this time. Further funds of Rs 3.62 crores have been received during the current financial year (FY 07-08). However still none of the funds had been utilised till the time of visit by the Team to the district.

under NRHM, particularly in Jharkhand, there is a particular emphasis on infrastructure development involving upgradation of present health facilities, invariably this would mean appointment of contractors; hence this issue is likely to be faced more and more often by different districts. Considering that such appointments are likely to involve large amount of funds, hence there are high risks involved, both in terms of delay in appointments as well as in contract management. There is a need to improve capacities of Health departments in

various districts in appointment of contractors as well as contract management.

#### **4.6.7 MMJSY**

This is the voucher scheme, purpose of which is to enhance Institutional Delivery and pre/post anti-natal care. Under the scheme both the pregnant mother and the ANM associated with her, get incentives for ensuring registration, institutional delivery and post-natal care.

Voucher booklets are signed and given to patients, who get reimbursed when a properly signed version of the voucher is returned back.

Some of the issues observed in running of the scheme.

- Each booklet is to be signed by the Civil Surgeon. The process takes huge time and often delays distribution of the books to the PHCs. During the visit to Rajmahal, coupons had not been received from the district, delaying their distribution.
- Confusion among the officials observed regarding the reimbursement. For example, if a voucher which has been signed & stamped in any other state or even a district would be reimbursed.
- Recently the reimbursement amounts have been increased from Rs 1300 to Rs 2100 per booklet. This has caused a lot of confusion among the NRHM ground staff that at what rate the amounts would be payable against old booklets, the amounts printed on the booklets or the new rates as announced by the Government
- In Urban areas, the Government in collaboration with private Nursing Homes, asked the private sector organisations to print and distribute similar coupons. However Government officials are not clear if they can reimburse the amounts to the patients for coupons issued by private agencies. In East Singhbhum it was observed that coupons issued by CARE were not being reimbursed, on the ground that these coupons have not been issued by the Government.

However if the scheme is closely monitored, it is possible to get better distribution of the vouchers as well as faster SOE from the PHCs. Due to close monitoring by the District Collector and Civil Surgeon in East Singhbhum district, it was observed that by Nov'07 of the 31,140 coupons received from the State, more than 85% were distributed and of the two instalments of funds distributed to PHCs, SOEs had been received against 64% of funds.

#### **4.6.8 Lack of Accountability**

A general lack of ownership was observed towards the programmes, particularly in Sahibganj District. This could be due to several factors, often there is no formal cadre in the Health Department for project management. A Civil Surgeon who becomes incharge of Health programmes in a district is generally a doctor is given responsibility of project mainly because of his seniority, and not because of any experience in project management. Further it may be observed that such persons often have only a few years to retire, which also results in a more of a compliance approach towards the project, rather than a dynamic approach. Of course if the monitoring by the concerned DC or the State is effective, progress at the project would be better, however if such monitoring is missing or rather ineffective it will result in poor performance.

A few instances observed during our visit to the districts which highlight these instances are given in the accompanying box. These instances raises one of the key governance issues, that funds have generally not been used for flimsiest of reasons, and indicate that officials have no institutional incentive to improve their performance due to lack of performance accountability. Officials are more concerned about audit queries on interpretation of guidelines, rather than their performance or lack of it.

#### **4.6.9 Delay in Transfer of Funds**

While monitoring fund utilisation, financial year is the most common basis. One of the most common problems that one comes across is that generally most Government departments tend to transfer funds almost towards the fag-end of the year, hence the section which receives these funds becomes responsible for utilising these, although considering sometimes funds reach even as late as the last week of the financial year, making it difficult for the receiving dept to utilise these in the same FY. This is an issue both from State to districts as well as

**Box 5: Instances where funds remained unutilised without any adequate reasons**

- In Sahibganj District, Rs 8.1 lakh received on 4<sup>th</sup> Feb'06 could not be utilised for almost 8 months, simply because the Health Dept. did not prepare a Plan on how these funds are to be distributed among various PHCs, as requested by the DC. No reason for delay was apparent from the notings in the file. When the matter was persisted with the concerned official, it came out that no action was taken due to certain interpersonal issues between the two officers. What is of concern is that since the system does not force an officer to explain the reasons for such non-action, he did not feel any need to take action for funds lying under his custody for 8 long months.
- In yet another case of officials worried more about interpretation of the instructions than implementation of the Project, at Sahibganj, Untied funds of Rs 13.62 lakhs meant for 'Building Repair & Machine & Equipment' for sub-centres have not been utilised. The CS felt that since the buildings needed urgent repairs, and funds of Rs 10,643 per sub-centre would not be sufficient for individual sub-centre's repair work, the funds were not utilised at all. The officials did not wish to take a decision or seek clarification from the State, if the funds could be used on a group of sub-centres needing urgent repairs, putting lives of patients and employees at risk due to dilapidated and unsafe buildings. It may be noted that when the study team visited Pathna PHC, it found that part of the PHC building had collapsed only a few days earlier. It was only fortuitous that nobody got hurt.
- Even at East Singhbhum it was observed that though funds for Untied funds for ANMs and Annual Maintenance were transferred to the nine PHCs in Mar'07, however till Nov'07 only a miniscule of around 8% funds had been utilised after full 8 months have elapsed.
- At Rajmahal Block in Sahibganj District, it was observed that the PHC was recently promoted as Sadar Hospital. A room was built for the purposes of the operations, as it is an FRU now, however the room was not being used at all at the time of this visit.

from Districts to blocks. In case the funds are received late by districts, transfer of funds to the PHCs takes additional time which would ultimately utilise the funds. This takes additional time.

An additional problem observed in Sahibganj was that it takes long time for clearance of the effects, due to communication problems at the Bank. (*also refer Infrastructure Issues in the last Chapter on Conclusions & Recommendations*).

**Box 6: NRHM: Instances observed illustrating (1) receipt/transfer of funds towards end of FY and (2) Banking delays.**

- Annual Maintenance Fund for PHCs were transferred by the East Singhbhum district office on 8<sup>th</sup> March 2007. Cheques were generally collected by the concerned PHCs from Civil Surgeon office in Jamshedpur, between 12<sup>th</sup>-16<sup>th</sup> March.
- Untied funds for the sub-centres were transferred by the East Singhbhum district office on 13<sup>th</sup> March 2007, cheques were generally collected towards the end of the financial year (29<sup>th</sup> / 30<sup>th</sup> March). In case of one of the blocks, both these cheques were collected on 6<sup>th</sup> April 2007.
- Funds received Rs 12.50 lakhs (Compensation for sterilisation) on 3 February 2007, effects cleared by bankers after a delay of almost 2 months on 28<sup>th</sup> March 2007. (Sahibganj Dist.)
- Similarly Rs 1,62,250 (for NSV camp) was received on 3<sup>rd</sup> Feb 2007, but effects cleared by banker on on 1<sup>st</sup> March 2007. (Sahibganj Dist.)
- Rs 665,895 (Catch-up Round) rec'd on 18-1-07 effects cleared on 19-2-07.
- Rs 175,000 (Untied funds for PHCs) and Rs 350,000 (Annual Maint. Grant for PHCs) received on 6 March, effects cleared on 28<sup>th</sup> March.
- Rs 687,305 (Routine Immunization) rec'd on 6 March 2007 effects got cleared on 28<sup>th</sup> March 2007.
- Rs 301,000 Maternal Health rec'd on 6<sup>th</sup> March 2007, effects cleared on 28<sup>th</sup> March 2007.
- Rs 579,238 Pulse Polio rec'd on 8<sup>th</sup> Feb'07 effects cleared on 28<sup>th</sup> March 2007.

#### **4.6.10 Getting Utilisation Certificates from the concerned PHCs**

One of the problems often faced is non-availability of Utilisation Certificates against funds provided to PHCs. This can cause delay in recording of funds utilised and hence even delay receipt of subsequent instalments. Not only this sometimes delay in issue of UCs by one or two PHCs delays the fund receipt for the entire district, as the district is not able to issue UC for the district as a whole.

### **4.7 Community Participation**

NRHM is relatively a new scheme, and the rules, entitlements are still not so well known in the public domain. What the rural community does know vaguely is about Sahiya (ASHA as is known in Jharkhand).

One of the reasons for this lack of awareness is that IEC about the health services remains quite poor. Lack of PRIs obviously thwarts any effective awareness creation / monitoring at the local level. The state expects that the IEC would be undertaken by the health officials themselves, considering the manpower shortage and specialised nature of work, this does not seem a correct approach and perhaps the work needs to be undertaken through small grass roots voluntary agencies, who specialise in such activities. Officials who currently are responsible for IEC activities are not professionals to understand the intricacies of IEC, but more on understanding of government rules and regulations. A discussion with officials generally comes round more about the inadequacy of financial norms for undertaking IEC, rather than purpose and effectiveness of the same.

At present, community does not have a mechanism to provide feedback to state services or to hold them accountable. Sahiya, who is expected to work as 'Accredited social health activist' in her village or hamlet- in most cases works as a peripheral assistant to ANM. It is the ANM who ensures payment to her for her services. Will Sahiya ever be able to act as an activist and

hold ANM and other PHC staff accountable for the services expected? Neither the evidence for the same was found, nor, perhaps, it should be expected, that the lowest cog in the wheel would be able to ask questions of accountability from the very persons who are her paymasters.

## 4.8 Way Forward

### 4.8.1 *Flexibility in approaches*

NRHM requires that District-wise Annual plans be prepared, hence while planning for a district, it is important that matching takes place between the resources and the needs and strategies are identified which best suit to achieve the objectives. But the present process of planning appears to be a more of a strait-jacket approach and the co-relation between the services needed and the resources required, is hardly undertaken. For example, in case of Sahibganj District, a District Health plan is being prepared. The Plan following the NRHM norms requires almost **seven** times the present workforce. As mentioned above, the district is facing a huge manpower constraint that it has only around 50% of the sanctioned posts filled up. Considering such situation and with Sahibganj being regarded as a punishment post, due to its infrastructural constraints (*also refer Infrastructure Issues in the last Chapter on Conclusions & Recommendations*), how the district will manage to hire more people, the Plan does not look into this question.

A better way of planning would be to identify Goals and find strategies which could help in achieving these Goals given the constraints. For example, say, using strategies which find balance between institutional deliveries and traditional TBAs. After all, the objective is reduction in IMRs & MMRs and not institutional delivery per se. How can a district manage 4 or 5 times increase in institutional deliveries, when it cannot find even one doctor to manage a referral hospital<sup>27</sup>. Recent case of a woman's tragic death under the jurisdiction of Sundarpahari PHC, is a case in point, where the woman reached for a delivery in time at the PHC, but could not be provided any service due to the absence of doctor and kept shuttling between Sadar Hospital Godda, PHC and a private hospital<sup>28</sup>.

Considering such infrastructural issues, it is important that there needs to be some flexibility while planning District Health Plans.

In addition considering acute manpower shortage within NRHM, the state Mission needs to consider special drive to hire more people.

### 4.8.2 *Transfer of funds according to Annual Work Plan*

Present mechanism under NRHM of releasing funds to districts in a piece meal manner is not conducive to planning. As any delays in receipt of funds at the PHCs, which ultimately implement various activities has an adverse impact on the activity itself.

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<sup>27</sup> CHC at Rajmahal, where the only doctor has been posted on deputation from Sadar Hospital, Sahibganj.

<sup>28</sup> Case-history submitted by Soumik ([soumix2002@yahoo.co.uk](mailto:soumix2002@yahoo.co.uk)) and reported on <http://www.chsj.org>

A better way would be to transfer funds to the district (or even directly to PHC, of course on the recommendation of the district) against an Annual Work Plan at least for the Catch-up rounds, since these are time-bound activities. This will allow sufficient time for the district / blocks to prepare for the Catch-up rounds and not wait till last minute for funds.

This would also minimise frequent delays due to long clearing time taken at the bankers level.

#### **4.8.3 *Making IEC Effective***

For most NRHM activities, IEC activities are being undertaken by the Government officials. However due to a number of factors, such as lack of expertise in behavioural communication strategies, lack of time and motivation, often IEC activities being undertaken are stereotype, such as running a camp, in which number of persons who have attended, or how effectively the message is being conveyed can not really be measured. Since through IEC activities, one not only conveys information but also tries to attempt to change practices and attitudes of the community, specialised agencies (whether NGOs or small specialised groups) should be hired. Their incentive package could be worked out in a manner, that it enhances their motivation for results.

#### **4.8.4 *Need to provide specialised Training for appointment of Contractors***

Since under NRHM in the State special emphasis is being given on up-gradation of Health facilities, it is likely that the contractors' appointments involving large funds would be taking place regularly across the state. Therefore enhancing capacities of project personnel in appointment of contractor or even training specialised persons who have specific exposure in such tasks would help in speedy appointment of contractors. Since contract management is a specialised activity needing special knowledge and skills, a core team should be developed at the State HQ, which could ensure speedy resolution of such issues.

#### **4.8.5 *Untied funds for ANMs***

As part of strengthening the medical infrastructure, GoI had taken a strategic decision to transfer untied funds of Rs 10,000 per ANM. The money was to be transferred to ANMs bank account and could be withdrawn with joint signatures of her and AWW. However in both the districts, it was found that the funds had not been utilised at all. In East Singhbhum while the funds had been transferred to ANMs soon after receipt of the funds, there was a lot of confusion on what could this money be spent on and where it could not be, hence the money though transferred was not used. In Sahibganj the money was just not transferred to the ANMs and was lying with the District for more than a year.

ANMs, instead of themselves taking decision, were looking towards their seniors, to help them in utilising these funds. This is understandable considering that the ANMs are the last cog in the health infrastructure, and lack confidence in such issues. The district also did not take any initiative in this regard. This despite the state had issued detailed guidelines on how the funds could be used. Ultimately the decision was taken from the top, and at least part of the funds are to be spent on painting the Health Sub-centres of same colour to give these centres an identity.

Thus the purpose of the exercise, at least in part, has been lost. Knowing the education and capacity level of the ANMs, particularly in the matters of finance, perhaps this should have been anticipated. Maybe they needed a mentor, a MoIC, who could sit with the ANMs of his area and find out their basic needs (maybe a chair, maybe a stethoscope or maybe even a door in the sub-centre for keeping unwanted guests -*mainly grazing animals*- out) and guide them how to go about procuring those. This would have given her the necessary confidence as well as fulfilled some of her felt needs.

