

**of Reference for Evaluation of Land Purchase and Land Allotment
Scheme for Landless Scheduled Tribe Women for the Period 2009-10 to
2013-14 implemented by Karnataka Maharishi Valmiki Scheduled
Tribes Development Corporation Ltd**

1. Title of the study:

The title of the study is "*Evaluation of Land Purchase and Land Allotment Scheme for Landless Scheduled Tribe Women for the Period 2009-10 to 2013-14 implemented by Karnataka Maharishi Valmiki Scheduled Tribes Development Corporation Ltd.*"

2. Background Information:

The population of Scheduled tribes in Karnataka is 6.95% of the total population of the State. In the rural agrarian culture of State, the status of any person is directly linked to the ownership and possession of land. The social status of a person or a family not owning land is rated far below than those who possess land. The people belonging to Scheduled tribes are doubly disadvantaged by (1) belonging to the lowest category in caste hierarchy and, (2) not possessing any land of their own. Further, the literacy level of these persons is less than others due to their poor economic condition. Hence, most of the Scheduled tribes living in villages are marginal cultivators or landless agricultural laborers, who depend on land lords belonging to other castes for getting employment. Within the Scheduled tribe population too, women have a lower social status as they do not own any land. Lack of ownership of land is correlated to violence against women as was proved in a study conducted jointly by Land, an international NGO working to secure land rights for the poorest, and Human Betterment Foundation (HBF), another international agency working on the relationship between land and asset ownership by women and gender violence.

A scheme of purchasing agricultural land and its distribution to landless Scheduled tribe women first began in the year 1990-91. The expenditure of the scheme is met out of pooled funds of Social Welfare department. The scheme was earlier implemented by Karnataka SC/STs Development Corporation Ltd, till 2006. As per Government of Karnataka order no. SWD 65 SDC 2004, dated: 27.05.2006 a separate

Corporation viz Karnataka Scheduled Tribes Development Corporation Ltd, was established for implementing schemes for development of Scheduled Tribes under The Companies Act 1956. Further, as per Government of Karnataka order no SWD 36 SDC 2013, dated: 08.03.2013, the Corporation was renamed as Karnataka Maharishi Valmiki Scheduled Tribes Development Corporation Ltd. The scheme is for provides two acres of dry land or one acre of wet/irrigated land or half an acre garden land to Scheduled tribe landless women belonging to agriculture laborer families. The scheme provides for financial assistance to the landless women agricultural laborers for purchase of land. The land is purchased by the Corporation and registered in the name of the beneficiary. Two acres of dry land or one acre of wet/irrigated land or half an acre of horticultural land is purchased after verifying the fertility, market rate etc. 50% of the cost of land is subsidy and is borne by State Government, and the remaining 50% is met out of borrowings from National Corporation or Share Capital. The loan portion is required to be repaid by the beneficiaries at the rate of 6% interest in 20 installments spread over 10 years to the Corporation.

3. Objective of the Scheme and Progress achieved so far:

The main objective of the scheme is to empower ST beneficiary women by providing them ownership of agricultural land. This not only makes her independent of the land lord on whom she depended for employment, but also improves the social and economic status of the family she belongs to.

Since 2007-08 (the inception year of the programme) to 2013-14, through Karnataka Maharishi Valmiki Scheduled Tribes Development Corporation Ltd, 925ST landless women have been distributed 1367.72 acres of land at a cost of Rs.20.92 crores.

4. Government Orders issued for fixing the type, value and extent of the land for purchase:

1. As per Government of Karnataka order no. Government of Karnataka order no. SWD 80 SDC 2007 dated: 05.08.2009, permission is given by Government to have a Committee headed by the Deputy Commissioner for purchase of land costing up to twice the guidance value of the land, subject to a maximum of Rs. 2.50 lakh as unit cost. In case the value of land is more than twice the guidance

value of the land, or Rs 2.50 lacs, or both, such proposals need to be sent to Social Welfare department for getting approval of Revenue department at Government level.

