



**Government of Karnataka
Karnataka Evaluation Authority**

542, 5th Floor, 2nd Stage, MS Building,
Dr Ambedkar Veedhi, Bangalore - 560 001
Phone No: 080 - 22353938, 22032561, 22283541
E-mail: keapd2011@gmail.com



ಕರ್ನಾಟಕ ಮೌಲ್ಯಮಾಪನ ಪ್ರಾಧಿಕಾರ
Karnataka Evaluation Authority

ಸಂಖ್ಯೆ: ಕೆಇಎ/121/ಇವಿಎನ್/2014

07.06.2014

ಮಾನ್ಯರೇ,

ವಿಷಯ: ಮಲೆನಾಡು ಪ್ರದೇಶಾಭಿವೃದ್ಧಿ ಮಂಡಳಿಯ ಅಗತ್ಯತೆ ಮತ್ತು ಕಾರ್ಯನಿರ್ವಹಣೆಯ ಬಗ್ಗೆ
ಮೌಲ್ಯಮಾಪನವನ್ನು ಕೈಗೊಳ್ಳುವ ಕುರಿತು.

* * * * *

ದಿನಾಂಕ:26.05.2014ರಂದು ಪ್ರಾಧಾನ ಕಾರ್ಯದರ್ಶಿಯವರ ಅಧ್ಯಕ್ಷತೆಯಲ್ಲಿ ನಡೆದ ತಾಂತ್ರಿಕ ಸಮಿತಿಯಲ್ಲಿ ಮಲೆನಾಡು ಪ್ರದೇಶಾಭಿವೃದ್ಧಿ ಮಂಡಳಿಯ ಅಗತ್ಯತೆ ಮತ್ತು ಕಾರ್ಯನಿರ್ವಹಣೆಯ ಬಗ್ಗೆ ಮೌಲ್ಯಮಾಪನವನ್ನು ಕೈಗೊಳ್ಳಲು ತಯಾರಿಸಿದ ಉಲ್ಲೇಖಿತ ನಿಯಮಗಳಿಗೆ (Terms of Reference) ಅನುಮೋದನೆ ನೀಡಲಾಗಿದೆ. ಅನುಮೋದಿಸಿದ ಉಲ್ಲೇಖಿತ ನಿಯಮಗಳ (Terms of Reference) ಪ್ರತಿಯನ್ನು ಮುಂದಿನ ಸೂಕ್ತ ಕ್ರಮಕ್ಕಾಗಿ ಈ ಪತ್ರಕ್ಕೆ ಲಗತ್ತಿಸಿ ಕಳುಹಿಸಲಾಗಿದೆ.

ವಂದನೆಗಳೊಂದಿಗೆ,

ತಮ್ಮ ವಿಶ್ವಾಸಿ,

(ಎಸ್.ಎ.ಕಾತರಕಿ)

ಸಮಾಲೋಚಕರು (ಮೌಲ್ಯಮಾಪನ)
ಕರ್ನಾಟಕ ಮೌಲ್ಯಮಾಪನ ಪ್ರಾಧಿಕಾರ

ರವರಿಗೆ,

ಶ್ರೀ.ಜಿ.ಎ.ಸುದರ್ಶನ್, ಐಎಫ್‌ಎಸ್,

ಕಾರ್ಯದರ್ಶಿ,

ಮಲೆನಾಡು ಪ್ರದೇಶಾಭಿವೃದ್ಧಿ ಮಂಡಳಿ,

ಮಲೆನಾಡು ಸಿರಿ,

ಶಿವಮೊಗ್ಗ.

Final Draft Terms of Reference for the External Evaluation of the need and functioning of Malnad Area Development Board, Shimoga

1. Study Title

The title of the proposed study is “*Evaluation of the need and functioning of Malnad Area Development Board, Shimoga*”

2. Background Information

With a view to address the issue of regional imbalances and specific needs of under development regions, the State of Karnataka established three Regional Development Boards at different points of time. One amongst them is the Malnad Area Development Board Shimoga, which was established on 10.03.1993 under the Malnad Area Development Board Act 1991. This is under the Administrative Control of Planning, Programme Monitoring and Statistics Department. The jurisdiction of the Board is spread over 65 assembly constituencies (after delimitation of the constituencies) located in Belgaum, Chikmagalur, Kodagu, Hassan, Mysore, Chamarajnar, Uttara Kannada, Dakshina Kannada, Udupi, Shimoga, Dharwad, Davangere and Haveri districts.

10 Taluks of the Board are most backward, 14 more backward, 10 backward and 13 are relatively forward as identified by Dr.D.M. Nanjundappa Committee Report.

Since inception of the Board, Rs. 560.07 Crores has been allocated to the Board till 2013-14 against which Rs.466.07 Crores has been released by government and Rs. 461.51 Crores is the Expenditure is incurred till the end of March 2014. A total of 17,632 development works have been completed under various sectors in this period.

