

Chapter - 1.

EXECUTIVE SUMMARY

India being welfare country with federal structure both Center and state governments are designing and implementing welfare and developmental programmes to enhance household income of the poor, thus alleviate poverty in the country. The Government of Karnataka in this process designed various programmes, among them; the one is Ganga Kalyan Yojane (GKY). This programme has been designed for the benefit of marginal and small farmers belonging to vulnerable groups. The scheme started in 1996-1997; presently it is being implemented through different Corporations for the benefit of particular community. The basic objective DBCDC is to improve the backward classes' livelihood belonging to below poverty line (BPL). In this context multiple schemes are being implemented to cover eligible household. With an objective to provide irrigation facilities exclusively for dry land holding, marginal and small farmers belonging to BCs, to improve the land productivity by bringing change in cropping pattern, enhancing net sown area and hence enhance status of beneficiaries economically and socially the scheme has come into being. The Irrigation facilities are provided through perennial or ground water source depending on accessibility through three schemes Vis a Vis: Individual irrigation scheme, Community irrigation scheme and Lift irrigation scheme.

The individual irrigation scheme is provided to single (individual) farmer. While the community bore-well is provided to a group of farmers, whose land is adjoined to each other. And the lift irrigation benefits are based on water source and area to be covered, and hence the number of farmers and area varies for each scheme. The unit cost for each scheme varies time to time and is fixed considering on various factors. The financial package of the scheme has two components, viz., subsidy and loan. For individual irrigation services, the total financial package was one lakh during 2008-2010, and it was enhanced to one lakh fifty thousand in following years (2011-2013). The community irrigation unit is provided to the group of farmers, having at least three members per group and having land holding up to 8 to 15 acres of land. The unit cost of community irrigation scheme

is fixed at Rs. 2.53 lakhs. The cost break up on each item, for two bore wells drilling, pump sets, energisation and costs of other supplementary are met from unit cost. If the holding is more than this however, with the scale of acres the scale of finance differs. For lift irrigation, the unit cost is fixed at Rs. 23,900 per acre, the unit cost varies base on total land to be covered.

A detailed evaluation of the this Ganga Kalyan Yojane (GKY) in entire state of Karnataka was needed to understand the efficacy of the scheme for its design, implementation and achievement of desired outcomes, understand differences in the socio-economic status of the beneficiaries, assess the additional income generated at household level, after deriving benefits from the scheme and finally to understand and suggest scope for improvements in the existing scheme.

The evaluation study was conducted in entire Karnataka covering all its districts; in each district two assembly constituencies were covered. Among the two constituencies, one having higher number and another having less numbers of beneficiaries was selected. Thus, a total of 60 constituencies and large number of villages were covered. The period of study for evaluation was from 2008-09 to 2012 to 2013; all the beneficiaries during this period were considered for study. The list of beneficiaries in respective constituency was obtained from office of the Managing Director of DBCDC. From the list of beneficiaries, 10 per cent sample was selected by simple random sampling method. Proportionate sampling approach was followed, treating each year as population and respective samples were drawn. Thus, the total sample selected for the study was around 621, which were selected from across 30 districts in 60 constituencies, covering around 278 villages.

The evaluation questions were designed categorized into three main stages: Pre-Implementation, Implementation, and Post-Implementation for a thorough evaluation of the program. Primary data obtained from all the 3 districts by above mentioned data collection strategies were analyzed and results were categorized as per requirements expected from the objectives of the evaluation.

It was observed that the mandatory ratio of 70:30 across beneficiary categories of 1,2A and 3A, 3B was followed strictly during selection of beneficiaries in all the districts across all the constituencies sampled. The study also collected information on the size of the family, based on that it can be stated that large number of families are nuclear family followed by joint or extended families. Our study findings revealed that 13.3% of the sampled beneficiaries were female beneficiaries and they are mostly from women headed households and land titles are in their name, hence loan sanction taken place in their name though benefit is reaped by their sons. As per our data analysis it was also noticed that half of the beneficiaries sampled have crossed the age of 50 years, most of them from this age group is illiterate. Of the total sample, 36.2 per cent are illiterate, while about 19 per cent were just literate without completing any formal school education, followed by 9.5 per cent with primary education and about 24 per cent of beneficiaries had completed college education. Of the total sample, 72 per cent were found to be living in kachha house and remaining found living in pucca house. As per the amenities available at the household, the study shows that 51 percent of them have electricity, 70 per cent having access to potable water and around 63 per cent have toilet at the premises of the house. As the scheme was designed exclusively to address the need of marginal and small farmers of backward castes, accordingly during our survey we studied the average land holding size of the beneficiaries; whether it was falling in category of marginal or small farmer. Of the total sample, 52 per cent of the farmers were from marginal category (land holding size up to 2.5 acre); while around 48 per cent were from small farmer's category (owning land between 2.5 to 5 acres). The study collected the beneficiaries' annual income at household level from all sources. The major source of income was found to be from the farming activity; though it was observed that the younger members of family migrated to the towns have found regular wage income there.