2. As per Government of Karnataka order no. SWD 79 SDC 2012 dated: 13.06.2012, unit cost is increased to Rs. 5 lakhs with the following conditions-
 - a. Only agricultural land to be purchased. Beneficiaries cannot sell or lease the lands given to them to others.
 - b. Half the land cost will be a loan attracting an interest rate of 6% interest. The loan needs to be paid back in 20 installments. The other half of land cost is subsidy.
 - c. Agriculture dry /wet land (2 and 1 acre respectively) or horticulture land not less than $\frac{1}{2}$ an acre to be provided to each beneficiary such that unit cost is not more than Rs. 5.00 lacs.
3. As per Government letter no. SWD 173 SDC 2012 dated: 30.01.2013, the value of the land to be purchased can be 3 times that of the guidance value of land, subject to maximum Rs. 5.00 lacs per unit. Cases where this is exceeded need to be sent to Government for sanction.
4. As per Government of Karnataka order no. SWD 88 SDC 2013 dated: 04.09.2013, the unit cost was enhanced from Rs. 5.00 to 7.50 lacs.
5. As per Government of Karnataka order no. SWD 91 SDC 2014 dated: 20.06.2014, the unit cost was enhanced from Rs. 7.50 lakh to 10.00 lac.

5. Eligibility of Land Purchase Scheme and Process of Sanction:

1. Landless Scheduled Tribe women belonging to families of agriculture laborers selected by the Gram Sabhas are eligible for getting land under this scheme.
2. The land owners who sell the land should not belong to SCs/STs.

3. The land to be purchased should be cultivable. The land being purchased and distribution should be free of litigation; no violations should have taken place under Prohibition of Transfer of Certain Land (PTCL) Act 1978, the Land Reforms Act, the Karnataka Forest Act and Land Grant Rules etc.
4. The land purchased can be given to a beneficiary staying within a radius of 5 kms from the land.
5. The main documents required for sanction are RTC, Encumbrance Certificate (EC), No dues certificate from bank, sale deed/title deed and agreement from owner of the land for sale. These should be verified and spot inspection done by the concerned officer and proposal to be submitted to District Implementation Committee headed by the Deputy Commissioner.
6. The District Committee to send all the approved proposals with required certified documents to the central office for approval.
7. The beneficiary to be shown the land proposed for purchase and should be informed at what rate the land is being purchased.
8. At the time of registering the land in favor of the beneficiary, it should also be hypothecated to Karnataka Maharishi Valmiki Scheduled Tribes Development Corporation Ltd and entry to this effect is made in the RTC. A copy of such RTC to be kept in the concerned file of the beneficiary.
9. The land registered in the name of beneficiary to be got measured by the surveyors and handed over. The mahazar of this whole process to be made, and a copy of this to be kept in the file.
10. The Corporation to co-ordinate in getting facilities of other departments like irrigation, agriculture, horticulture and watershed etc. for providing other benefits, so as to enable the beneficiary to get more profit.

6. Documents to be submitted for sanction under Land Purchase Scheme:

1. Proceedings of District Implementation Committee meeting.
2. Certificate regarding beneficiaries being landless and being an agriculture laborer.
3. Caste certificate of beneficiaries and land owners.
4. Report from Assistant Commissioner/Tahsildar in Format-1.
5. Report from Taluk Development Officer/District Manager of the Corporation for having inspected the land in Format-2.

6. List from Sub-register Office regarding registered value of the land.
7. Proceedings of the Gram Sabha for having selected the beneficiary.
8. No dues certificate from banks from where service is taken.
9. Rough sketch/map of the land.
10. EC from the last 13 years.
11. Agreement letter from owner of the land.
12. Legal advisors opinion.
13. CD of video recording of field inspection.
14. In case of dry land, a certificate from agriculture department regarding cultivability of land, and in case of wet land/garden land, certification regarding source of irrigation from irrigation department.