#### **4.8.6 *Direct Transfer of funds from State to PHCs***

As transfer of funds from State to Districts and Districts to PHCs often takes at least double the time, if not more, if funds are transferred directly to a PHC, it will reduce the time. Of course since District administration remains responsible for the implementation of the project in the district, any transfer should be made only on the recommendation of the district. In this way if a district does not receive UC from a particular PHC, it would not recommend their name for subsequent instalment of funds. Thus delaying fund transfer only for that PHC and not for the entire district.



## 5. Integrated Child Development Scheme

Integrated Child Development Scheme is one of the oldest centrally sponsored schemes<sup>29</sup>. It is one of the world's largest programme for Early Childhood Development. It aims to break the vicious cycle of malnutrition, morbidity, reduced learning capacity and mortality among the under-privileged children below six years. The programme covers entire country. In Jharkhand the programme has 204 projects with 22170 AWCs in operation.<sup>30</sup>

### 5.1 Objectives

Its objectives include to lay down the proper psychological development of the child; improve nutritional and health status of the children from 0-6 years; reduce the incidence of the mortality, morbidity, malnutrition and school drop-outs and enhance the capability of the mother and family to look after the health, nutritional and development needs of the child. It also seeks to achieve effective coordination of policy and implementation among various government departments to promote child development.

### 5.2 Intervention Strategies

ICDS programme seeks to achieve the above objectives through providing Supplementary Nutrition, Non-formal pre-school education, Nutrition and Health Education, Immunization, Health Check-up and Referral Services. The last three are provided by using the Public Health infrastructure such as Health Sub-centres and Primary & Community Health Centres using convergence strategy.

### 5.3 Major Components

*Supplementary Nutrition* basically covers supplementary feeding and growth monitoring and

**Box 7: Some of the Issues as identified by AWWs**

- The rate of pulses has gone up significantly and hence it is difficult to manage in the funds allotted.
- Growth charts are in short supply and hence earlier charts which were filled with pencils are being again used after erasing the pencil markings.
- There is shortage of weighing machines.
- Most AWCs stated that generally they have received their honorarium in time

prophylaxis against vitamin A deficiency and control of nutritional anaemia. All families in the community are surveyed to identify children below the age of six and pregnant & nursing mothers. Children below the age of three years are to be weighed once a month and children between 3-6 years should be weighed at least once a quarter. Severely malnourished children are to be given special supplementary feeding and referred to PHC / HSC. As per the prevailing financial norms supplementary nutrition costs is provided at Rs 2.00 per child / per day, for a severely malnourished child this is provided at Rs 2.70

while for pregnant women and nursing mothers and Adolescent girls the nutrition costs norm is Rs 2.30 per beneficiary per day.

<sup>29</sup> Launched on 2<sup>nd</sup> October 1975

<sup>30</sup> Two Years of achievements in Jharkhand – a Govt. publication

*Pre-school Education* component is to provide 3-6 years with a natural, joyful and stimulating environment with emphasis on necessary inputs for optimal growth and development.

*Immunisation* of pregnant women and infants and provision of iron & Vitamin 'A' is undertaken under the Ministry of Health and family Welfare's NRHM programme.

*Health Check-ups* are to be undertaken regularly by the ANMs and at PHCs of children less than 6 years, antenatal care of expectant mothers and postnatal care of nursing mothers.

*Referral Services* During health check-ups and growth monitoring, sick or malnourished children in need of prompt medical attention should be referred to the PHCs or HSCs.

*Udisha* is the training scheme for various personnel included in the ICDS programme, including CDPO, ADPO, etc.

## 5.4 Organisational Structure

### 5.4.1 At Block Level

Under ICDS each block is identified as a project. It is headed by a project officer called Child Development Project Officer (CDPO). A CDPO is supported by supervisors who monitor the running of Programmes at Aanganwadi Centres (AWC) and an accountant/clerk to maintain financial records of the CDPO office.

### 5.4.2 Primary Delivery Centre

An Aanganwadi Centre (AWC) is run by an Aanganwadi Worker (AW) and Anaganwadi Helper (AH). AWW undertakes various activities under the Programme and provides reports as required.

### 5.4.3 At the District Level

At the district level, a District Programme Officer (DPO) heads the entire ICDS programme. S/he is mainly responsible for transfer of funds received from state to the CDPOs, coordinating and monitoring the programme in the entire district.

### 5.4.4 At the State Level

At the state level in Jharkhand the programme is being coordinated under the direct responsibility of Director, Social Welfare, Women & Child Development Dept.

## 5.5 Budgetary Process

This is a 100% GoI supported scheme, except for nutrition items, which was generally being provided by the state, however subsequent to the SC judgement, effective FY2005-06, GoI now provides 50% of the nutrition support for 300 days in a year.

This is one of the few schemes formed on the Treasury model as described in the Chapter on Institutional Set-up earlier. The State government provides for funds in its annual budget. Since Social Welfare Department of GoJ is responsible for implementation of this scheme, the funds get allocated under the Social Welfare Department's annual budget demand. The Demand as passed by the legislature have separate components for Nutrition, Utensils, Weighing Machines & Growth Charts. The budget has different components for Supplementary Nutrition. While honorarium for AWW gets allocated under the Plan, salary component of officers involved in implementation of the scheme, DPO, CDPO, supervisors, etc. get charged to the non-plan part of the Demand.

#### Tribal Sub Plan

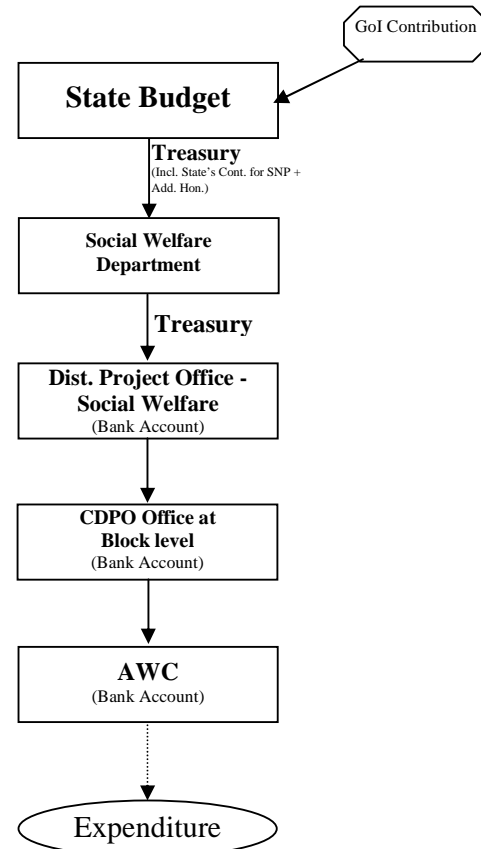
ICDS budget is further categorised mainly between Tribal Sub-plan (TSP) and Other Sub-Plan (OSP). Provisions under the budget are categorised between TSP and OSP on the basis of provisions likely to be targeted to Tribal areas, and how much to other areas. A TSP is not allocation per se or is not handled by Tribal Welfare Dept., but at the time of planning a way to identify how much of the Tribal areas are likely to be covered under the State Plan. Thus the TSP is a mechanism for providing detailed information about quantum of funds being allocated for tribal purposes, in other words, it helps understand a government's focus on development of Tribal areas through its financial allocations. It is a device to obtain information of how much funds have been allocated to the Tribal areas across various departments.

## 5.6 Fund Flow

Since the funds are allocated in the budget, the Social Welfare Department can utilise the funds by drawing bills and submitting these to the treasuries. Of course before drawing the funds proper approval of a proposal needs to be taken and attached with the bill, on the basis of which treasuries will allow drawal of funds and Auditor General to charge under appropriate head.

Once the funds are drawn by the department, these are transferred to the District Project Offices. Normally Plan funds relating to supplementary nutrition and other items relating to the scheme, are transferred through bank account, while those relating to staff salaries (mainly non-Plan) are drawn from the treasury. The district offices prepare cheque / DDs and transfer these to the CDPO office at the blocks. Since AWW is responsible for procurement of all SNP, the CDPO office prepares cheques and transfers SNP funds to the bank accounts of AWCs. To facilitate quicker transfer of funds, generally AWWs are requested to open a bank account in the same branch where CDPO has its account.

Figure 10: Fund Flowchart- ICDS



### 5.6.1 Problems associated with banking operations

Since each block generally has 200+ AWW who need to withdraw funds. This does create problems for the bankers. The team was informed by project officials in the block that bankers do refuse to entertain all the workers on the same day. Sometimes they are also not interested in AWWs withdrawing large funds before 10<sup>th</sup> in a particular month.

## 5.7 Utilisation of Funds

Since data for the scheme as a whole was not readily available, analysis has been undertaken for the major components falling under ICDS.

### 5.7.1 At State level

#### Overall

Under the ICDS scheme for the FY 2005-06 the state provided a budget of more than Rs 167 crores. During the FY 2006-07 the budget allocation increased by around 19% to almost Rs 200 crores. It should be stated that the state has maintained the utilisation at around 81% for the two financial years, despite the large increase in the budget.

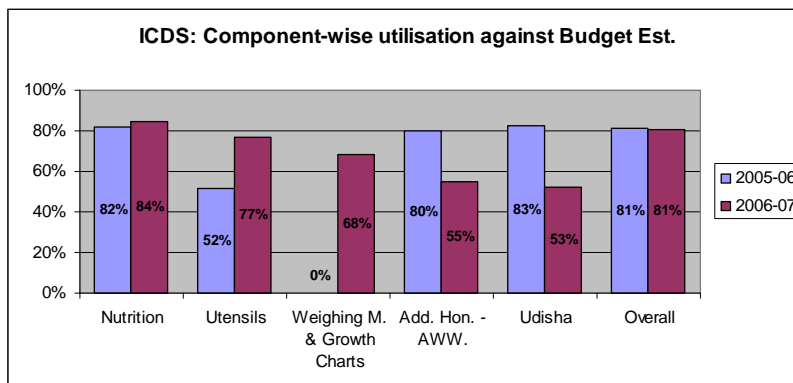


Figure 11 : Component wise utilisation against Budget. Refer Annexure XII for backup

#### Udisha

There are 12 Aanganwadi Training Centres (AWTC) in the state against a sanctioned 27. Main reason for non-operationalisation of other centres is lack of sufficient training faculty. These centres are used for training personnel involved in implementation of ICDS, including CDPO, Lady Supervisors, AWWs and Master Trainers of AWTCs.

Due to late submission of UC during FY 2006-07, funds were received late from GoI. This had an impact on utilisation of funds, during FY 2006-07 only 53% of available funds could be used against 83% in FY 2005-06. This had an impact on the activities of this component, particularly on the training being provided to AWS (or the helper), when compared to FY 2005-06 less than half (1070 compared to 2253) were provided 8 day training<sup>31</sup>.

### 5.7.2 At districts level

A similar exercise for East Singhbhum showed that during FY 2005-06 almost the entire funds of Rs 8.5 crores received from the state for supplementary nutrition were transferred to the CDPOs in the district. During FY 2006-07 of Rs 8.6 crores received, 86% was transferred to the blocks.

<sup>31</sup> Based on information provided by officials at Social Welfare Dept., Ranchi

In case of Sahibganj district, Rs 4.2 crores was made available for nutrition during FY 2005-06, of this 87% was transferred to the blocks, similarly during FY 2006-07 of Rs 5.6 crores made available, 89% of funds were transferred to the blocks. In case of nutrition and utensils almost the entire amount made available was further transferred to the blocks.

### 5.7.3 At Block level

Generally at all the blocks visited, the expenditure incurred has been at high level, i.e. funds once received have been transferred to the Aanganwadi workers. Funds utilised over last two financial years indicate high utilisation.

**Table 8 : Funds utilised over last two financial years.**

	<b>Block Potka Dist. : East Singhbhum</b>	<b>Block Ghatshila Dist. : East Singhbhum</b>	<b>Block Pathna Dist. : Sahebganj</b>	<b>Block Rajmahal Dist. : Sahebganj</b>
Nutrition	96.7%	NA	98.8%	98.6%
Utensils	-	NA	-	97.6%

Notes: 1. Above utilisation is based on FY 2005-06 & FY 2006-07.

2. At the time of visit to Ghatshila, concerned CDPO was not available, hence data could not be obtained.

## 5.8 Analysis of Issues Identified

One of the major reasons for the high utilisation in this program is that it is one of the oldest programs and most systems have been streamlined and are known to the workers. However some other constraints observed during the field visits are discussed as follows.

### 5.8.1 Manpower constraints

Most ICDS projects lack manpower, particularly of the supervisors. Often a single supervisor is expected to supervise almost 80 to more than 100 Aanganwadi Centres. Average number of AWCs being supervised by one Supervisor in the 'Blocks visited' comes to almost 91.

**Table 9 : Manpower constraints**

<b>CDPO Office</b>	<b>No. of AWCs</b>	<b>No. of Supervisors in place at the time of visit</b>
Potka, East Singhbhum	241	3
Barharwa, Sahibganj	197	2
Pathna, Sahibganj	107	1
<b>No. Average AWCs being supervised by 1 supervisor</b>	<b>91 approx.</b>	

This is obviously physically impossible, particularly when most supervisors do not have any official transport available. More often than not, their role is limited to ensuring a follow-up when reports do not come from a particular AWC. This affects the running of the AWCs as neither AWWs have any guidance when facing difficulties nor supervision and control over their activities.

In Sahebganj district, even several CDPOs are not in position, against a sanctioned post of 7, only 3 positions are in place. In such situation one person has charge of more than one CDPO, or the BDO gets additional charge. Obviously in such situations one of the

supervisor, ends up doing most of the work that a CDPO is required to do, thus overall supervision further suffers.

### **5.8.2 MIS and Reporting**

ICDS has one of the very comprehensive MIS system which covers each AWC. The MIS is prepared on the basis of a very comprehensive report being prepared by each AWC. However very little evidence of using this report to monitor each AWC was found at the district / block level.

The state level reports provided for this scheme were one of the few schemes, where reasons for underutilisations were included in the report. Most reports do not have such reasons. However there is a significant scope for improving these as the reasons provided were repetitive and not going into the why particular action could not be completed.

### **5.8.3 Procurement**

Subsequent to the adverse comments in the Supreme Court judgement against centralised procurement, the state decentralised procurement of nutrition items. Presently all procurement are undertaken by AWW through local shops. Till last year this process was being undertaken by Mahila Mandals in the villages. AWWs are well aware of monthly ration amount to be procured based on the norm of 40 children, Rs 5275 (Rs 4740 for Rice, Dal, salt, Haldi. Rs 535 for Jalawan, Sabji, transport, etc.). During our visit to AWCs, particularly where surprise element was involved, in many cases there was no evidence of food being cooked for the children attending the AWCs. In fact in most such cases number of children present in the AWCs was also miniscule. A few of the AWCs visited were also found closed. (*see adjoining box for comments on visit to AWCs*)

For the purposes of checks and controls, it appears that the Project is relying on community participation to ensure that proper services are provided by AWWs. However in the field very little evidence of effectiveness of this mechanism was found. One reason for this is likely to be absence of formal village community structures, such as PRIs. Hence it is even more important that the Project builds strong awareness among the community about their entitlements and strengthening their redressal mechanisms.

