

ASSISTANCE TO VOLUNTARY ORGANISATIONS FOR PROVIDING SOCIAL DEFENCE SERVICES

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सत्यमेव जयते

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EXECUTIVE SUMMARY

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EXECUTIVE SUMMARY

The Scheme of Assistance to Voluntary Organizations for Providing Social Defence Services is one of its kind. The Scheme provides financial support to widows, old persons, grown daughters of widows, handicapped/disable persons and orphans adversely affected due to militancy. The Scheme supports those widows, old persons, grown daughters of widows, handicapped/disable persons and orphans whose bread earner of the family is killed or permanently incapacitated because of communal, caste, ethnic or terrorist violence. As per the provisions of the scheme, financial assistance is extended to the target groups with the idea to provide the minimum support of livelihood. It is observed that the state of Jammu and Kashmir has relatively been less benefitted by social security services. The native communities have constantly been victimised due to militancy in the state. It is in this context, initiative of this kind in the form of assisting the dedicated voluntary organisations to extend social services to the victim of the crisis is a progressive move to empower the target groups.

The scheme defines beneficiary-category as under:

- ❖ **Widows:** Deceased man's wife. The man who was killed due to militancy.
- ❖ **Old Persons:** Irrespective of age group whose breadwinner has killed or incapacitated due to militancy.
- ❖ **Grown-up daughters of Widows:** Those daughters of marriageable age who lost their fathers due to militancy.
- ❖ **Handicapped/Disabled Persons:** Those individuals who became incapacitated due to militancy.
- ❖ **Orphans:** A child is called orphan or destitute when either both the parents or the main bread earner of the family is killed or permanently incapacitated because of

communal, caste, ethnic or terrorist violence. The annual income of the family of the eligible child should not exceed Rs. 2 lakh. The Child should not be receiving assistance from other sources regularly. Benefits are extended only up to the age of 25 years.

The widows, old persons, grownup daughters of widows, handicapped/disabled person and orphans affected by militant activities are eligible to apply for this scheme. To process their application, they need to produce documents including application form available with the concerned district social welfare officers, copy of F.I.R from a police station, income certificate, disability certificate in case of a handicapped person, study certificate, birth certificate in respect of orphans.

The militancy affected widows, old persons, and handicapped/ disabled persons receive the financial support of Rs. 1000/month. The grown-up daughters of widow receive one-time financial assistance of Rs. 40000. The Scholarship to killed militants is given at the rate of Rs. 1000/month as an incentive during their study. It is worth mentioning that for orphans of the normal kind, a scheme is also implemented by National Foundation for Communal Harmony (NFCH) under the aegis of the Ministry of Home Affairs, Government of India wherein upto 25 years of age with an income ceiling of Rs. 2 lakh per annum, three categories of financial incentives within the orphan group is given, namely Rs. 1250/month upto 12th Class, Rs. 1500/month upto graduation and post-graduation level and Rs. 1750/month for pursuing professional courses like medical, Engineering and Management. Uniform amount in the form of pension is allotted to an old person whose breadwinners have lost their lives as a result of militancy and whose family is classified as BPL. Persons belonging to BPL family and having 40 percent and above disability are also provided with a monthly pension of Rupees 1000/-.

FINDINGS OF THE STUDY (GENERAL)

- 1 As per the information shared by the Department of Social Welfare, Srinagar a total of 12885 children have been benefited under project 'Assist' from the year 1992-93 to 2018-19. Expenditure of Rs. 84 crores has incurred since the inception of the scheme on assistance to child victims, as on 31.03.2019. A sum of Rs. 5.60 crores (approximately) was incurred on project 'Assist' during the year 2018-19, covering 3337 children. Side by side, from different States, 470 new eligible children were identified and assisted in 2018-19.
- 2 The objective of the Scheme is to bring militancy affected people into the mainstream of development by assisting them to overcome their social, physical and educational handicaps. This would equip them to employ their capabilities to their fullest potential reducing their reliance/dependence on others and achieving independence to the maximum extent possible.
- 3 The districts which are covered under the scheme include (1) Anantnag, (2) Bandipora, (3) Baramulla, (4) Budgam, (5) Gandherbal, (6) Kulgam, (7) Kupwara, (8) Pulwama, (9) Sohopian, (10) Srinagar, (11) Doda, (12) Jammu, (13) Kathuua, (14) Kishtwar, (15) Poonch, (16) Rajouri, (17) Ramban, (18) Reasi, (19) Samba and (20) Udhampur
- 4 The expenditure incurred for the year 2016-17, 2017-18 and 2018-19 are Rs 11.09 crore, 10.88 crore and 13.44 crore, respectively. In the last five years, 38.7% of the total expenditure has been made on widows, followed by old age people (27.2%), Orphans (17.1%), physically challenged (12%), and marriage assistance (5.1%). The percentage score has been developed considering the total expenditure incurred by components. However, in the year 2014-15, an expenditure of Rs. 837.17 lakh covered 9079 beneficiaries of five identified categories. In the year 2015-16, out of the total expenditure of Rs. 696.64 lakhs, a total of 8776 beneficiaries have been covered for the same categories. In the year 2016-17, to cover 8597 beneficiaries, Rs. 873.94 has incurred. In the year 2017-18, Rs. 858.84 lakh has

been disbursed on 8822 beneficiaries. In the year 2018-19, an expenditure of Rs. 1039.78 lakh has led to the benefits received by 8664 beneficiaries. The maximum expenditure has incurred in 2018-19, whereas the maximum number of beneficiaries have been covered in the year 2014-15.