7. Review of Work:

The progress of the scheme is reviewed every month by officers at Taluk/District/State levels by Executive Officers of the Taluk, Chief Executive Officers of Zilla Panchayats and the Managing Director of the Corporation respectively. In addition, the Secretary to Government also reviews the progress in the MPIC meetings every month. The financial and physical progress of land purchase scheme from 2009-10 to 2013-14 is as follows:

Year	Extent of land purchased (Acres)			Value of land (Rs. in lakhs)	No of beneficiaries
	Wet land	Dry land	Garden land		
2009-10	32	178	0	125.42	121
2010-11	94	241.07	0	331.02	221
2011-12	50.13	163.15	0	291.54	134
2012-13	142.31	137.58	4	509.48	217
2013-14	84.29	48.23	39.36	774.94	151
Total	402.73	768.03	43.96	2032.40	844

The district wise/year wise list of beneficiaries and extent of land distributed is given in *Annexures-1 to 5*.

8. Evaluation Scope & Purpose:

The scope of the study is in the districts mentioned in *Annexure-1 to 5* for 5 years from 2009-10 to 2013-14. The purpose of the study is to know whether the objectives set for the scheme have been achieved or not. Are there issues related to the Scheme such as-

- a) Land given to beneficiaries not being fertile/fit for agriculture.
- b) Land given to beneficiaries being unlevelled which requires further investment by the beneficiaries for leveling.
- c) Cultivation of land given to beneficiaries did not begin immediately after distribution of the land.
- d) Recovery of loan is not as per schedule.
- e) Lack of appropriate technologies for realizing the yield.
- f) Convergence of other departments like agriculture, horticulture and water shed development etc.

It is also intended to be known whether the social and economic condition of the ST women has improved or not. Suggestions for change in the Scheme guidelines or implementation process are also desired, so that the outcome of the Scheme is enhanced.

9. Past Evaluations:

KEA is not aware of any evaluation study of the Scheme having been done in the past. However, the evaluation of Bhoo Odethana Scheme for Scheduled Caste landless agricultural Women laborers for the period 2007-08 and 2008-09 has been done by Dr. M.R.Gangadhar of University of Mysore. The study has made many important findings and suggestions which are applicable to the Scheme now being put for evaluation.

10. Evaluation Questions (inclusive not exhaustive):

1. Has the eligibility criteria been followed in selection of beneficiaries under the Scheme? If not, please detail the name, address, district and year of wrong selection of beneficiary. (In the study detailed in the preceding paragraph, it was revealed that one male ex-serviceman and one MBBS lady of Scheduled Caste community had been wrongly selected as beneficiaries in the scheme.)

2. Has the eligibility criteria been followed in selection of land purchased under the Scheme? If not, please detail the extent, survey numbers, village, taluk, district and year of wrong selection of land.
3. The selection of beneficiaries is done at the Gram Sabha level. How transparent is the procedure of selecting the genuine and needy beneficiary? Are there any suggestions for making the process transparent and more helpful so that adequate coverage of Women Agricultural laborers is done?
4. What is the caste/tribe name wise composition of beneficiaries?
5. What is the socio-economic profile of the persons who provide (by selling) Land under this scheme?
6. In how many cases the beneficiary's family owned land before she was given land under the Scheme?
7. Who actually identifies the land purchased for distribution? Is it the prospective beneficiary, officers of the Corporation or a middle man? Please document the cases where middlemen are involved and detail the motive, incentive and process as to how he/she gets involved?
8. What is the interval involved from the time a beneficiary is selected in the Gram Sabha to the time when she is allotted the land? Which part of the entire activity schedule involves maximum delay? How can the delays in the process be reduced?
9. Is there any delay in taking possession of the land by beneficiaries? If yes, what are the reasons for not taking possession?
10. Did the beneficiary cultivate herself or on lease basis, the land given to her in the very agricultural season/year of distribution? If not, give district wise reasons for delay in cultivation?
11. Amongst dry land, wet land and garden land, which is most preferred by the beneficiaries? Why is it so? Are the preferences different in different districts? If yes, please document the preferences, district wise.
12. In how many cases has the Corporation, or the beneficiary herself, drilled a bore well within a year of giving/getting the dry land to the beneficiary?
13. Has the Scheme resulted in perceivable social and economic status improvement of the beneficiary and her family? If yes, what are the indicators of change?
14. How In how many cases has the Corporation, or the beneficiary herself, drilled a bore well within a year of giving/getting the dry land to the beneficiary?