### **5.8.4 Dular**

In East Singhbhum the district administration is working with Unicef under 'Dular Strategy' to improve IMRs, reduce malnutrition among children, and make the ICDS programme more effective. The strategy involves capacitating the community, personnel involved in the ICDS programme implementation and closely monitoring each child and mother through development of specific software.

Accordingly under Dular, around 2745 persons associated with ICDS programme (Sewika, Sahyika, TBA, ANMs, Local Resource Volunteers) have been trained who help in proper implementation and monitoring of children and nursing mothers health<sup>32</sup>. Software has been developed by the District administration, through which immunization status and nutritional status of individual mother and child can be monitored.

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<sup>32</sup> <http://jamshedpur.nic.in/child.htm>

## 5.9 Community Participation

Beneficiaries from the community though aware that ration can be collected by BPL families were generally not aware of the quantity that they were entitled to. The impact of SC verdict allowing even APL families to receive benefits under ICDS has not yet been felt at the ground level. Logically the consumption of food grain should have significantly gone up but none of the AWC reported this. It appears that they are getting the supplies based on a fixed norm: 40 children in 3-6 years age group, 5 adolescent girls, 10 pregnant and 10 lactating women. In most cases community interviewed, informed that normally one bowl of rice is given as THR. So, AWCs provide services to this number and ignore the rest. However it is difficult to say even if this target is being met in many of the AWCs visited, as generally most of the AWCs when visited with surprise element were found to be either closed or very few children were generally available with only either AWW or AW Sahyika in attendance (*see box for observations on visit to AWCs*).

Based on interaction with community, it is clear that often the community is not aware of the entitlements under the ICDS scheme. For example, in Sahibganj district, the community complained that while ration was provided, it was not properly weighed but just based on a utensil. Even if the community wishes to complain they are not sure who they should turn to for redressal. In absence of an effective PRI system, the project in Jharkhand has a strategy, where certain community persons are identified, who are required to approve the expenditures being undertaken by the AWW. However during interactions with the community, no evidence could be found if the process is taken very seriously by the persons involved. This was also confirmed during the discussions with one of the Deputy Commissioner interacted with.

### **Box 8: Observations on visits to AWCs**

Visits were made to several AWCs across 4-5 blocks in two districts. These included Ghatshila and Potka Block in East Singhbhum and Rajmahal, Sahebganj and Borio Blocks in Sahebganj District.

- Out of 7 centres visited during the AWC's working hours (i.e. before 1 AM), only in 2 cases (both in East Singhbhum) evidence of hot food could be seen.
- In 2 cases centres were closed, while in case of others, number of children were very few (ranging from 3-4 to around 7-8), however in almost all cases attendance record showed 80-90% attendance.
- Discussions with ANM also indicated that children normally are not available in the AWCs on immunisation days.
- No learning kits seen in the AWCs visited.

To have a better community involvement, Dular example as being followed in East Singhbhum could be considered. However any mechanism being put in place needs to ensure that effective IEC is undertaken to make the community aware of their entitlements and how to get their grievances redressed. To start with at least the entitlements should be prominently displayed on the outside wall of the AWC, alongwith the person who can be approached if a community member needs to have a grievance addressed.

## 5.10 Way Forward

### **5.10.1 Adoption of Dular as a strategy for implementation of ICDS**

The major weakness of the present ICDS programme is that community involvement in the programme is rather ineffectual. Presently the programme depends entirely upon supervision by the Lady Supervisors; however with insufficient number of supervisory staff even this has become almost non-existent.

Dular Strategy, which identifies and develops Local Resource Persons (LRPs) who work as a group of people in a community to inform the community about the services that ICDS provides and to form a small pressure group within the community to monitor the services being provided and demand if these lack. Considering the success of the strategy in East Singhbhum district, expansion of this programme to other districts would improve the implementation of ICDS.

#### **5.10.2 *Display of services available at an AWC***

Knowledge about the services that under ICDS are available to the community needs to be further spread in the community. During visits to the AWCs in the two districts, only 1 was found to have displayed the services that they are providing. Prominent display of the services on the AWC wall or a nearby wall through wall-painting would make the community aware of the exact services that the project offers. It can also state what should be done in case services are found to be inadequate / unsatisfactory.

#### **5.10.3 *Enhancing IEC activities for the programme***

Very little of IEC activities at the ground level are being undertaken. To enhance the knowledge about scheme, entitlements, monitoring mechanism, advantages of ICDS scheme, etc. among the community, there is a need to provide effective IEC. This could be through wall-paintings, Nukkad Nataks, leaflets, etc.

#### **5.10.4 *Utilisation of MIS data being generated at the State level***

ICDS programme uses software which can provide very useful data for each project (CDPO) through various types of reports. However it was observed that these reports are not readily available at the block level, where some action can be taken for identifying AWCs with poor indicators, so that supervision can be done in a more focussed manner.

Reports being generated from block & district level should compare targets and achievements along with the detailed reasons for variances. These should also include what steps are being proposed for corrective actions.

#### **5.10.5 *Motivation of AWWs & AWS***

Yet another way of improving the performance of individual AWC could be by announcing prizes, such as best AWW / AWS in a group of villages / block, etc.



## 6. Mid-Day Meal Scheme

Mid-Day Meal Programme was initially launched by several states using their own resources. Subsequently realising the importance of the scheme both for enhancing the nutritional levels among children and enhancing enrolment, retention and attendance at schools, the scheme was launched as a centrally sponsored scheme in 1995. Initially the scheme was launched for children of classes 1-V in Govt schools, subsequently extended to children studying in centres run under the Education Guarantee Scheme (EGS) and Alternative & Innovative Education scheme. It has recently been extended to children upto Upper Primary level. The programme covers entire country. In Jharkhand it covers more than 41 lakh children in more than 21000 Primary Schools and almost 22000 EGS/AIE centres<sup>33</sup>.

### 6.1 Objectives

As stated above, the objectives of the programme to improve the nutritional status of the children, encouraging poor children and disadvantaged sections to attend school more regularly and help them concentrate on classroom activities and providing nutritional support to children of primary stage in drought-affected areas during summer vacation.

### 6.2 Intervention Strategy

Major intervention strategy of the programme is to provide one cooked meal of a particular nutritional value to young students through schools.

### 6.3 Organisational Structure

- The State Nodal agency, Jharkhand HRD Dept., is responsible for conveying district-wise allocations to the district nodal agency and to ensure that these agencies sub-allocate the entitlements to the block-levels.
- The State Government has designated a nodal officer at the district and block level (District Collector / BDO), who is responsible for ensuring that each school is informed of its monthly allocation of food grains, financial allocations. The agency is also responsible to identify the Transportation Agency to transport food-grains from the nearest FCI godown to school. The agency will also take responsibility for developing indicative menus using locally available and culturally acceptable food items.
- The state administration also needs to ensure that Steering-cum-Monitoring Committee are constituted at the state, district and block level to ensure that the scheme is operating as envisaged.
- Local level responsibility of management was to be assigned to the PRI Institutions / Municipalities who have been devolved this function who in turn may devolve this responsibility to the Village Education Committee or the Parent Teacher Association. In Jharkhand this responsibility has been given to Saraswati Vahini, a sub-committee of VEC formed out of parent mothers, at the school level.

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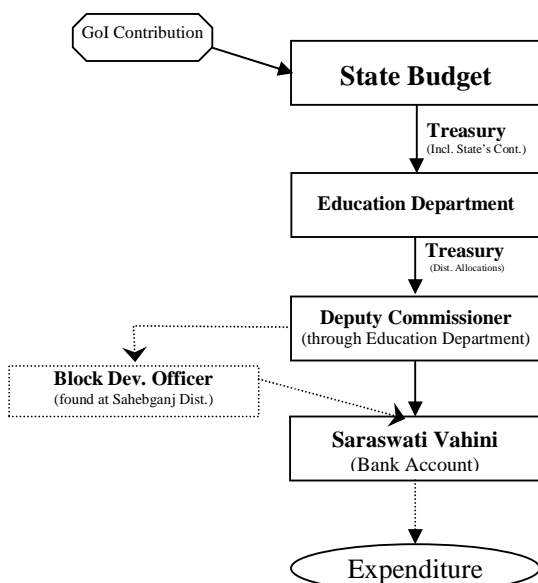
<sup>33</sup> <http://www.education.nic.in/mdm/mdmstatus.asp>

- A Mata samiti is formed of parent mothers from Saraswati Vahini, who is responsible for cooking the meals.
- At the national level there is a National Level Steering cum Monitoring Committee, which has overall functions of laying down policy, monitoring the programme, and guiding the central and state governments on various aspects of scheme, etc.

## 6.4 Fund Flow

Mid-Day Meal is a scheme using the Treasury Model, as described above. Funds received from The State Education Dept. which is implementing the scheme in the state draws the

**Figure 12 : Fund Flowchart - MDM**



funds from the Treasury and releases the allotment provided under cooking costs (Central and State) to all Deputy Commissioners at the prescribed rate, currently this is at Rs. 2-50 per child per working day. The D.C draws the allotted amount quarterly from the concerned treasury on the basis of 75% of the enrolled number of students in the schools.

The drawn amount is transferred in consultation with DSE directly to the account of Sarswati-Vahini by draft / cheque. VEC chairman and Saraswati Vahini member are generally the two signatories for withdrawal of funds from the Saraswati Vahini Account.

### 6.4.1 Financial Norms

The Central Government will provide food grains at 100 gm per child per school day to the state Government for the scheme. Central government will also reimburse the transportation cost of in moving the grains from nearest FCI Godown to the school subject to a maximum of Rs 75/- per quintal. GoI will also provide cooking or conversion cost @ Rs 1.50 per child per school day. In Jharkhand the state Govt provides Rs 1 additional cooking cost. In addition there are funds being provided for construction of kitchen-cum-store and kitchen devices.

## 6.5 Utilisation of Funds

### 6.5.1 At state level

As mentioned above, there are two aspects, one relating to allocation of cereals (in Jharkhand it is mainly rice) and the other relating to allocation of funds. While rice allocated to the state has stayed at the same level of around 825-835 MT, the uplift of rice has steadily increased from 67% in FY 2004-05 to 83% in FY

Table 10: Comparison between allocation of rice & rice lifted			
FY	Allocation (in MT)	Rice Lifted (in MT)	%
2004-05	83494	56497	67.7%
2005-06	83103	60684	73.0%
2006-07	82687	68589	82.9%

2006-07. The funds allocated for various activities such as transportation, cooking (also known as conversion cost), the utilisation rate over the three years works out, to around 69%. These are further given in the Table below.

**Table 11: Comparison between allocation of fund & expenditure.**

Financial Year	Allocation			Spending (Rs in crores)	%
	Centre	State	Total		
2004-05	28.22	53.44	81.66	52.82	64.7%
2005-06	49.16	88.66	137.82	99.81	72.4%
2006-07	105.71	105.71	211.42	145.95	69.0%
	183.09	247.81	430.90	290.58	69.3%

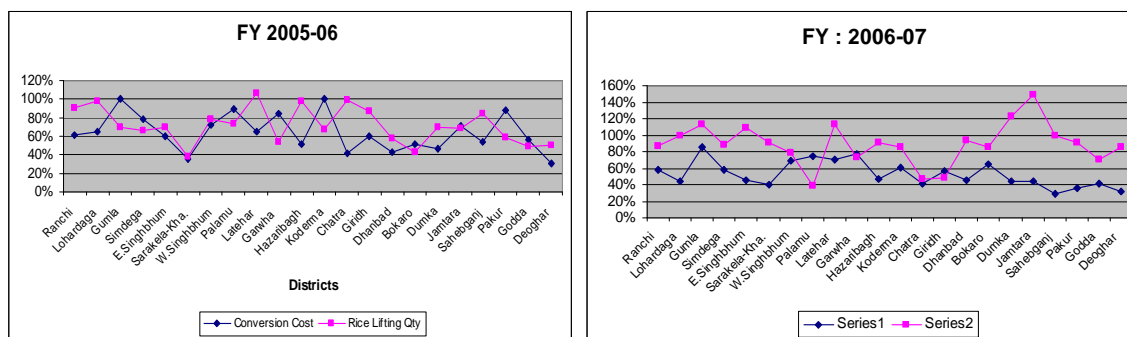
FY 2006-07 spending compared to previous year has come down by almost 3½ %. Although this spending when compared in absolute terms indicated a huge increase of 46% (from Rs 99.81 crores in FY 2005-06 to Rs 145.95 crores in FY 2006-07). The decrease of 3½ % therefore has to be seen in context of more than doubling of allocations from FY 2005-06 to FY 2006-07.

### 6.5.2 At districts

Similarly district-wise data was examined for fund utilization and rice lifting. While comparing the fund utilization with rice lifting, in a number of cases wide variation were observed.

In a number of districts, wide variances have been observed. For example, food grain utilisation in many districts is higher than the cooking cost utilisation, indicating that cash flow to the schools are not regular, and may actually be leading to interruptions in the feeding programme.<sup>34</sup> Generally, there should be some proportional relationship between the quantity of lifting of rice and conversion cost expenditure incurred, since funds are allotted on the basis of rice allocation. However in a number of districts, rice utilisation and fund utilization have wide variances both being higher as well as lower. This is highlighted in the charts below for the two financial years.

**Figure 13: Relationship between Lifting of Rice and Conversion Costs at different districts.**  
(Refer Annexure XIII for backup data)



For example, in Lohardaga while almost entire quantity of rice has been lifted (FY05-06 : 97.8% and FY 06-07: 98.8%) but conversion cost of funds allocated is only 65% and 44% respectively, indicating some interruptions / gaps in cooking of the meals. Some other similar

<sup>34</sup> GoI committee reviewing demand for FY 2007-08 has also commented on such inconsistencies.

examples where in both years such variations have persisted, are, Latehar, Ranchi, Hazaribagh, Sahebganj, etc.

## 6.6 Analysis of Issues Identified

### 6.6.1 Funds received on last day of the financial Year

In Sahebganj district, there was a drastic reduction in utilisation from previous years. For example, while in FY 2004-05 almost 93% funds available were utilised. During FY 2005-06 and FY 2006-07 these utilisation levels fell drastically to around 40%. Main reason was delay in receipt of funds, for example in FY 2005-06 almost half the funds were received on 31<sup>st</sup> March 2006, hence these could not be utilised. Similarly during FY 2006-07 more than ¼ of the funds were received on 28<sup>th</sup> March 2007 and hence could not be utilised. These resulted in less funds being received at schools, which means either the meals had to be interrupted or funds had to be diverted from some other source.