Members of the Board

All the legislators & MPs representing a part or whole of the area whose constituencies lie within the jurisdiction of the Board are its members. In addition, Deputy Commissioners(DC) of each district in Malnad Area and Presidents of Zilla Panchayaths(ZP) having jurisdiction over Malnad area are also the members of the board. Government can nominate ten non-officials persons, of whom two persons are required to be from Scheduled Caste and one from Scheduled Tribe. The State Government appoints one of the members of the Board to be its Chairman and an officer not below the rank of Divisional Commissioner as Secretary of the Board.

Role of the Board

The Board prepares an annual plan containing programmes and projects for development of Malnad Area, supervises the implementation of the projects and programmes and monitors & evaluates the implementation of its plan. The meeting of the Board is to be convened by the Secretary with prior approval of the Chairman, held at any place within the jurisdiction of the Board or at the State Headquarters. The Board is prescribed to meet at least once in three months.

3. Objectives of the Board

Development of Malnad Area by preparing annual plans containing programmes and projects, supervising and coordinating the implementation of the projects and programmes and monitoring and evaluating the implementation of its plan. (*The details can be seen in Chapter III of the Malnad Area Development Board (MADB) Act 1991.*)

4. Monitoring of the Programmes /Projects

Under section 10 of the MADB Act 1991, an implementation committee has been constituted consisting of the Secretary of the Board who shall be the Chairperson, Divisional Commissioners (now called the Regional Commissioners) of all the Revenue Divisions as members, DCs of all the districts in the jurisdiction of Malnad Area Development Board, Chief Executive Officers of ZPs having jurisdiction over Malnad Area, and Heads of Departments of agriculture, Collegiate education, Animal Husbandry, Health & Family Welfare, Social Welfare, Public Instructions, Forest, Chief Engineers having jurisdiction over Malnad area, Vice Chancellors of Universities established in the Malnad area and such other officers as appointed by the State government.

In addition to this, the financial and physical progress of works of the Board are reviewed monthly at the State level by the Principal Secretary to Government, Planning Programme Monitoring and Statistics Development, under the system of MPIC to remove the bottle necks in implementation and speed up the works.

5. Evaluation Scope, Purpose and Objective

The scope of the evaluation study is confined to the jurisdiction of the Malnad area i.e. 65 Assembly Constituencies of 13 districts of the State as mentioned in the background information of this ToR, to study the performance of the Board since 2009-10 to 2013-14 in terms of allocations made, releases made by the government, the expenditures incurred and number of works completed. The purpose of evaluation is to study, how effectively the Board is functioning in achieving the objectives set in the MADB Act 1991 and its impact. Further, how far the Board has addressed the backwardness prevailing in the area and what is the status of all backward taluks now.

Further, a gap analysis in the development sectors needs to be studied comparing the State's development indicators with those of districts falling in Malnad Area Development Board, and suggest measures to fill the gap. The study also intends to highlight about the constitutional status of the Board after the 73rd and 74th constitutional amendment, thereby questioning the necessity and relevance of the Board at this juncture.

6. Evaluation Questions (inclusive not exhaustive)

1. What are the parameters on which the annual allocation of Malnad Area Development Board is decided? Are the parameters sufficient and robust? If not, what are the parameters that can be suggested for doing so?
2. Is there a long term perspective plan done by the Board? Is such a planning needed?
3. Is the sectoral distribution of funds for roads and bridges, social sector and minor irrigation, Soil Conservation and ground water recharging works in the ratio of 60%, 20% and 20% respectively as per the revised guidelines of MADB issued on 09.06.2006? If no, reasons thereof should be given.
4. Are the Zilla Panchayaths and other line departments adequately consulted while preparing the action plan of the Board? If not, why not?
5. Is due consideration given to backwardness existing in the jurisdiction of the Board Area? If yes, the details of allocation made to these taluks? If no, why not?
6. What is the average time taken for the works to be completed and average cost of works under roads and bridges, social sector (including Samudaya Bhavana) and minor irrigation, soil conservation and ground water recharging sectors?
7. Is there any delay in the execution of MADB works? If yes, what is the duration of delay and what are the reasons for delay in completion of works?
8. What is the modus operandi of according administrative and technical sanctions to MADB works?
9. How is the release of funds made to implementing agencies?
10. What is the monitoring mechanism in the Board for overseeing the implementation of works?
11. How often has the implementation committee (formed under section 10 of the MADB Act 1991) met in each of the financial years being evaluated? Whether all the members of the implementation committee attended the meeting? If not, were they represented by the junior officers? If not, what were the reasons for absenteeism?
12. What are the special works undertaken by the Board in Malnad Area under General Outlay and Special Component Plan (SCP) and Tribal Sub Plan(TSP) outlays provided to the Board? How helpful are these programmes to the targeted groups? Is it worth to take such area specific programmes in the Board? If yes, why?
13. What are the criteria followed by the Board in distributing works in different constituencies of the Board area after the budget allocation is made by Government? Are the criteria correct by procedure or in the interest of development? The answer to this question may be a detailed one.