15. Do the beneficiaries avail crop insurance benefit so as to protect the beneficiary farmer from natural calamities? If no, why not?
16. Is the land distributed is sold, leased and converted to non-agriculture use? If yes, to what extent? Give district wise details of the specific beneficiary/land.
17. As per the evaluation of Bhoo Odethana Scheme for Scheduled Caste landless agricultural Women laborers for the period 2007-08 and 2008-09 has been done by Dr. M.R.Gangadhar of University of Mysore, in 89.67% cases the recovery of the loan component of the scheme had been low. 47.62% of the delaying/defaulting beneficiaries cited no rains as the cause for not being able to return the loan component. What are the district wise situation/ position of loan recovery in this Scheme? What are the reasons for low recovery, where seen?
18. Based upon the answer to the above questions, what suggestions can be given for improving the Scheme?

11. Sampling and Evaluation Methodology:

The evaluation study is to be done for 5 years from 2009-10 to 2013-14. The district wise extent of dry, wet and horticulture land distributed and the number of beneficiaries each year is given in *Annexures-1 to 5* for the years 2009-10 to 2013-14 respectively. The sampling to be done is stratified random sampling with dry land, wet land and Horticulture beneficiaries for each year for the State as a whole forming the stratum. 10 % of the beneficiaries in each year in each stratum, rounded off to the next higher integer will form the sample. Sampling is to be done in such a way that no district where the Scheme has been implemented is left from the sample. The total sample will comprise of about 85 beneficiaries (population being 844).

For evaluation, Individual Interviews are to be held with beneficiaries and Focused Group Discussions with Officers of the Corporation at taluk/district and State levels to discuss on the problems and needs of beneficiaries. The individual interviewed beneficiaries should be photographed in their lands and form a part of the report (A soft copy of it would suffice). This will ensure that the lands given to them are fully studied.

Findings in respect of questions 3, 4, 7 and 14 will be made on the basis of population and not the sample of beneficiaries.

12. Deliverables time Schedule:

The Managing Director, Karnataka Maharishi Valmiki Scheduled Tribe Development Corporation Ltd, to issue necessary instructions to all the District Officers and Banks and concerned to provide required information and necessary support to the Consultant Evaluation Organization in completing the study in time. The available District wise information of beneficiaries, guidelines and Government Orders issued on the scheme implementation will be made available by the MD of the Corporation to the Consultant Evaluation Organization.

Individual Interview and Focused Group Discussions should be held at Taluk, District and State levels with all Stake holders to elicit their views on problems faced in implementation and to simplification in the process involved and further improvement of the Scheme so as to enhance the benefit. It is expected to complete the study in 6months' time, excluding the time taken for approval. The evaluating agency is expected to adhere to the following timelines and deliverables.

They are expected to adhere to the following timelines and deliverables or be quicker than the follows.

1. Work plan submission : One month after signing the agreement.
2. Field Data Collection : Three months from date of work plan approval.
3. Draft report Submission : One month after field data collection.
4. Final Report Submission: One month from draft report submission.
5. Total duration : 6 months.

13. Qualification of Consultant:

Consultant Evaluation Organizations should have and provide details of evaluation team members having technical qualifications/capability as below-

1. Social Scientist,
2. Agricultural Scientist/Retired District level Agriculture Officer,
and,
3. Statistician/Research Assistant/ Data Collector.

The last category should essentially be only women as the target group of beneficiaries is only women.

Consultant Evaluation Organizations not having these kind of personnel will not be considered as competent for evaluation.

14. Qualities Expected from the Evaluation Report:

The following are the points, only inclusive and not exhaustive, which need to be mandatorily followed in the preparation of evaluation report:-

1. By the very look of the evaluation report it should be evident that the study is that of the Karnataka Evaluation Authority (KEA) which has been done by the Consultant. It should not intend to convey that the study was the initiative and work of the Consultant, merely financed by the Karnataka Evaluation Authority (KEA)/ Maharishi Valmiki Scheduled Tribes Development Corporation Ltd.
2. The Terms of Reference (ToR) of the study should from the first Appendix or Addenda of the report.
3. The results should first correspond to the ToR. In the results chapter, each question of the ToR should be answered individually. It is only after all questions framed in the ToR that is answered, that results over and above these be detailed.
4. In the matter of recommendations, the number of recommendations is no measure of the quality of evaluation. Evaluation has to be done with a purpose to be practicable to implement the recommendations. It is desirable to make recommendations in the report as follows:-

(A) **Short Term practicable recommendations**

These may not be more than five in number. These should be such that they can be acted upon without major policy changes and expenditure, and within (say) a year or so.