For example, in FY 2006-07 in one of the school examined in Potka, it was found that compared to FY 2005-06, in FY 2006-07 only 62% funds had been received, indicating delays in funds received.

### 6.6.2 Funds being transferred through DRDA Office

Funds receipt at District Sahebganj was found to be a mix of direct receipt at Education Dept, while at other times it has been initially allotted to DRDA, who have further transferred these to Education Dept. or transferred on behalf of the Education Dept. to the BDOs for onward transfer to Saraswati Vahinis. This not only causes confusion, but also adds another layer to fund flow, which delays funds to reach the ultimate user, i.e. Saraswati Vahini. As per the approved process it is the responsibility of the DC to transfer these funds in coordination with the Education Dept. directly to the VECs. For example, at East Singhbhum it was observed that funds are transferred from District Education Dept. directly to VECs (after taking necessary approval from DC), thus Sahebganj is following a different practice than normal, which causes delays as well as confusion about availability of funds. For example, it was observed that the concerned officer at the Education Dept. was not aware of total funds received for various years, and the matter had to be examined at DRDA Accounts Wing.

**Box 9: A few examples of delays in transfer of funds from DRDA to BDOs**

- Delay of almost 1½ months (Rs 2.83 crores rec'd at DRDA on 31-3-2006, transferred Rs 2.14 crores to BDOs on 20 May 2006).
- Another delay of 1½ months (Rs 3.67 crores rec'd at DRDA on 19-10-2006, transferred Rs 3.20 crores on 5-12-06)
- Gap of more than 7 months (Rs 1.97 crores rec'd at DRDA on 28-3-07 but transferred to BDOs on 7-11-07).
- As can be seen generally amounts transferred out are not exactly same as received.

In some districts, such as Palamu, Sahebganj, Godda, Garhwa and Dhanbad some discontinuity or interruptions have been experienced, mainly on account of non-availability of food grains or untimely release of conversion cost.<sup>35</sup>

### 6.6.3 Funds getting tied up in red-tapism

<sup>35</sup> Presentation of Work Plan 2007-08 by Govt. of Jharkhand to GoI

In a typical bureaucratic approach, an instance was observed where Rs 85.40 lakhs were allocated and received for construction of kitchen-sheds (100 schools) and purchase of kitchen equipment (500 schools) at Sahebganj Treasury. However since the funds were received on the last day of the financial year (31-3-07), there being not sufficient time to withdraw the funds, these were deposited by the Treasurer to Civil Deposits No.08443<sup>36</sup>. Till the time of study the district has not been able to access these funds and the programme is suffering.

It was observed that in most schools fund withdrawal from its own bank account is not an issue, although there have been several cases of delay in receipt of funds, particularly during FY 2006-07.

#### **6.6.4 *Involvement of Teachers in organising meals***

DRDA is the nodal agency for lifting and transportation of food-grains. State Food Corporation lifts the allocated food-grains (generally on a monthly basis) from FCI godown and transports it to the Block godown. From there it is lifted by the VEC. More often than not it is the teachers who organise cereals to be transferred to the school.

One of the problems that school authorities often complain is that the teachers' become too involved in day to day management of MDM scheme, as the Vahini members often do not take sufficient interest / responsibility in the same, as the remuneration that they get at 20-30 paise per child per day is too small, particularly where the number of students is also not high. In some cases it was seen that each Vahini member did not get even Rs 300 per month for cooking the food for entire month, thus not making it sufficiently attractive for them to take active interest. Even the GoI representatives have also pointed this fact, stating that the state Government needs to ensure that it does not violate Minimum Wages Act Provisions in this regard. The MDM Guidelines also specifically state that care needs to be taken to ensure that MDM should not affect the teaching work of the teachers. During the field visits complaints from some teachers were heard that they are called upon to fulfil responsibilities of absent Vahini members.

### **6.7 Community Participation**

The strategy of using mothers' group in Saraswati Vahini was to create a pressure group from the community who are directly involved in day to day running of the scheme and hence would be able to monitor and influence the working of the scheme. The general perception based on interaction at a few schools is that students are happy with the quality of the food.<sup>37</sup> However lack of motivation of mothers in getting involved in running of the kitchen to enhance quality of food, seemed to stem more from the insufficient incentive for cooking being given to the Saraswati Vahini members. For other issues like regularity of receipt of cereals, quality and quantity of cereals or amount of funds, Saraswati Vahini members seem to be ill-prepared as this requires tackling not only school management, but a faceless administration.

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<sup>36</sup> Based on a letter of District Superintendent of Education

<sup>37</sup> Although a press report came out with an incident that a snake got cooked with meals in Jharia 270 Kms from Dhanbad, making several children ill.

Some press reports have also raised issues of caste & religious sentiments getting expressed which have caused some interruptions<sup>38</sup>. However Mid-Day Meal cannot be expected to be panacea of all ills affecting the society. It is hoped that, perhaps, after eating together for a generation or two, the centuries old-woes of caste system and religious castigation would become less severe, but till then the system will need to struggle and mangle with such issues. In any case the objective of the scheme is not to tackle such diverse and deep-rooted issues but to provide nutritional value to the children and enhance children attendance at the school.

Yet another problem which could arise is that while accounting records are being maintained by the school authorities, since the Saraswati Vahini members do not have the required skill, the school authorities do not have any direct accountability, since all the signatures on the vouchers, bank records, etc. are that of the Saraswati Vahini / VEC members. The risk that members could disown / dispute the accounting records, which are maintained by the school authorities is a real one.

## **6.8 Way Forward**

### **6.8.1 *Monitoring at the state level***

Major inconsistencies in the programme implementation at various districts should be reviewed by the state level monitoring agencies, and the corrective action be recorded. No such report was made available, to provide type of monitoring being undertaken at the state level.

Similar monitoring needs to be undertaken by the district authorities. Proper comprehensive formats for field visits need to be devised in accordance with recommendations made in the Mid-Day Meal Guidelines issued by the central government. In fact it would greatly enhance the monitoring capacities of the project at all levels, if a comprehensive Guidelines for monitoring is developed, covering all levels and who would review and ensure action is taken based on such monitoring exercises.

### **6.8.2 *Timely Release of funds to districts***

It has been observed that there were major delays in transfer of funds to the Sahibganj District. Two main reasons for this delay were that funds being transferred to Saraswati Vahini through DRDA rather than through the Education Dept., who is directly responsible for the implementation of the scheme. Second the funds were being routed through the BDO office, thus increasing a layer. Since at East Singhbhum funds are directly transferred from the Education Dept. to the Saraswati Vahini account, same model should be considered for Sahibganj.

### **6.8.3 *To enhance participation of community***

#### **6.8.3.1 *Increase in incentives for cooking of meals***

Presently it has been observed that the involvement of community is limited to cooking by parent mothers. There is very little monitoring by Parent Mothers, in absence of proper

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<sup>38</sup> A press report raised issue in Dhanbad & Chatra districts where problems were faced by the school authorities over Dalits / Muslim women cooking food and some students refusing to eat.

motivation. Even Parent mothers involved in cooking of the meals restrict themselves to cooking of the meals. Many teachers during have stated that the low amount of incentive being paid to such mothers is not sufficient to keep their interest in cooking in a sustainable manner. This imposes a number of obligations on the teacher community, who ultimately are responsible to ensure that the scheme is being implemented in the schools.

Hence there is a need to enhance the incentive for cooking, this would help in a number of ways, incentivise mothers and thus reduce the involvement of teachers in running of the scheme.

*6.8.3.2 Provide linkages at local level to take up issues relating to disruption in availability of nutrition, etc.*

The responsibility of making cereals available at the Block Godown is that of DRDA / FCI. Expecting Saraswati Vahini members, to tackle these organisations most of whom work from District level, is not a practical proposition. The Saraswati Vahini members, mostly mothers who themselves may not necessarily be literate, can be expected to discuss issues with school authorities or some local authorities, however in absence of PRIs there is no other alternative than the school authorities.

Although since the Education Dept. implements this scheme, the Dept. could have linkages with the SSA team at CRC/BRC level, who could provide support to Saraswati Vahini members.

*6.8.3.3 Better Disclosure*

Though yearly record of funds rec'd, and annual rice lifted was generally painted in most schools, for effective information and monitoring, it would be better to convey this information for a more regular period like weekly or at least on a monthly basis.

## 7. National Child Labour Project

According to the 2001 census, India has 1.26 crore child labourers, constituting a rise of 10% over the 1991 census<sup>39</sup>. National Child Labour Project is one of the major focus items of the Child Labour Policy of the GoI. Currently the project covers 250 districts in 20 states, including 24 districts in Bihar, eight in Chatisgarh, six in Jharkhand, 17 in Madhya Pradesh, 13 in Maharashtra, 41 in Uttar Pradesh and one in Uttaranchal. The Union government would like to expand the National Child Labour Project during the Eleventh Five-Year Plan period, to all endemic districts.

As mentioned above in Jharkhand the programme initially started from five districts (Sahebganj, Pakur, Chaibasa, Hazaribagh and Garwha). In 2004 GoI launched 100 schools under a special programme, a few schools in Gumla and Palamu were added under this. GoI has also approved addition of Hazaribagh District and also released funds for the same, Ranchi is likely to soon join the programme.

In Sahebganj district, where the child labour is involved in the trades of bidi-making, stone-crushing, brick-kiln and road construction, the Team visited a number of such special schools being run under the Project.

### 7.1 Objectives

National Child Labour Project was conceived to eliminate Child labour from hazardous industries by the end of 10<sup>th</sup> Plan.

### 7.2 Intervention Strategy

Under the scheme, the target group is children below 14 years, particularly working in the 'Occupations and Processes' listed in the Schedule to the Child Labour (Prohibition & Regulation) Act 1986. Major components of the programme include

- Special Schools (Child Labour Rehabilitation-cum-Welfare Centres),
- Awareness Generation,
- Convergence with Government schemes like SSA rural development's self-employment and poverty alleviation programmes, health schemes, etc.
- Enforcement Legal Action.

The schools will provide education (both formal and non-formal) to the children upto a maximum of 3 years only to ensure that children reach upto a level of 5<sup>th</sup> Standard, after which they are expected to join formal stream of education. Focus of enrolment would be children in the age group of 9-14 years. The children of lower age group should be motivated to join formal school system. Children, who are expected from diverse backgrounds, would be imparted craft and pre-vocational training as considered appropriate for their age.

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<sup>39</sup> 1.1 crores as per 1991 census : *Source – Scheme of National Child Labour Project Revised (2003)*



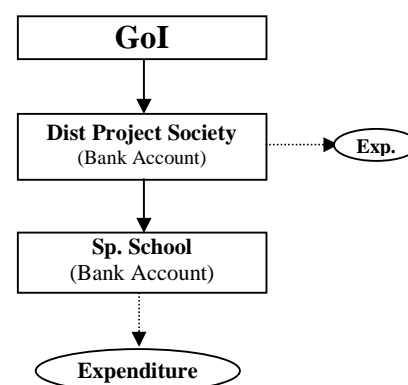
### 7.3 Organisational Structure

- The projects are implemented through a Society registered at District level. The District Commissioner being the Chairman of the Society.
- At the state level, involvement is minimal with overall coordination for funds and reporting. It may be of note that in Jharkhand even the consolidation of districts data does not take place and only individual reports of each district are compiled from the information that is collated from the district offices.
- For overall monitoring Labour Commissioner at the state level is responsible for the scheme.
- At the district level, full-time staff undertakes fund transfer to the individual schools, who maintain their own accounts.

### 7.4 Fund Flow

Entire funding of the programme is through central funding (Ministry of Labour). Funds are released directly by the central Government to the district society. The first instalment is released normally during the early part of first-half, the second instalment is released only after the receipt of audited accounts / Utilisation Certificates and progress reports of the previous financial year.

Figure 14: Fund Flowchart - NCLP



#### 7.4.1 Financial Budget

As per the model budget recommended by the central Government the total annual budget of a school of 50 students is fixed at Rs 2.44 lakhs, which covers funds for stipend to students, nutrition and honorarium to teachers, etc.

### 7.5 Utilisation of Funds

#### 7.5.1 At state level

As the data has not been consolidated for the state as a whole, data provided for individual districts has been examined. The adjoining Table provides details of funds utilized out of available funds, since the

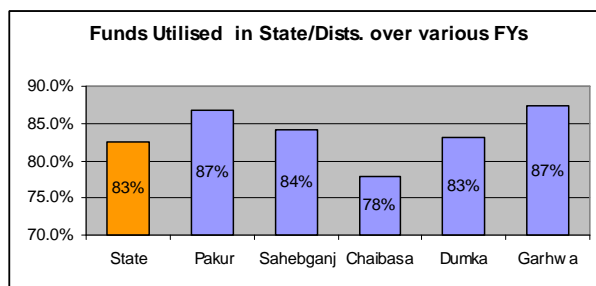


Figure 15: Utilisation of funds at state level. Refer Annexure XIV-A for backup data.

over financial years 2003-04 to FY 2005-06 for the five districts<sup>40</sup> where programme is being run. On the basis of data available, aggregate utilization of funds available to the districts identified above is around 83%. In fact in absence of proper information at the State, it has very little to monitor in terms of fund

<sup>40</sup> Data for Gumla District was not available.

availability / shortages or delay in submission of UCs by the districts.

### 7.5.2 At District level

As indicated in the chart, the utilisation of funds available for individual districts varies from 78% in Chaibasa to 87.4% in Garhwa. Since at the State, information on budgets of individual districts is not kept, it is not possible to compare utilisations with the budgets.

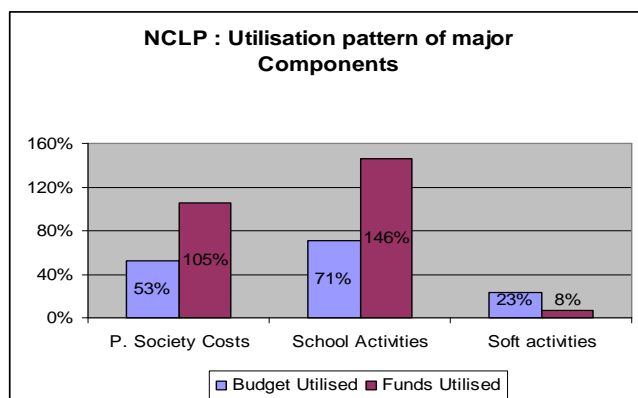
## 7.6 Analysis of Issues Identified

### 7.6.1 Major shortfall in implementation of Annual Plans

Approved budgets were available at the Sahebganj district visited during the study. It indicates that only 64% (FY 2005-06) and 62% (FY 2006-07) of the approved budgets were utilised, indicating that Project has fallen quite short of implementing its Annual Plan. Basically delays in receipt of funds have been partially on account of delay in submission of UCs by the district, as well as delay in receipt of 2<sup>nd</sup> instalments even after UCs have been submitted.