The study reported that farmers have very high level of awareness about the scheme; in fact, farmers wait for its announcement. The corporation makes announcements for receiving application for the scheme. In fact, the corporation releases the schedule of events with specific time period. Each activity starting

from the receipt of application to energisation of the bore wells is defined and the stipulated time is also specified. The majority of respondents expressed that, some of them already knew about the scheme. While a fraction was of the opinion that they were made aware by the elected representative and local leaders were instrumental in conveying the information about the scheme. From our FGD it was revealed that local leaders will make arrangements to help selection of more number of beneficiaries from their own constituencies. Thus, relatively large number of persons has been selected from the constituencies of Varuna, Shivamoga and Hiriya. These constituencies were represented by popular political persons who were very proactive as leaders.

In regards to clarity and knowledge of selection process of the scheme, it was observed that all the participants were clear in their understanding that the scheme was meant for marginal and small farmers. They were also clear on their understanding of the type of documents that were required to be submitted along with application formalities. During FGD and transect walk annual Income Certificate, age proof document, ration Card, caste certificate, land documents and photos were listed out by the beneficiaries as the mandatory documents that need submission for application process. It was also noted that majority beneficiaries stated faced difficulty in obtaining land title and income certificate. The participants also mentioned that in selection process favoritism played an important role in some cases. As the selection committee is headed by legislature, it was stated by some beneficiaries that his followers had an upper hand in getting the scheme benefits.

Similarly with respect to the implementation process during our discussion with officials involved at various stages of activity, it was revealed that following time schedule is difficult in many cases as they have to get coordination from other various departments and agencies and that may cause delay in completion of a single stage of activity. The study mentions how far delay was taking place across each stage of implementation, keeping the primary time schedule set by the department as our guideline. Along with data from structured questionnaire, FGD was conducted to supplement to survey data. The respondents opined that major

delay happens at stages of pump installation and energization. At stage of pump installation beneficiaries of both individual and community scheme benefit expressed that; the geologist will schedule a visit according to his convenience, not according the time schedule of the scheme requirement, adding to further delay. Also there was major delay reported in the process of installation of electricity that was one of the major hurdles in scheme as reported by the beneficiaries. We explored the respondents' experience/satisfaction in process of fixing of motor, pump-set and other accessories. Though, delay in provision of services has taken place overall, the opinion of beneficiaries was sought about the stages of dissatisfaction. According to the finding, 91 per cent of respondents were very comfortable with the source identification; similarly, one fourth of respondents were quite unhappy with pump-set fitting, opining that the finishing touch is of poor quality. The respondents narrated that, the staff of electricity department do not cooperate. Further, it was reported that while drawing the line, the electricity department officials do not consider the request to avoid others private lands, with whom the beneficiary may have differences, later which leads to dispute.

The study explored the awareness of beneficiaries on financial support they are entitled to get from the corporation for entire scheme and break ups for different activity. The cost of drilling up to one lakh was born by the corporation, beyond that it was to be borne by the beneficiary. However, due to the fall in water table in many areas there was a need to drill deeper bore wells, the amount that was allotted for drilling of bore wells under the scheme was hence not sufficient. During our FGD and transact walk the respondents expressed that the amount allotted for the drilling of bore wells should be higher than what has been provided presently.

It was observed that of the total beneficiaries, only 28 per cent have repaid fully, and another 14 per cent have partially repaid. And remaining beneficiaries have not repaid the loan and most of them reported that poor earning and crop failures are the major reasons for the default.