(B) **Long Term practicable recommendations**

These may not be more than ten in number. These should be such that they can be implemented in the next four to five financial years, or with sizeable expenditure, or both but does not involve policy changes.

(C) Recommendations requiring change in policy

These are those which will need a lot of time, resources and procedure to implement.

15. Cost and Schedule of Budget release:

Output based budget release will be as follows-

- a. The **first installment** of Consultation fee amounting to 30% of the total fee shall be payable as advance to the Consultant after the approval of the inception report, but only on execution of a bank guarantee of a scheduled nationalized bank, valid for a period of at least 12 months from the date of issuance of advance.
- b. The **second installment** of Consultation fee amounting to 50% of the total fee shall be payable to the Consultant after the approval of the Draft report.
- c. The **third and final installment** of Consultation fee amounting to 20% of the total fee shall be payable to the Consultant after the receipt of the hard and soft copies of the final report in such format and number as prescribed in the agreement, along with all original documents containing primary and secondary data, processed data outputs, study report and soft copies of all literature used in the final report.

Taxes will be deducted from each payment, as per rates in force. In addition, the evaluating agency/consultant is expected to pay service tax at their end.

16. Selection of Consultant Agency for Evaluation:

The selection of evaluation agency should be finalized as per provisions of KTPP Act and rules without compromising on the quality.

17. Contact person for further details:

Sri.K.S. Mruthyunjaya, MD, Karnataka Maharshi Valmiki Scheduled Tribe Development Corporation Ltd, Ph No.22250018, Mob: 9449029959 Smt T.N. Manjula, AGM, Ph.No.080-22250017, Karnataka Maharishi Valmiki Scheduled Tribe Development Corporation Ltd, will be the contact persons for giving information and details for this study.

The entire process of evaluation shall be subject to and conform to the letter and spirit of the contents of the Government of Karnataka Order no. PD/8/EVN (2)/2011 dated 11th July 2011 and orders made there under.

The Terms of Reference were approved by the Technical Committee of KEA in its 18th Meeting held on 04th May 2015.

Chief Evaluation Officer

Karnataka Evaluation Authority

(B.K. DIKSHIT)
Chief Evaluation Officer

KARNATAKA EVALUATION AUTHORITY

Annexure-1						
District wise details of beneficiaries under Land Purchase Scheme-2009-10						
Sl. No	District	Extent/type of land distributed in acres			Value of land (Rs. Lakhs)	No. Beneficiaries
		Dry	Wet	Horticulture		
1	Kolar	0-00	4-00	0-00	1.20	2
2	Raichur	24-00	2-00	0-00	1.20	25
3	Koppal	0-00	12-00	0-00	2.4	6
4	Chitradurga	0-00	10-00	0-00	3.60	5
5	Davangere	1-00	34-00	0-00	18.75	18
6	Chiikkaballapur	4-00	26-00	0-00	24.95	17
7	Chamarajnagara	1-00	4-00	0-00	1.81	3
8	Gulbarga	2-00	34-00	0-00	12.40	19
9	Bidar	0-00	18-00	0-00	9.00	9
10	Kodagu	0-00	2-00	0-00	1.50	1
11	Dharward	0-00	26-00	0-00	32.50	13
12	Hassan	0-00	6-00	0-00	3.55	3
Total		32-00	178-00	0-00	104.46	121

Annexure-2						
District wise details of beneficiaries under Land Purchase Scheme-2010-11						
Sl. No	District	Extent/type of land distributed in acres			Value of land (Rs.	No. Beneficiaries
		Dry	Wet	Horticulture		