### 7.6.2 'Unallocated funds' and funds allocated under 'Soft Activities' being used to meet Fixed Costs

Overall annual plan can be divided into three broad categories; largest amount of funds are allocated for schools, second category can be stated for the establishment and administrative



**Figure 16:** Above % represent utilisation over the two year period (FY 2005-06 & FY 2006-07). Refer Annexure XIV-B.

costs of the Project Society and the last category relates to funds allocated for awareness generation, or say soft activities. As can be expected, under all three categories the budget provisions have been under-utilised, but under the soft activities, the budget utilisation is only 23%. Interesting aspect is that when comparing the utilisation in terms of funds available against each activity, utilisation under Project Society Cost (105%) and School activities (146%) is higher than the funds allocated under these categories. This higher utilisation has been met partly out of soft activities like, awareness generation, survey, etc., and partly from a large amount of unallocated funds.

Specific activities under the three categories were further analysed for the two FYs, to understand the relationship between the approved budget and allocated funds. As stated above higher costs of 'School Activities' have been met out of 'Unallocated Funds' and 'Soft Activities'. However when further examining the individual activity heads it is observed that no or very minimal expenditure has been incurred on Doctor, Trainer and purchase of Vocational materials. High spending activities are Stipend, Nutrition and Teachers' Honorarium. While it may be re-emphasized that under no single head, expenditure has

increased the budget provision, though in these cases, expenditure was in excess of the funds received and allotted. Since the most expenses included in these two categories are more fixed in nature (salaries & establishment costs), project has to incur these, and it meets these costs from the activities which are not really forced upon it, that is, the soft activities. However since a large part of these costs were also met out of unallocated costs, sooner rather than later, there is a risk that the Project in the district will run out of money, to pay for its fixed costs. For example, during the FY 2007-08, till Dec'07 the project had incurred an expenditure of Rs 10.6 lakhs, however without any formal allocations it was using unallocated funds to meet these expenses.

Table 12: Utilization pattern of major activities under NCLP		
Activities	Budget Utilised	Funds Utilised
<b>P. Society Costs</b>	<b>52.6%</b>	<b>105.2%</b>
Director	71.0%	142.0%
Off staff + Exps.	28.9%	57.7%
<b>School Activities</b>	<b>71.1%</b>	<b>146.5%</b>
Doctor	0.0%	0.0%
Trainer	0.0%	0.0%
Teachers, etc.	88.2%	176.5%
Stipend	85.0%	170.0%
Nutrition	75.5%	150.9%
Vocational Mats.	1.1%	2.1%
Rent, Adm. Exps.	22.3%	44.6%
<b>Soft activities</b>	<b>23.1%</b>	<b>7.5%</b>
Awareness Generation	12.0%	16.0%
Survey	27.5%	27.5%
Training	87.5%	87.5%

### At Schools

The above facts are further corroborated from the data available for the two schools visited in Sahibganj district. For example, at Bal Shramik Vidyalaya, Sankri Gali, funds were received only to the extent of around 73% of the budget provisions for FY 2005-06 & FY 2006-07 and utilization was almost 82% of the budget provisions. Reason for this higher utilization (almost 112% of the funds received during the period) is that it was able to use funds which it already had prior to 1-4-05. This is indicative that

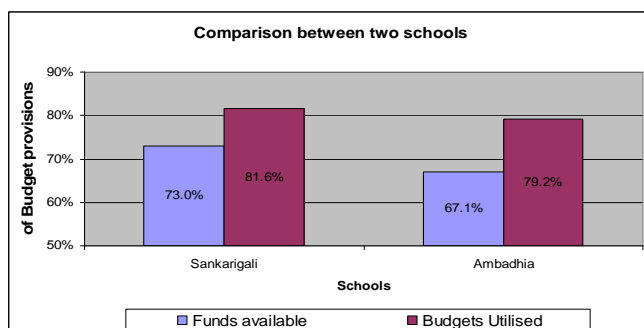


Figure 17: Fund utilization at school level. Refer Annexure XV.

funds received by the school were less than the budget provisions and it could not have used more. Since less than Rs 5000 were left with the school by the end of FY 2006-07, it is clear that it could not have increased its utilization to higher level, until and unless more funds were received.

Similar is the situation of Bal Shramik Punarwasa Vidyalaya, Ambadia, where despite only around 67% of funds received to spend the budget provision for FY 2005-06 & FY 2006-07, the school has been able to utilize almost 80%, because it had opening funds available.

However real risk of this situation, is that unless full budgeted provisions are not received by the Project in the district, it would soon be running out of cash to meet its day to day activities, which will impact even whatever activities that are currently being implemented in the district.

### **7.6.3 Leadership at the project is almost non-existent**

At present charge of running NCLP project at Sahebganj has been given to a revenue official (SDO). The person concerned is an extremely busy officer to maintain law & order in the district and several other duties. He has little experience of social welfare or education. In view of the same, there have been hardly any major initiatives, under the scheme.

### **7.6.4 Results of survey undertaken**

In the Sahebganj district, at present eight Bal Shramik schools with enrolment of around 400 students are running. In 2006 a survey was undertaken utilizing the services of Aanganwadi workers under ICDS. The purpose of the survey was to identify needs for future schools in the district. The survey identified 4839 children in the district, as child labourers needing school-education. Similar surveys were undertaken in other districts and proposals sent to GoI for additional schools. However it is not clear if the survey results of Sahebganj district have been accepted. It may be noted that AWWs have not been paid for the survey work undertaken, despite the funds received remaining unutilized. No reason for non-payment has been provided.

Considering a lot of work has undergone through survey work and other formalities, the district should pursue to open additional schools for the children identified. If its proposal is not approved, it should work with SSA authorities in the district to ensure that the identified children are provided some form of education.

### **7.6.5 Non-utilisation of funds under Vocational, Sports materials**

In Sahebganj, the Project did not procure any materials for vocational training, teaching/sports materials, despite a budget of Rs 1.60 lakhs. This is despite a strong demand from the students for such items, including simple sports materials like football, etc.

### **7.6.6 No 'say' for district society in identifying its needs**

The budget has been prepared using model budget of Rs 244,400 per school. There is very little say for the District society while preparing the budget, for example, the emoluments of the teachers, society staff are all fixed. The model budget even provides for a doctor / trainer with a fixed budget. Such straight jacket planning leaves little scope of local innovation or flexibility based on local needs. For example, the state labour commissioner stated that there was little point in providing for doctor without medicine or it felt there is a need to have a residential school, considering that many of the children are scattered thinly and some families do not have permanent residence and keep moving. Residential schools it was felt would provide a better retention of the students. Further a stipend of Rs 100 per month to be received at the end of the schooling is not a major financial incentive, instead if some compensation is provided to the parents upfront for children foregoing the incomes, would make it quite attractive for parents to send their ward to schools rather than take them to work.

To make the programme more in tune with the local needs, there is a need to consider providing flexibility to the district society with an overall limit.

#### **7.6.7 Compensation to Teachers / Staff**

District societies are struggling to maintain teachers / staff at very nominal emoluments. A teacher gets Rs 1500, while a peon gets just Rs 800 per month. The rationale for low salaries has been justified under the scheme, stating that these are not permanent posts and nature of work is more in the spirit of voluntarism<sup>41</sup>. However considering that some of the schools have been running for some-time and with GoI declaring that the scheme will be extended to all the endemic districts under 11<sup>th</sup> plan, it becomes necessary that the honorarium are more realistic. In any case voluntarism is applicable only in those situations, where a person having other sources of income volunteers in his spare time. Under this scheme, most of the teachers and staff members are fulltime engaged in the activities of the scheme and hence cannot be termed as volunteers.

The planners of the scheme need to consider this issue more seriously lest they are accused of violating their own laws formulated to ensure Minimum Wages<sup>42</sup>. It may be noted that the budgets of the schools have continued to be exactly at same amount for last three years (Rs 244,400), without any consideration for rising costs.

#### **7.6.8 Delay in Deposit of Drafts/Cheques**

It was observed that in Sahebganj, even for **deposit of cheques / drafts** society takes 2-6 weeks, simply because the proposal for deposit of funds goes through a chain of officials. Proposal initiated by the Project office moves from Project Director → Director DRDA → Deputy District Collector → and finally to District Collector.

Such a long process is not necessary and should be simplified to minimise the time in movement of funds.

### **7.7 Community Participation**

Community participation in running of these schools is negligible. Although there is a provision for constitution of a 'Monitoring Committee at the school level', however in Sahebganj, it was observed that the Committee in the schools has been constituted long back and have become rather ineffective, many members whose wards are no longer in the school or some families have just moved on. Thus the effectiveness of this mechanism can continue only if the committee remains vibrant and dynamic. For this purpose, there is a need not only to make the committees more relevant but also enhance their capacities to monitor by creating awareness of the schemes and how they can make difference to the running of the schools.

### **7.8 Way Forward**

#### **7.8.1 Shortfall in receipt of funds**

There has been a considerable shortfall in the funds received as compared to the funds provided in the budget. This has resulted in only 62%-64% utilisation in the budget provided

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<sup>41</sup> Para 7 : Scheme of National Child Labour Project Revised 2003

<sup>42</sup> The Centrally Sponsored Scheme is formulated by the Ministry of Labour and Employment who is also responsible for ensuring compliance with the Minimum Wages legislation.

for Sahibganj district. One of the reason as seen at Sahibganj for this shortfall was delay in submission of UCs to GoI, resulting in delayed or no payment of the second instalment from GoI.

It is important that the Project submits its UCs in time as required under the scheme for receiving funds on a timely basis.

#### **7.8.2 *Due emphasis on ‘Soft’ activities not being given***

Most soft activities such as Awareness Generation, Survey and provision of Training etc. are being neglected under the project. Even under school activities, vocational training activities, sports material (even inexpensive items like football, etc.) are not being procured. This is so, despite availability of the budgets.

GoI while formulating the scheme has given special emphasis on awareness generation to prevent fresh entry of children to work ‘by arousing and awakening the critical consciousness of the public against the evils of child labour’. The revised guidelines specify that projects should undertake continuous and sustained awareness generation programmes on a regular basis. For this purpose an enhanced budgetary provision amounting upto Rs. 1.25 lakhs per year has been earmarked in respect of each NCLP. Presently no sustained programmes are being undertaken at Sahibganj district. One reason for lack of such programmes is that the post of Project Director has been given as additional charge to the district’s SDO, a government revenue official, whose main responsibility is maintenance of law and order in the district. This has resulted in lack of effective leadership being provided to the programme in the district.

#### **7.8.3 *Motivation of Staff / Teachers involved in the Project***

While there is no doubt over the commitment of staff, involved in the project, that is one reason for the staff to continue to work at a nominal compensation. GoI in its arguments have justified these low honorarium on the grounds that the work is voluntary in nature and that since the project is temporary in nature, the teachers and other staff cannot be offered a permanent post. However to expect that the staff can remain motivated over a long period on such nominal amounts is unrealistic.

Many CS schemes employ staff on a contractual basis for a limited period and are paid consolidated compensation.

Key staff particularly at the Project Society office should be considered for providing adequate training so that they can conceptualise and formulate innovative programmes to create awareness generation programmes.

#### **7.8.4 *Convergence with SSA***

Sarva Shiksha Abhiyan (SSA) Programme needs to pay special emphasis to ‘Out of School Children’. Present mechanism relies heavily on NGOs to formulate such programmes. One of the aims of the NCLP is to mainstream all children in the age group of 5-8 years directly to the formal school education system through a close, coordinated attempt with the SSA. Since SSA’s programme on such children are not doing well, perhaps this is one area where SSA project officials at the state level could take the initiative to identify ways on how they can have convergence with NCLP.

Also state undertook a survey through AAWs to identify child labour who are not getting education. In Sahebganj itself the survey identified almost 5000 such children, since resources available under NCLP are limited, SSA could utilise the findings of this survey to identify if it could enrol such children through some innovative schemes.

## 8. Total Sanitation Campaign

TSC in Jharkhand has picked up momentum only recently. One of the problems that Jharkhand faces is the lack of PRIs, making it difficult in implementation of rural programmes, particularly which are community based. At present all 22 districts are involved in the implementation of the TSC programme.

### 8.1 Objectives

Total Sanitation Campaign is a comprehensive programme to accelerate sanitation coverage in rural areas, generate felt demand for sanitation facilities through awareness creation and health education. Ensure sanitation facilities in rural areas with broader goal to eradicate the practice of open defecation and minimise risk of contamination of drinking water sources and food.

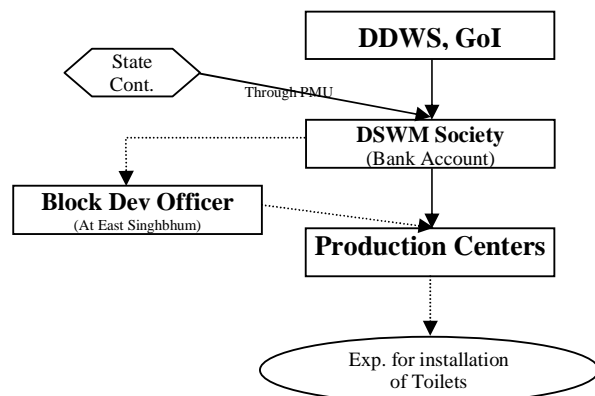
### 8.2 Intervention Strategy

The key intervention areas are Individual Household Latrines (IHHL), School Sanitation (in schools and Aanganwadis) and Hygiene Education among students, Community Sanitary Complex, Aanganwadi toilets. In the state, one of the main strategy for implementing these interventions is the production centres, whereby an NGO/ entity is given contract by the district administration to construct toilets at a fixed cost of Rs 1200, community is required to contribute Rs 300, which is mainly done in kind (labour), and Rs 50/- for transportation charges. Contribution in kind by the beneficiary is debatable.

### 8.3 Organisational Structure

At the state level a Programme Management Unit (PMU) has been established, while at the district, District Water and Sanitation Mission (registered as a society) is the main implementation agency at the district level. Unicef helps the project by providing continuous support both in capacity building and coordination at the districts level. A Unicef supported coordinator at District Support Unit, coordinates the efforts of different agencies, PHED dept., Production Centre, and at the BDO office at the Block level. The coordinator maintains database to help in monitoring progress.