14. Which are the development activities addressed simultaneously by the Board as well as Zilla Panchayaths / Urban local Bodies? What is the quantum of funds spent by the Zilla Panchayaths/ULBs, vis-à-vis the Board in these development activities? Is the difference large? If yes, is there any relevance for the Board/Body spending substantially less to continue?
15. Whether special needs of different locations in the Board areas for general and SCP/TSP regions and backwardness of the locations are considered while preparing the action plan of the Board? If yes, funds requested by Board and funds provided by government may be furnished?
16. Are the Board works all stand alone or any convergence has been made for creation of durable assets from MLA's and MP's fund? If yes, to what extent these funds are utilized from MLAs/MPs funds for completion of works? If no, why not?
17. After the creation of Zilla Panchayaths and the commencement of the Legislator's local area development fund (MPs too included) having much higher outlay than the Board, what are the practicable measures that may be taken to make the Board strong, relevant and vibrant?
18. What amendments may be done in the MADB Act so as to incorporate the changes in field circumstances that have occurred with passage of time (Since the enactment of the Act) and to make the Board strong?
19. Is there a need to redefine the jurisdiction of the three Boards, namely Bayaluseeme, Karavali and Malnad to help better management (in terms of extent and shape at least) and special area focused? If yes, what should be the shape and size of the Board being evaluated?
20. What is people's perception about the quality of works done by this Board? A brief detail of 4 to 5 works of exceptional quality or usefulness to people or both may be provided along with this answer.

7. **Evaluation Methodology:**

Since last 5 years i.e. from 2009-10 to 2013-14, Rs.129.28 Crores was released by government to the Board against which Rs. 129.70 Crores is the Expenditure is incurred till the end of March 2014. 3,586 development works have been completed under various sectors. 10% of the works taken in each financial year of the 65 constituencies of Malnad Area is to be selected randomly or systematically and taken as sample for evaluation in such a way that each sector, for example, social sector (including Samudaya Bhavana), minor irrigation, soil conservation, ground *water* recharging works etc. are proportionately represented in each financial year. This sample may be used to answer questions 6, 8, 9, and 10 of the evaluation questions and to evaluate the quality, utility and usefulness of the works done. The works taken up in relatively forward taluks of Malnad area may be taken as control, where needed.

8. Deliverables time Schedule

The Secretary, Malnad Area Development Board will provide year wise constituency wise/district wise details of works taken up in 5 years from 2009-10 till 2013-14 with full details of implementing agencies, location, cost of the work, name of village and taluk etc. The time line for evaluation will be nearly as 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.

9. Qualification of Consultant

Consultants should have and provide details of evaluation team members having technical Qualifications/capability as below-

- i. Social Scientist,
- ii. Agricultural Scientist or Agricultural Engineer, and,
- iii. Civil/ Structural Engineer.

And in such numbers that the evaluation is completed within the scheduled time prescribed by the ToR.

Consultants not having these number and kind of personnel will not be considered as competent for evaluation.

10. 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 Karnataka Evaluation Authority of Government of Karnataka 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 and Government of Karnataka.
2. Evaluation is a serious professional task and its presentation should exhibit it accordingly. Please refrain from using glossy, super smooth paper for the entire volume overloaded with photographs, graphics and data in multicolor fancy fonts and styles. An evaluation report should look like a serious study.

3. The Terms of Reference (ToR) of the study should from the first Appendix or Addenda of the report.
4. The results should first correspond to the ToR. In the results chapter, each question of the ToR should be answered, and if possible, put up in a match the pair's kind of table, or equivalent. It is only after all questions framed in the ToR that is answered, that results over and above these be detailed.
5. 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. The practicable recommendations should not be lost in the population maze of general 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 it can be acted upon without major policy changes and expenditure, and within say a year or so.

(B) Long Term practicable recommendations

There may not be more than ten in number. These should be such that 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

There are those which will need lot of time, resources and procedure to implement

11. Cost and Schedule of Budget release

Output based budget release will be as follows-

- a. The **first instalment** 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 instalment** 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 instalment** 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 to the final report.

Taxes will be deducted from each payment as per rates in force. In addition, the evaluator is expected to pay services tax at their end.

12. Contact persons to get further details about the study

- a) Sri.G.A.Sudarshan,IFS. Secretary , Malnad Area Development Board, Shimoga [Ph NO:08182-257634, Mob:9483544413]
- b) Sri.L.A.Krishna Naik , Deputy Secretary , Malnad Area Development Board, Shimoga [Ph NO:08182-257862, Mob:9448773875].

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.

This ToR is approved by the Technical Committee of the Karnataka Evaluation Authority in its 11th meeting held on 26th May 2014.



05/06/14.

Chief Evaluation Officer
Karnataka Evaluation Authority