					Lakhs)	
1	Bagalkote	1	2	0	1.39	2
2	Belgaum	6	13.11	0	23.02	13
3	Bijapur	0	4	0	3.6	2
4	Chikkamagalur	5	2	0	8.60	6
5	Chitradurga	0	48	0	24.40	24
6	Bidar	0	4	0	2.56	2
7	Chamarajnagara	1	12	0	6.54	7
8	Gadag	0	2	0	1.10	1
9	Gulbarga	0	48	0	15.36	24
10	Davangere	2	2	0	7.20	3
11	Haveri	0	2	0	1.44	1
12	Kolar	0	2	0	2.40	1
13	Chikkaballapur	24	22	0	83.54	35
14	Raichur	49	0	0	89.55	49
15	Shivmogga	0	2	0	0.73	1
16	Tumkur	0	4	0	4.80	2
17	Dharward	0	12	0	12.42	6
18	Hassan	3	8	0	11.40	7
19	Koppal	3	61.36	0	28.47	34
20	Bangalore Rural	0	2	0	2.50	1
Total		94	252.47	0	331.02	221

Annexure-3

District wise details of beneficiaries under Land Purchase Scheme-2011-12

Sl. No	District	Extent/type of land distributed in acres			Value of land (Rs. Lakhs)	No. Beneficiaries
		Dry	Wet	Horticulture		
1	Dharward	0	58	0	70.60	29
2	Chikkamagalur	11	4	0	22.78	13
3	Yadgiri	0	6	0	2.46	3
4	Raichur	8	36	0	57.90	27
5	Chikkaballapur	11.13	20	0	53.09	22
6	Kolar	10	2	0	26.5	11

7	Gadag	0	25.22	0	27.70	13
8	Bijapur	3	2	0	8.54	4
9	Belgaum	2	0	0	5.00	2
10	Gulbarga	3	0	0	2.07	3
11	Bagalkote	0	4	0	5.00	2
12	Tumkur	0	2	0	2.16	1
13	Hassan	2	3.33	0	7.74	4
Total		50.13	162.55	0	291.54	134

Annexure-4

District wise details of beneficiaries under Land Purchase Scheme-2012-13

Sl. No	District	Extent/type of land distributed in acres			Value of land (Rs. Lakhs)	No. Beneficiaries
		Dry	Wet	Horticulture		
1	Bagalkote	1	2	0	2.97	2
2	Belgaum	3	0	0	7.50	3
3	Bijapur	0	8	0	7.84	4
4	Chikkamagalur	10	0	0	12.81	10
5	Chitradurga	0	16	0	20.80	8
6	Dakshina Kannada	3	0	0	9	3
7	Davangere	2	0	2	5.50	2
8	Gadag	0	30	0	32.44	15
9	Gulbarga	0	8	0	2.40	4
10	Yadgiri	0	15	0	13.42	8
11	Haveri	0	2	0	1.68	1
12	Kolar	0	5.35	0	7.01	3
13	Chikkaballapur	16.23	11.23	0	63.98	23
14	Raichur	106.08	36	0	310.69	126
15	Shimoga	1	0	0	3.00	1
16	Tumkur	0	4	0	3.40	2
17	Uttar Kannada	0	0	2	5.04	2
Total		142.31	137.58	4	509.48	217

Annexure-5						
District wise details of beneficiaries under Land Purchas Scheme-2013-14						
Sl. No	District	Extent/type of land distributed in acres			Value of land (Rs. Lakhs)	No. Beneficiaries
		Dry	Wet	Horticulture		
1	Bagalkote	5.26	0	8.16	72.09	15
2	Dharwad	0	8	0	20.00	4
3	Raichur	43	0	0	213.8	43
4	Kolar	4	23.16	19.2	211.74	35
5	Chikkaballapur	31.03	11.07	0	180.22	38
6	Chikkamagalur	0	0	1	2.5	1
7	Chitradurga	0	4	0	14.00	2
8	Bijapur	0	0	11	54.45	11
9	Chamarajnagara	0	2	0	3.20	1
10	Shimoga	1	0	0	2.94	1
Total		84.29	48.23	39.36	774.94	151