Figure 18: **Fund Flowchart - TSC**



### 8.4 Fund Flow

In absence of the Zila Panchayat at the district level, District Water & Sanitation Mission (DWSM), a district level society, is responsible for implementation of Dept. of Drinking Water & Sanitation's, GoI (DDWS) programmes of TSC. Funds are received from state government and GoI at the district level. From the district funds are



sent to the BDO office at the block level, who is responsible for transfer of funds to Production centres and other costs at the block level. As stated above there is no direct flow of funds from the beneficiaries as normally community contribution is assumed as Rs 300 for digging a pit. The beneficiary also pays Rs 50 as transportation charges to AWW, who undertakes the necessary identification of the beneficiary.

It was observed that for IHHL, payments to production centre is different in the two districts visited, at East Singhbhum, while the payments were being effected by the BDO office, at Sahibganj this was being done directly by the district. For other than IHHL all funds are normally paid from the District.

## 8.5 Utilisation of Funds

### 8.5.1 At All India level

Under TSC, Jharkhand stands around 18<sup>th</sup> at All India level, with 60%<sup>43</sup> of Rs 87.8 crores releases having been utilised since the beginning of the programme. One reason for rather comparatively low ranking of Jharkhand is that it being one of the late entrants, it had quite a slow start under the programme and only lately it has picked up.

### 8.5.2 At state level

While the state as a whole has been slow to pick-up since inception of the programme, however recently, particularly in the FY 2006-07, the state has made significant progress, for example during FY 2006-07 more funds were utilised than allocated during the year.

**Table 13: Utilization of fund under TSC at state level (99-00 to 06-07)**

	Projects Sanctioned during the year	Funds released during the year (see note 1)	Exp. Incurred during the year	Exp/funds released for the FY	Cum. Exp/ Cum. Funds released	Cum. Exp. / Cum App. Projects
<b>1999-00</b>	28,37.19	2,84.61	0	0.0%	0.0%	0.0%
<b>2000-01</b>	27,54.22	1,99.13	0	0.0%	0.0%	0.0%
<b>2001-02</b>	90,27.27	6,32.71	0	0.0%	0.0%	0.0%
<b>2002-03</b>	81,97.54	2,23.87	0	0.0%	0.0%	0.0%
<b>2003-04</b>	0	4,87.92	3,32.68	68.2%	18.2%	1.5%
<b>2004-05</b>	376,65.00	22,59.32	3,20.65	14.2%	16.0%	1.1%
<b>2005-06</b>	0	29,31.79	7,46.70	25.5%	19.9%	2.3%
<b>2006-07</b>	0	43,47.53	49,12.05	113.0%	55.5%	10.4%
<b>State Total</b>	<b>604,81.2</b>	<b>135,60.3</b>	<b>63,12.08</b>	<b>55.5%</b>	<b>55.5%</b>	<b>10.4%</b>

Note 1: Releases by GoI, State as well as beneficiaries.

Note 2: This report is prepared on the basis of data available from DDWS Online Monitoring site as on 7-12-2007.

This helped since before that (i.e. upto FY 2005-06) only around 20% of the funds had been utilised, which went up after FY 2006-07 to more than 55%. The status against the overall sanctioned projects continues to be around 10%.

Further a comparison has also been made both between Cumulative targets and actual achievements as at the end of Nov'07. The comparisons have been made between physicals

<sup>43</sup> Based on All-India data available on the ddws website as on 22-11-2007

**Table 14: Comparison between Cumulative targets and actual achievements as at the end of Nov'07 (physicals as well as financial)**

Activities	Financial (Rs in lakhs)			Physicals (Nos.)		
	Targets	Actual	%	Targets	Actual	%
IHHL	34075.69	2948.45	8.7%	3717664	335811	9.0%
Sanitary Complex	2377.15	24.87	1.0%	1200	31	2.6%
School Toilet	8000.60	3560.34	44.5%	40003	13130	32.8%
Balwadi Toilet	627.65	125.35	20.0%	12009	567	4.7%
Startup	90.45	90.71	100.3%	-	-	-
Rural Sanitary Mart /PC	745.50	388.46	52.1%	229	198	86.5%
Prod. Centre				-	310	-
Adm.	2166.67	92.97	4.3%	-	-	-
IEC	7966.95	474.40	6.0%	-	-	-
Total	56050.66	7705.55	13.7%	-	-	-

- : Not applicable

as well as financials. Largely the two set of indicators are comparable. For example, the largest component is of Individual Household Latrines, both financials as well as physical achievements is around 9%. However when one looks at the IEC which is supposed to be spent at the beginning of the project, only 6% of the total allocation has been spent.

### 8.5.3 At the District level

The rate of utilisation vis-à-vis funds available was examined among various districts and it is interesting to note that Dumka is on top with almost all (99.8%) the funds received from beginning of the programme till 27<sup>th</sup> Nov 2007 having been utilised, while Giridh is at the bottom with only 21% utilisation. The other 4 top districts in terms of utilisation of funds are Palmau (86%), Hazaribagh (83%), Gumla (82%) and East Singhbhum (76%), while the bottom five are Giridh (21%), Bokaro (28%), West Singhbhum (34%), Garwha (35%) and Dhanbad (37%). The data indicates significant scope of improvement, compared to the best in the state.

Utilisation rate at Sahibganj has improved significantly in FY 2007-08 (78% till Nov'07) while for FY 2005-06 and FY 2006-07 the rates were pretty dismal at 4% and less than 12% respectively. One reason for this drastic improvement is that DWSM transferred Rs 2.26 crores to SSA during the year for toilet construction in schools. Even during FY 2006-07, similarly Rs 21.6 lakhs was transferred to SSA. Without considering these transfers the utilisation rates of the funds available come down to 18.5% for FY 2007-08 and 5.6% for FY 2006-07.

## 8.6 Analysis of Issues Identified

### 8.6.1 Funds received on last day

As mentioned earlier one reason for the delay in usage of funds is also that funds are often received on the last day, for example, in FY05-06 Rs 2.58 crores was received on 11<sup>th</sup> April 2005 vide transfer order dated 29<sup>th</sup> march 2005. Obviously this amount in GoI records will be

treated as the release for FY 2004-05, while the fact remains that these funds could not be used during that Financial Year.

In another instance in FY 2005-06, the Sahebganj DWSM received Rs 71.3 lakhs on 29<sup>th</sup> March 2006 and yet again Rs 31.85 lakhs was received on 31<sup>st</sup> March 2007. In all such cases while for records the funds have been received during a particular financial year, however it is very unfair to the receiving department as it does not provide any opportunity for utilising these funds in the same financial year. Perhaps one reason for transfer of these funds was to help avoid lapsing of these funds.

#### **8.6.2 Expenditure includes funds transferred to another agency**

As mentioned above, Sahebganj DWSM transferred large amount of funds to SSA for construction of Toilets at school. During discussions, it was observed that once the funds are transferred to SSA, no further regular monitoring, except for requesting of a UC, is undertaken. Considering that funds are part of the approved budget given to DWSM, hence its proper utilisation and ensuring proper construction of the toilets remains its responsibility. DWSM should put in mechanisms such as regular reporting by SSA, inspection visits by DWSM and a regular interaction with SSA officials to ensure both proper utilisation and speedy completion of the projects, handed over to SSA.

#### **8.6.3 Large amount of idle funds**

During the visit at Sahebganj, it was observed that Rs 1.07 crore was lying outstanding as at 30<sup>th</sup> Nov 2007. It may be noted that both in FY 2006-07 and FY 2007-08, the state department has sent its contribution to the district, without the district receiving the matching contribution from the GoI. It seems dept. at the state level has sent this contribution to avoid lapsing of its budget, without checking if this fund was required. Result is that fund is lying in the bank account without being used.

In fact it may be worth considering that for the state as a whole at least, more than Rs 20 crores was lying unutilised for more than 3 years, and at least more than 40 crores had been lying unutilised for more than 2 years.<sup>44</sup>

#### **8.6.4 Transfer of funds from district offices to block offices**

In a case study undertaken for identifying most efficient way of transfer of funds from district (East Singhbhum) to blocks, it has generally been observed that in most cases fund transfer can take place between 10 days to a few weeks. If a cheque was deposited in bank branch at the block and where both the branches (at Block as well as the District HQ) belong to the same bankers, on average it would only take around 10 days, local clearance time taken for clearing the cheque. However, if the branches belong to two different bankers time taken increases substantially. The most efficient time-frame is if Demand drafts are sent by the district and the branches at both the side belong to the same bankers, then funds can be made available on the same day.

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<sup>44</sup> Unutilised Funds: FY 03-04 – Rs 1.55 crores; FY 04-05 – Rs 20.94 crs; FY 05-06 – Rs 42.79 crs; Rs 06-07 – Rs 37.15 crores; Rs 07-08 – Rs 43.34 crs (Source : Derived from a report dt. 27-11-07 available at the Online Monitoring site of DDWS)

**Table 15: Transfer of funds from district offices to block offices**

Dispatch date by District	Date rec'd /deposited by Block	Date funds credited in the account by bankers at Block	Time taken between deposit & funds being made available
<b>Bankers both at District &amp; Block being same (Bank of India)</b>			
<b>Funds transferred using cheque</b>			
13-04-2005	21-04-2005	02-05-2005	11 days
<b>Funds transferred using Demand draft</b>			
06-06-2005	09-06-2005	09-06-2005	0 days
01-09-2005	05-09-2005	05-09-2005	0 days
08-05-2006	17-05-2006	17-05-2006	0 days
17-11-2006	20-11-2006	20-11-2006	0 days

*At the Block level:*

The funds allocated by the districts to the blocks, during the visits to Ghatshila & Potka blocks in East Singhbhum, it was found that generally funds had been utilised within the financial year that these were remitted in. It was observed that both in Ghatshila and Potka fund utilisation was extremely efficient, particularly during FY 2006-07, with almost all funds being utilised within the same financial year.

**Table 16: Funds allocated by districts to the Blocks.**

	<b>FY 2005-06</b>	<b>FY 2006-07</b>
Potka	75%	97%
Ghatshila	85%	100%
Rajmahal	*	*
Pathna	*	*

\* Block-wise data not available since project being directly implemented through NGO in the district

### **8.6.5 Sustainability of Superstructure**

Variations from district to district have been observed in superstructure, for example while in East Singhbhum the superstructure of latrines is made from corrugated sheets and looks quite sturdy, however in Sahibganj the superstructure is made up of a type of plastic sheets. The super-structure using the plastic sheets, with bamboo support only for the four corners, looks rather temporary and whether it will last the vagaries of the weather and general human handling, needs to be assessed to ensure that the whole structure would not fall into disuse after a short period. Although the concerned NGO as well as Government officials were quite sure about its strength, no formal study which could back the claim regarding the strength of the material used was provided to the team.

### **8.6.6 Usage of latrines**

Based on interaction with beneficiaries, during the field visits, it was found that men are reluctant to use the toilets. Often it is the children and women who have started using some of the toilets.

## **8.7 Community Participation**

Many of the stakeholders interacted with including some officials at the field level, still consider TSC as a 'latrine' programme and not about sanitation. Generally while awareness about the pits, platform and superstructure is there, the 'softer part' dealing with attitude,

need and knowledge about the sanitation program is missing. Community has not been able to understand the connection between TSC program and greater need for hygiene, especially in large concentrations of children in places like schools. In other cases, community was not able to provide adequate building space within or near the schools. One reason could be that community participation is rather limited to the NGOs, as VWSCs the village level bodies required to manage both Swajaldhara and TSC still need to be institutionalised as an operating entity.

Even the Government has recognised this. A letter by the Chief secretary imploring the project personnel and emphasising the importance of the IEC activities, has conceded that TSC is not getting implemented in a properly planned manner since at the village level people are not fully aware of the programme affecting its reach, mainly because IEC is not visible in the state.

## **8.8 Way Forward**

### **8.8.1 *Set-up a proper monitoring mechanism for funds transferred to other agencies***

Sahebganj DWSM has transferred almost Rs 2.5 crores during last two financial years for construction of toilets in the schools to District SSA. Similar would be situation with other DWSMs in other districts. Since it is the responsibility of the DWSMs at the district to ensure that these funds are utilised both in a proper and speedily manner, it is important that the DWSM takes ownership of the utilisation of these funds, even if it being implemented by other institutions. It should set-up a mechanism to jointly monitor with the District SSA authorities, the progress of toilet constructions in the schools.

### **8.8.2 *Appointment of specialised organisations for IEC***

IEC is a specialised area requiring specialised knowledge, and PHED Engineers implementing this scheme may not be so well equipped to implement this part of the component. To create awareness about sanitation and generate demand for the same, role of effective IEC cannot be overemphasised. However till now the state has spent only around 6% of the allocated amounts. Recently PMU has developed a Communication Package for strengthening implementation of TSC and other programmes. To implement overall IEC package, PMU should consider involvement of specialised agencies both at the state as well as at the district level.

## 9. Swajaldhara

### 9.1 Objectives

Despite large investments in the Drinking Water sector over years through ARWSP and other mechanisms, objective of providing minimum potable drinking water to all rural population still lags behind. The Government realized that increased investments are not enough, as projects were becoming unsustainable. Systems fell idle and even became un-repairable due to poor maintenance. This was mainly due to the social perception that water was a social right and must be provided by the Government, free of cost. It was never realized that it should be a socio-economic resource that should be managed at the lowest appropriate level, with users involved in the planning and implementation of projects.

With this objective, GOI accepted the demand driven approach of development of water supply systems, which was encapsulated in Sector Reform Program (SRP). Swajaldhara program was formally launched on 25<sup>th</sup> December 2002, basically formulated on same principles as of SRP, i.e. of community contribution and community participation.

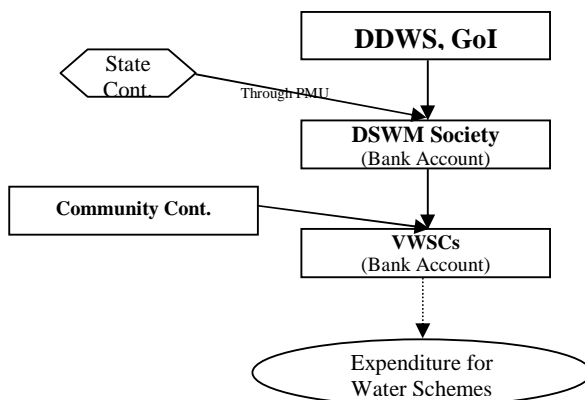
### 9.2 Intervention Strategy

It is based on empowerment of villagers to ensure their full participation in the project through a decision making role in the choice of the drinking water scheme, planning, design, implementation, control of finances, management arrangements including full ownership of drinking water assets. The community has to share partial capital cost either in cash or kind or both, 100% responsibility of operation and maintenance (O&M). An integrated service delivery mechanism is also promoted which includes taking up conservation measures through rainwater harvesting and ground water recharge systems for sustained drinking water supply.