In regards to maintenance and repair under the scheme it was observed that the level of support and commitment from either the DBCDC or the approved supply agencies was not well understood or known by the respondents. Of the total respondents, 55 per cent have access to service centers within 10 kms, followed by 24 per cent who have repair facility within 15 kms. Across the state the distance varies due to geographical terrain and demographic distribution. It has been observed that in north part of state the service provider is located at much longer distance. The average maintenance cost per annum was found to range between Rs 5000 to Rs. 20, 000. Around, 50 per cent of beneficiaries informed that the mechanic visit their place periodically. In southern Karnataka, the beneficiaries have joined together and identified repair mechanics, who make periodic, visits to check on the machines. It was observed that chiefly in southern part of Karnataka there is more and better association between the beneficiaries which in turn is strengthening and negotiating better services from the departments.

The study also explored the functional status of the unit during the survey. It was highly encouraging to note that around 85 per cent of schemes boring facilities were functioning properly, followed by four and nine percent that were showing erratic function and not in operation respectively.

In regards to convergence with other department, it was found that manthan programme has been acting as a great platform for convergence between various departments and it has helped the farmers in connecting with other departments easily. During the FGD, we found out that the agriculture department with their extension programme helped impart knowledge on use of new varieties of seeds and also provided training and methods of using various equipments on hiring basis. Similarly, the horticulture and floriculture department provided knowledge on cultivation during these training programs. In fact many farmers are now growing fruit crops after being made aware about through these training interventions; same has been observed during the field work. The departments on priority basis in several district has been conducting outreach activities to impart knowledge on special schemes designed for the small

and marginal farmers. It was observed that the beneficiaries had maximum interaction with watershed dept, followed by agricultural department through this platform.

We found out that through improved water facility to land, institutional credit to invest in and department imparted knowledge the beneficiaries were enjoying a change in cropping pattern. The study explored the change in cropping pattern majorly because of the scheme. A definite change in crop pattern was observed. The change was grouped in to three categories of cereals, oilseeds, pulses, cash crops; fruits and horticulture. There is a clear shift from traditional cultivation to modern cultivation using new technology. The study revealed that the beneficiaries have adopted HYV and cash crops over the period, within food crops priority has been given to pulses and oil seeds gradually over the time. The FGD with the beneficiaries shows that not only cropping pattern has changed but also cultivation practices in different seasons have been adopted. Now the beneficiaries practice both kharif and Rabi crops. This has contributed for a better set of earnings. Crops like Paddy, sugarcane, cotton and vegetables are being cultivated more now because of assured water source. In the black soil they are cultivating cotton and other cash crops, in red soil fruits and flowers are being cultivated encouragingly.

Similarly, we have explored the post-GKY economic status of beneficiaries during our FGD, the respondents have expressed that there is rise in their household income. We found out that after imparting several trainings on improving knowledge of cultivation practices, there have been follow up practices by other departments, such as Agriculture, Horticulture, etc, to impart knowledge for adoption of scientific method of cultivation as well to the beneficiaries. FGD with beneficiaries revealed that the scheme has been instrumental in improving the beneficiary income levels, which has positively changed the quality of life. The better income leading to better savings has also resulted in availability of funds for sending children for better educational institutions. It was observed that 30 per cent of family is now sending their children to school and 21 percent are sending children further for college education.

The major recommendations based on various observations and interviews with the beneficiaries would be that there is need to increase monitoring efficacy at district office level by recruiting minimum required staff, that will help in timely scrutiny of application and monitoring of the installation of systems. A field level staff is needed at the district office level, who can verify issues such as depth of drilling and yield of water. It is also mandated that transparency should be adopted in the beneficiary selection process by adopting newer software and internal data base should be created. The applicants should know why he has been rejected. This will develop a confidence and trust of the beneficiaries on the scheme. There is paramount need to develop a systematic monitoring system for timely execution of different stages of the scheme.

The team after carrying out the evaluation of the distribution of the scheme are of the opinion that definitive measures should be adopted to prevent failures of new bore well, if bore-well fails within six months there should be a cost sharing mechanism with the beneficiaries to ensure rejuvenation of these bore wells. Also there is need for revision of the cost of a single unit for establishment periodically, considering water table levels as well as inflation rates.