### 9.3 Organisational Structure / Fund Flow

Organisational Structure for the TSC and Swajaldhara are common. Except that a VWSC at

**Figure 19 : Fund Flowchart - Swajaldhara**



the village level is a must for implementation of a Swajaldhara scheme. Bank account has to be opened at the VWSC, through which all transactions have to be routed through. Govt funds will be disbursed once condition of Community Contribution is met.

## 9.4 Utilisation of Funds

### 9.4.1 At state level

Since funds reach directly to the district, fund position for the state can be obtained from the on-line monitoring site of DDWS. However this site does not provide year-wise utilisation, but provides as on date utilisation for various projects sanctioned by DDWS. Accordingly, during the study, a comparison of funds utilised with the total funds made available till 7<sup>th</sup> Dec 2007 was undertaken.

Under Swjaldhara a total of 312 schemes have been sanctioned at an average cost of less than Rs 5 lakh. Out of this while 148 schemes have been completed and 143 schemes are ongoing. Total fund utilised is around 44% of the funds made available.

### 9.4.2 At the District level

A district-wise chart has been given as below. This indicates both the fund utilisation till date as well as status of the schemes for each district. While Lohardaga District has utilised around 91%

**Table 17: Utilization of funds at district level. Refer Annexure XVI for backup data.**

DISTRICT	FUNDS (Rs in lakhs)			SCHEMES				
	Sanctioned amount	Exp. reported till 7-12-07	% of funds utilised	Schemes not yet taken up	On going	Completed	Dropped	Total schemes
Lohardaga	40.7	37.1	91.2%	0	0	3	0	3
GODDA	8.5	7.6	90.0%	0	0	3	0	3
JAMTARA	8.0	7.2	89.6%	0	2	1	0	3
PAKUR	7.4	6.5	88.0%	0	2	5	0	7
DUMKA	10.4	9.0	87.0%	0	0	5	0	5
KODERMA	26.0	21.6	83.5%	0	6	3	0	9
E.Singhbhum	114.5	89.0	77.8%	0	2	18	0	20
GUMLA	102.1	77.9	76.2%	0	6	15	1	22
SIMDEGA	21.3	14.4	67.8%	0	1	7	0	8
LATEHAR	11.9	7.8	64.5%	0	0	12	0	12
Giridh	73.3	45.2	61.7%	2	12	6	0	20
CHATRA	16.1	9.3	57.3%	0	1	11	0	12
W.Singhbhum	91.5	44.9	49.0%	0	6	6	0	12
Sahibganj	82.2	36.9	44.9%	0	30	0	0	30
Sareikela And Kharsawan	51.0	21.2	41.5%	0	4	3	0	7
DEOGHAR	207.0	77.6	37.5%	0	23	0	0	23
RANCHI	79.3	29.2	36.8%	0	13	8	1	22
HAZARIBAGH	252.5	89.9	35.6%	0	7	11	6	24
BOKARO	132.8	24.9	18.8%	7	10	3	0	20
GARHWA	32.8	5.8	17.8%	4	0	1	0	5
Palamu	159.4	10.9	6.8%	0	18	27	0	45
<b>State</b>	<b>1528.7</b>	<b>673.9</b>	<b>44.1%</b>	<b>13</b>	<b>143</b>	<b>148</b>	<b>8</b>	<b>312</b>

of the sanctioned funds. The case of Palamu is rather interesting, while it is stated that out of 45 schemes sanctioned, 27 schemes have been completed, but the reported expenditure is around Rs 11 lakhs only. Similarly in Chatra out of 12 sanctioned schemes, 11 are stated to be complete, but only expenditure of Rs 9.3 lakhs has been incurred. These inconsistent data needs to be further verified.

## 9.5 Analysis of Issues Identified

### 9.5.1 IEC material not prepared

IEC strategy in the field continues to remain weak, though under the project, districts have been provided both with sample material as well as funds, still the project team at the Sahibganj district did not consider it important to have the IEC material developed and ready for implementing its IEC strategy.

**Box 10: IEC material not developed despite both money and material being available**

Project Team at the Sahibganj District was provided with Rs 67000 as back as in Nov'05. It also received sample material from Unicef, but no IEC material developed.

### 9.5.2 Delay in release of funds for the schemes

Delays have been experienced in transfer of funds from PHED Department to VWSC bank accounts. The PHED, Sahibganj, received first instalment for Swajaldhara scheme in 3 schools on 8<sup>th</sup> Jan'05, however the funds were released to the schools after 10 months on 18<sup>th</sup> Nov'05, without any apparent reason.

In certain other cases, where the district received funds of Rs 51.69 lakhs in June'06, the first instalment of 50% could be released only after 15-18 months (Oct'07 & Dec'07) because the community contribution of 10% was not deposited in the bank account.

### 9.5.3 Cheques not handed over

While reviewing the bank records at PHED, Sahibganj, it was identified that a total of 20 cheques amounting to Rs 24.69 lakhs were issued on 4<sup>th</sup> & 7<sup>th</sup> October 2007, however a number of these were not presented in the bank even after more than one month had elapsed, indicating that possibly the cheques were not handed over on a timely basis. This indicates that there is a need to improve control mechanisms which report on payments which are not presented in the bank for undue long periods.

**Box 11: Instances of delays on part of Bankers**

In one instance of fund being transferred to VWSC account from the district, it took 20 days for transfer of funds from District branch to the Block branch, while the bankers are same (SBI & SBI Grameen Bank).

The bank also deducted Rs 1000 for clearing Rs 1.7 lakh. This seems rather intriguing considering both the bankers are same. The committee also mentioned that they are not allowed to withdraw more than Rs 10,000 at any single time, although funds are available in the account. Such instances have been observed

### 9.5.4 Banking Issues

As stated under other schemes, instances have been observed in delay of funds transfer from district to bank account VWSCs at the villages. However often VWSC member are not aware who they can approach for when they have any issues with the banking authorities. Perhaps while mobilising the community, under the scheme, the VWSC



members should also be provided with information on how to deal with such situations involving delay in funds.

#### **9.5.5 Power shortage**

Power for running pumps is a major problem in running of the schemes in rural areas in the State, which has power-cuts for long hours almost daily. Since lack of electricity is a reality, lack of arrangements in most schemes for providing gensets is clear indication that little thought about subsequent sustainability of the scheme has been given. In most schemes water is available only when power is available.

### **9.6 Community Participation**

#### **9.6.1 Delay in formation of VWSCs**

Funds of Rs 64527 received on 24<sup>th</sup> May'05 in Sahibganj district for organising Training of VWSC members, however the Dept. has not been able to organise training. It explained that the same could not be done as the VWSCs were not formed at the time. The funds could not be withdrawn for almost 9 months.

As mentioned above, in many cases due to delay in deposit of 10% community contribution, first instalment of 50% could not be provided to the VWSCs for 15-18 months thus delaying the scheme. These instances are indicative of the weaknesses in the community mobilisation strategy.

#### **9.6.2 VWSCs ill prepared for subsequent O&M of the schemes**

Undertaking O&M is not an easy task, it requires ownership from the community, helping hand from the government to organise them into a formal group, help develop an understanding of the dynamics of a group as well as advantage why such a group formation would help. However little of all these aspects were evident while interacting with community. Generally the groups seem to have been formed more to access the funds, rather than for owning a water supply scheme. In one case, at Ghatshila block in East Singhbhum district, it was observed that the community contribution of thirty thousand was withdrawn after the Government funds were received. And one of the functionaries admitted, in a very proud manner, that the amount has been distributed back to the persons who had originally given the money.

During discussions with the VWSCs visited, generally very little or no practical plans about raising the 'user fee' were evident.

#### **9.6.3 Exclusion of families**

In the same case mentioned above, it was observed that 2 families were not given any connection, simply because they could not initially afford to pay the community contribution. Thus exclusion of families on account of economic conditions is an aspect which the Project needs to formulate policy on how such situations need to be dealt with. Similarly in another scheme in a nearby village, only about 40 families have been provided connection out of 50+ families in the village.

## 9.7 Way Forward

### 9.7.1 *Lack of initiatives in Community Mobilisation*

As indicated under TSC, under Swajaldhara also there is lack of understanding of community mobilisation at the project level. No major IEC material has been developed or no formal strategy for community mobilisation has been either developed or even put in place. Since no outside agency is involved in this effort, it is dependent upon initiative taken by individual officer. While community mobilisation requires intensive and continuous interaction with the community, such interaction is not feasible with regular staff, who has to attend to a number of responsibilities.

For a successful project, it is imperative that an outside agency having good amount of exposure, is engaged on a regular basis to mobilise community in the areas where project is to be implemented.

### 9.7.2 *Cheques issued but not presented in the bank*

As a control measure, Project Incharge should insist that regular bank reconciliation is prepared and submitted for his/her review. Such a statement helps in identifying any cheques issued but not presented for long to the bank. Regular verification of such a statement will curb any unnecessary holding of cheques even after these have been signed and accounted for.

### 9.7.3 *Developing strategy for O&M*

Ensuring that community actually handles Operation & Maintenance on a regular basis, after a scheme has been completed and installed, requires developing a strategy. In other states agencies have invested lot of time and energy by developing documents like 'O&M manuals', special IEC materials (booklets, special forms to maintain expenditures, calculation of O&M, etc.) for the community to inform how they should handle O&M. Providing special training to VWSCs which would be handling O&M. Capacity building of the community in maintaining accounts and other documents.

Since in Jharkhand around 148 schemes have already been completed, the State should develop a complete strategy for managing O&M, otherwise there are always risks that such schemes could just become defunct and cause a lot of heartburn among the community, as people start blaming each other for their failure.

## 10. NACP - III - YOUTH & PPTCT COMPONENTS

The number of people living with HIV/ AIDS in India is estimated to be 2.0-3.1 million, giving a national adult prevalence of 0.36%, with women accounting for almost 39% of the same. It is further estimated that almost 70,000 children below the age of 15 are infected with HIV in India<sup>45</sup>. Although Jharkhand is still in low prevalence state, however on the basis of factors such as migration, size of the population and weak health infrastructure, Jharkhand has been classified within this group as highly vulnerable state.

### 10.1 Past interventions

Soon after reporting of the first few HIV/AIDS cases in the country in 1986, GoI undertook a series of important measures to tackle the problems. These measures resulted in a number of initiatives, the important ones being launching of National Aids Control Programme (NACP) in 1987, establishment of National AIDS Control Organisation (NACO) in 1992 as an executive body for implementation of various initiatives at national level and formation of States AIDS cells at State / UT levels. The first phase of NACP was implemented between 1992-1999.

The next Phase of NACP was implemented during the period 1999-2004. Major aims of the projects were (1) to reduce the spread of HIV infection in India, and (2) strengthening India's response to HIV/AIDS on a long term basis. Specific interventions included to keep HIV prevalence below certain rates of adult population in high prevalence states (for example below 5% in Maharashtra) and below 1% in other states, to reduce blood born transmission of HIV to less than 1%, etc.

#### Major Interventions under NACP II

Various targets / objectives were to be achieved through

- Targeted Interventions for high risk groups,
- Family Health Awareness Campaigns, including raising awareness about RTI/STDs
- IEC
- Making Blood Transfusion safe
- Voluntary Counselling and Testing
- Care & Support for people living with HIV / AIDS
- School AIDS Education programme
- Providing Extensive Training to the health worker community
- Condom promotion
- PPTCT
- Quality Assurance in HIV Testing Labs

### 10.2 NACP III (2007-2012)

Overall objective of National Aids Control Project III is to halt and reverse the AIDS epidemic in India over the next five years. The overall outcome envisaged for young people under NACP III are reduction of risk behaviour, especially among young people, and reduction in rate of HIV infection among young people.

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<sup>45</sup> Policy Framework for Children and AIDS - India

### **10.2.1 PPTCT**

Prevention needs of children are addressed through universal provision of Prevention of Parent to Child Transmission (PPTCT) services. Considering this is vertical form of transmission, it requires greater focus on positive identified women groups.

### **10.2.2 Youth**

Similarly Youth in the age group of 15-29 account for 25% of the country's population, however they account for 31% of AIDS infection, clearly indicating that young people are at high risk of contracting HIV infection. Recently IIPS undertook the household-based survey in six states including Jharkhand to take forward the 10 thematic issues raised in a UN worldwide study of the youth. In Jharkhand more than twenty eight thousand households were interviewed. The survey revealed that while "Awareness and knowledge of HIV and condoms is high, but correct knowledge is not there". The survey results indicated that only around 19% unmarried women have comprehensive knowledge about HIV/AIDS compared to around 21% married male. However while around 6% of unmarried female have interaction with parents about growing-up issues including sex, pregnancy only 0.4% married male have such interactions.<sup>46</sup>

## **10.3 Organisational Structure**

At the state level a State Society coordinates all implementation activities of the Programme in the state. At the district level, at the Sadar Hospital, a Medical officer is made responsible for coordinating the activities of NACP at the district level.

## **10.4 Analysis of Issues Identified**

### **10.4.1 At the District level**

At East Singhbhum, in the two FYs of 2005-06 & 2006-07 a total of Rs 3.06 lakhs was received from the State Aids society. The funds were basically for holding of two events, one 'Swasth Youvan Mela' (Rs 2.75 lakhs) and another 'World AIDS Day Programme' (Rs 21,000). Generally funds have been utilised as and when made available.

At Sahibganj, funds over the two years have been provided for STD Clinic (Rs 1.50 lakhs), VCCT (Rs 49,000), World AIDS Day (Rs 10,000) and Blood Bank Registration (Rs 7,500). However the only fund utilised is under STD clinic and that too around 63% over two financial years. None of the other funds have been utilised. Lack of personnel at Sahebganj have been cited as the reason for non-utilisation of these funds.

The above indicates that the state is not uniform in transfer of funds to the districts. Compared to a large number of interventions identified under NACP II, funds have been transferred for limited activities.

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<sup>46</sup> As reported in Indian Express Online on 2 January 2008

## 10.5 Community Participation

Community awareness is low and limited to a few urban health centres: blood banks and counselling centres. One of the approaches under Tribal strategy in NACP III, was to develop IEC in tribal languages. Most of the IEC material and wall writings on AIDS that were seen were in Hindi or even in English. Small voluntary agencies, which are more attuned to working with the community, could promote better one to one dialogue.

## 11. OVERALL CONCLUSIONS & RECOMMENDATIONS

This section covers issues, more likely than not, which affect across the spectrum of the government schemes, and are more to do with the way these schemes are formulated and implemented. Thus apart from specific suggestions given at the end of a section reviewing a scheme, most schemes could draw upon issues identified under this section to improve implementation of schemes in the State.

### 11.1 Change of Mindset needed

At present while working in a scheme, more likely than not the mindset of the officials involved in implementation is on individual 'components' and 'activities' and not on the Goals of the scheme. To keep focus on 'Goals' whether one is planning, implementing, reporting and monitoring is a challenge, which is easier said than done. It is not an exaggeration to say that perhaps IEC activity is as much required for people involved in the scheme as it is for the community. Purpose of the IEC in this context would be to ensure that GOALS become the focus of all activities in the scheme and not the components and activities.

Budgets, allocations and the consequent reporting systems are one of the main instruments which make people focus on components and activities. If the budgets and the reporting systems are prepared in a manner, which help the implementers of a scheme, being focussed on Goals rather than just the activity, this would go a long way in changing the mindset. One example of such budgeting could be that individual activities be grouped under a component with which the Goal can be easily and directly related to. For example, if the main component heading is 'Reduction in IMR / MMR' under which the individual activities may be budgeted, it would retain the focus of the implementers on the ultimate Goal.

For this certain subtle changes in the grouping of components, reporting formats, rephrasing of titles, etc. may be needed. Further as suggested below under decentralised planning, this aspect should be built in training of persons who will be involved in planning various schemes.

### 11.2 Annual Work Plans be prepared in a Decentralised manner

Under most schemes (SSA, MDM, ICDS, etc.) activities to be undertaken are almost fixed and well-known, allowing the project managements' to plan accordingly. However it has been observed that under NRHM certain activities are informed at the last moment. This often affects their implementation, particularly the ones which are time-bound, such as Catch-Up round. Several instances have been observed where allocations / funds were received only after the event. This late receipt of allocations / funds invariably resulted in IEC activities, which are an integral part of Catch-Up Round, being cancelled. In absence of funds, even if the Catch-UP round activities are undertaken they would be done in a very low-key manner, more to report compliance, thus affecting the programme outputs.

Ideally activities to be undertaken in a project should be included in the Annual Work Plan. The district authorities would have ample time to plan and prepare for the activities. They can then be held accountable for non-performance of the activities. Present method of late

planning is more often than not likely to result in situations where the activities are undertaken more to fulfil a reporting requirement than to achieve the Goals.

All activities to be undertaken should be included in the Annual Work Plan (AWP) of a scheme. The AWP first should be prepared for the lowest unit to which funds are to be sent for example under NRHM it could be the PHC, under SSA it would be each school, under ICDS it could be each AWC. Once a plan for each unit is prepared, based on participative planning as mentioned above, these plans would be consolidated for next level of unit, for example under NRHM it would be for the district, under SSA it would be for the BRC and at ICDS it would be for the CDPO. The consolidation would then be carried out for next level.

### **11.3 Funds be transferred to Units on the basis of AWP**

#### **11.3.1 *Received towards the end of the financial year***

At a number of times it has been observed that funds have been transferred towards the end of the financial year, both by GoI (under TSC) and by the state to districts (Mid-Day meal). While this artificially inflates the receipt of funds, however the funds cannot be realistically used during the same financial year. Such transfer of funds is also adversely commented upon by CAG in its reports and government needs to take steps to ensure that funds are sent to districts / blocks in a manner that it is possible to utilise the same in the same financial year. Even CAG in its FY 2005-06 report has stated that during 2001-06 44%-100% of funds were transferred by various Sadar and Sub-Divisional hospitals during the month of March of the year. Such large-scale fund transfer indicates practices which are against the rules.<sup>47</sup>

#### **11.3.2 *Funds sent while these were not needed***

Funds for maintenance and for procuring furniture were sent to Sahibganj Block Resource Centre (BRC) by the district office in both the financial years, while the Sahibganj BRC did not have any building to maintain or keep its furniture. Hence the funds were just lying idle without any use.

#### **11.3.3 *No system of Fund Requisitions***

Normally in none of the schemes examined, there is a system of funds being sent on the basis of request. It was observed that in SSA funds were being received by the district society in Sahibganj when it already had Rs3-4 crores in the bank and had not sent any requisitions for the same.

From the above observations it is clear that transfer of funds from one level to another is not very systemic, but is more to do with when funds reach and when proposals can be got approved for sending these to next level. Particularly sending of funds towards the end of the financial year is nothing more than window-dressing. The funds are required to implement an AWP. A better practice would be to follow the same practice as GoI does for the state government, i.e. 50% of the funds needed to implement an AWP be sent to districts / blocks at the beginning of the year and the next instalment be sent when the district / block sends a UC (say 50% of the funds submitted till date).

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<sup>47</sup> The Rules specify that allocation of only 35% of funds is permissible in last 4 months of a financial year.

#### 11.4 Enhancing Planning Capacities of the State Government

The schemes which have been formulated recently, at least relatively speaking, such as NRHM and SSA require that these be planned at habitation / village, block and district level. However nothing can be farther from the truth. While the form of decentralised planning is followed in letter (through circulars, issuing formats, etc.), but in spirit, the things remain more or less same. The processes followed are more to ensure compliance rather than to come up with true picture of needs at the Block. At SSA, when the planning processes undertaken at a block were examined, it was found to be limited to a number-crunching exercise on a pre-formatted sheet (normally a format out of standard monthly QPR report). Even this appeared rather incomplete and half baked, with a number of data missing. Main argument being offered by the personnel involved at the field, was that the district office has all the data to prepare the Plan. In other words it was considered that the 'Plan' was a form to be filled up and not something which should show some innovative and original thinking.

A Plan if properly implemented can impact the lives of people; hence it should be real and therefore be based on proper need-assessment, as well as ground realities. For example, as mentioned under 'Flexibility in approaches' section of NRHM Chapter, the proposed Plan for Sahebganj District proposes increase in personnel strength by seven times, without considering how it can be done, when, it cannot retain even half of the present sanctioned posts. Another example, is the infrastructural issues, as identified above, these are reality and need to be factored in when planning. Further presently there is no independent Appraisal of any plans prepared, to examine their genuineness, accuracy and if proper processes have been followed in preparing the same.

Hence processes, which help in real decentralised planning (*Linking the objectives of the scheme → to the needs of service delivery → to the resources available both in terms of funds and manpower*) needs to be put in place. Presently most government personnel do not have any formal training in these aspects. For example, more and more, projects these days are based on active participation of the community, this means that planning should be based on Participative Planning techniques. However, hardly any of the government people have training in such Planning techniques.

To make people adopt these processes, capacities of the personnel involved in Planning need to be enhanced. What is needed is not just training a few government officials, but developing a whole infrastructure, which would help enhance planning capacities, it could include understanding the Planning needs in context of present government activities, identifying the most suitable planning methodologies, developing necessary literature and documentation, developing suitable Training modules, developing trainers who could train government officials in such Planning techniques. In this regard it may be stated that USAID till recently had supported the State Government in enhancing its Planning capacities and certain other capacities through a TA programme. The State Government may like to explore further possibilities of carrying this programme forward.

#### 11.5 Infrastructural issues

While selecting the sample districts, one consideration was to select districts so that impact of weak infrastructure on development plans could be better understood. However the contrast between East Singhbhum & Sahibganj, from the point of infrastructure weaknesses, could not



have been more contrasting. No effort was needed to keep this issue in focus, as one faced it almost all the time.

#### Poor public transport infrastructure

Although road network in the entire state is considered quite bad, however in Sahibganj it is considered even worse. Most roads are either non-existent or in a very bad shape and it takes huge time to travel even short distances. During the Team's travel to the district, even the direct rail network was disrupted as one of the bridges on rail-line from Sahibganj to Ranchi had collapsed and needed major repairs. People had to travel to Bhagalpur, almost 4 hour drive and take train from there. Sometimes officials travel 14-16 hours on difficult roads to reach Ranchi.

#### Telecommunication

Telecommunications also is one major problem, during the Team's stay at Sahibganj district, the telecommunication link was generally down. Since even landlines these days work using the link facilities, often officials have to work with no communication facility.

#### Banking

An fallout of poor telecommunications, is that even banking operations come to a standstill. Since most of the branches at the district headquarters have Core Banking (i.e. bank's database is linked to its main server in Mumbai), any breakage in the telecommunication link also disrupts even the day to day entries in the banking system. A discussion with the SBI Bank manager at the Sahibganj District Headquarters, through whom a large number of government banking transactions take place, revealed total helplessness of the official in resolving the problems of delays in clearance of cheques, etc. He bitterly complained of the local BSNL network, which was the only source of Bank's telecommunications link, and which was generally down for days on in the area.

#### Power

In addition to the issues discussed above, in areas which are backward there are additional problems. For example, power situation is quite erratic, making normal computer operations quite difficult. Gensets available often go out of order, due to heavy reliance on the same.

#### Staff

Lack of infrastructural facilities make staff reluctant to join duties in such areas. Often a posting by Government officials at Sahibganj is considered as a punishment posting, and people use all kind of means to avoid / delay their posting in the area, creating large manpower shortages. Even people who take postings in the area often go on leave, or just plainly may not put in their best. Some go on leave, take longer weekends or even find means (trainings, meetings, etc) to be away from the posts.

Since any specific government action to improve infrastructural facilities is something of a long-term issue and in any case not part of this study, when planning for activities in such areas, what should be kept in mind is these ground realities and plan accordingly.

## 11.6 Effective Monitoring

The State office in a CS scheme project has an Overall Supervision and Monitoring role, however in practical terms it remains more of the level of facilitation and coordination (funds and government), and of course policy formulation (through GoI). The implementation of an

individual project by and large remains the responsibility of the district administration. The Deputy Commissioner normally heads all projects and is directly responsible for its monitoring at the District level. However regular monitoring by the District Collector is not mandatory. The quality of monitoring would also vary from district to district depending upon the interest and effort shown by the concerned DC. Further a DC being an extremely busy person, there is limitation on time available to him/ her. In view of these circumstances, monitoring of projects is rather ad-hoc.

Even where regular monitoring is undertaken by a DC, often the reports do not provide information which can help take corrective action. For example, often most reports provide only yearly budgets and actuals for the period under review. The two may not be comparable. Physicals may or may not be mentioned, however they certainly would not mention the targets for the period under review. Almost invariably no reports mention the reason for non-achievement of the targets and if enquired into during the meeting, official responses could quite often be vague and evasive. Therefore initiating any proper corrective actions become a difficult task, as the reasons provided for non-performance are verbal and informal.

Therefore it is important that monitoring of projects is made more systemic. Since almost all projects undertake regular reporting of financials and physicals. These formats can be suitably amended to ensure that they compare targets with actual achievements and also provide reasons for all major variations. It is important that review of such reports be made mandatory in specified formats. If such reports are prepared regularly and submitted to the Project officials at the state level, even they can undertake monitoring, creating a second level of check if at the level of DC issues have not been addressed. Further if an Action Taken Report of all the decisions taken by the DC is prepared and attached with the regular report, it would further help ensure that decisions taken in the meetings are being implemented with.

Apart from these simple and small steps, there is a need to spread the culture of regular and effective monitoring among various officials of a scheme at the state level and at the district. This would require regular training and workshops, involving critical persons of all major projects.

## 11.7 Accountability

The entire system demanding accountability presently focuses on financial accountability. The focus of most audits, the media and the perceptions in the public mind is on this aspect.

### **Box 12: Administrative Reform Commission**

A draft report, under circulation, by Administrative Reforms Commission proposes that the bureaucrats be held responsible for the service delivery. It suggests that targets of each department be fixed and in the process work expectation from each civil servant be spelt out in a written agreement with the departmental minister. Instead of the input-centric performance measure – where achievements are function of money spent and manpower deployed for a scheme or a project – the ARC wants a shift to assessment based on quantifiable output targets.

*Source: Indian Express, 26-3-08*

However the bigger aspect the accountability on Performance, which has much larger impact on performance of the government are often ignored in government set-up. There is no formal system of rewarding / penalising the officers according to their performance. Although for sometime CAG now regularly undertakes performance audits of various schemes / and departments. However often these findings do not find echo either in the state / district media or in the legislature.

Nothing illustrates it better than the non-

utilisation of Untied ANM/PHCs funds provided to districts simply because most staff / officials are more worried about audit queries as it is apparent that they do not fear any repercussions on account of not undertaking or delaying the activity. In case of PHCs, buildings have dilapidated to the extent that these have become serious risk to the lives of the patients / employees. As stated earlier one PHC building collapsed a couple of days before the Team's visit and luckily no one from the PHC/patients was injured, and this despite the availability of funds.

Perhaps there is a need to put in mechanisms which will promote stronger Performance Accountability pressures among the concerned officials. At present only regular institutional mechanism of legislative scrutiny is the discussion on budget. However the event becoming more and more political and time-bound pressure of passing the budget proposal, need to maintain party-line at the time of passing of financial proposals, is inhibiting any free and frank discussions on issues relating to progress of schemes. Therefore if a time-table is formed where annual discussions take place at the legislature level (either in the House or at the Committee level) on the progress of these schemes, it would go a long way in promoting a culture of accountability in the government. Auditor General's performance reports would help the debate.

### **11.8 Enhancing Community Awareness and brining in Social Audit**

The most effective form of control mechanism is that the community ensures that it receives the services what it is entitled for. For this to happen it is important that IEC activities are such that they enhance the community's awareness of their entitlements. Present IEC mechanisms have had their limitations as most appear to be in writing form, some of which may not be even in local language, particularly in the tribal and local areas where written Hindi may not be so easily understood. Further considering high illiteracy among women written form of IEC activities have has limited impact. IEC activities which give more emphasis on media like 'Street Plays' or public announcements through loudspeakers need to be encouraged. Mechanisms should also be put in place, where the community can easily get their grievances redressed, in case they are not receiving the services to their satisfaction.

While most schemes do have strategies for participation of communities in the implementation processes, through VEC, Saraswati Vahini, etc. There are no specific arrangements for social audit of the activities. Under social audit the community members are required to undertake audit of performance and benefits being provided to the community. They can demand information and provide their conclusions in public hearing. Social audit strategies are increasingly being used to provide better transparency and accountability to the community, who is the main stakeholders in various schemes.

# **ANNEXURES**

(to be provided on request)