5 The Scheme of ‘Assistance to Voluntary Organizations for Providing Social Defence’ supplements with the goal set by the Govt. of India through providing grant-in-aid of Rs. 3 crore per annum. The benefits under the scheme are received by most vulnerable sections, namely Older persons, widows, grown-up daughters, handicapped/disabled persons/ and orphans of killed militants.

6 The evaluation study of the scheme has been designed to include many research procedures like the research tools within the framework of the objectives of the scheme, collection of primary data with the help of the tools constructed, data analysis, both qualitative and quantitative, and comparative analysis. The collection of primary data includes not only the use of tools but also observation, interviews and the focus group discussions. After preparing a rough structure of the report, we undertook a district-wise field survey to closely understand and interpret the implications of the scheme for the beneficiary group. The interview method appears to be the most effective device because it facilitates two-way interaction between the object investigator and the beneficiaries as the subject investigated. With the help of qualitative method, an attempt has been made to examine the socio-economic background of the beneficiaries before the implementation of the scheme and the changes taken place after the scheme implementation. The before and after analysis has been helpful to identify the improvements taken place in the lives of the beneficiaries and the problems faced by them. Besides, the use of relevant reports of the government was used to supplement the data collected.

7 A total of 204 beneficiaries of five categories from Ananthnag, 1066 from Baramulla, 201 from Kulgam and 616 from Kupwara were selected. In the widowed category, the maximum number of beneficiaries were from Baramulla district, followed by Kupwara and Kulgam and Ananthnag. In the old person category, the maximum beneficiaries are from Baramulla district, followed by Kupwara, Ananthnag and Kulgam. In the disabled category, the maximum number of beneficiaries are from Baramulla, followed by Kupwara, Ananthnag and Kulgam. In grown-up daughter category, the maximum beneficiaries are from Baramulla, followed equally by Kupwara and Ananthnag, and Kulgam. In the Orphan of killed militants, the maximum beneficiaries are from Baramulla, followed equally from Kulgam and Ananthnag, and Kupwara.

The objectives of the evaluation study are as under:

1. To analysis the socio-economic background of the beneficiaries;
2. To study the procedure and criteria adopted for the selection of beneficiaries;
3. Mode of distribution of monthly pension, marriage assistance and scholarship;
4. To assess the status of utilization of funds sanctioned under the scheme;
5. To examine the adequacy of financial assistance to the beneficiaries;
6. To assess the impact of the assistance given under the scheme on the beneficiaries;
7. To assess the hardships faced by the beneficiaries in getting the financial assistance;
8. Male/ Female/ Rural/ Urban/ Age-wise key findings based on the data collected from the field on the objectives of the study; and
9. Recommendations/Suggestions for necessary restructuring to be carried out in the scheme for improvement and need for its continuation.

FINDINGS OF THE STUDY (SPECIFIC)

- 1 Out of 2087, a total of 2079 beneficiaries have responded on the level of their studies. Majority of the beneficiaries were found illiterate (76.5%), followed by education

upto middle (8.2%), upto 10th (6.7%), upto 12th (3.3%), graduation (3.0%), primary (0.9%), others (0.8%), post-graduation (0.5%), and Diploma (0.1%).

- 2 Out of the total 2087 beneficiaries responded, 94.3% of beneficiaries were from rural area whereas 5.7%, from the urban area. Out of the total urban area covered, 88.1% of beneficiaries were from Baramulla, followed by Ananthnag (10.2%) and Kulgam(1.7%). Out of the total respondents covered from the rural part of the four districts, 48.9% were in Baramulla, followed by 31.3% for Kupwara, 10.1% for Kulgam and 9.8% from Ananthnag. Out of the total category of beneficiaries covered in a rural area, 33.3% were from old persons, followed by 32.5% widows, 17.5% Orphans, 13.3% handicapped disabled persons and 3.5% grown-up daughters of widows affected by militancy. In the rural part of the districts, 58.5% were from the category of widows, followed by 21.2% disabled, 14.4% old persons and 5.9% orphans affected by militancy. From the rural part, no grown-up daughter was detected. Moreover, the physical terrain of the state is so difficult that grown-up daughter of widows cannot afford to file the FIR and claim for the marriage assistance.
- 3 After the implementation of the scheme, 15 illiterates have become literates. Primary and middle pass outs have either cleared 10th class or learning to clear. The number of Matric pass-outs has grown significantly. In the graduate category, five more have been added. In a Master degree, four beneficiaries have additionally added as a result of the scheme.
- 4 The improvement in educational qualifications is obvious due to the scheme. The change in educational attainment is a moving sign of the successful implementation of the scheme.

- 5 The number of beneficiaries in the married column has changed to 673 from 666. The number of separated has gone down. The number of single has gone down. However, the numbers of widows have gone up. Before the implementation of Scheme, 16 orphans of killed militants were married which has become 19 after the implementation of the Scheme. There were 25 married women became a widow before the implementation of the scheme. After the implementation Scheme, the number has considerably gone down. The other trend from the tables can easily be inferred.
- 6 After the Scheme, there has been a 0.7% reduction in the proportion of individuals earning an income of less than Rs. 10,000 which is compensated by a 0.7% increase in the percentage of individuals earning within the income bracket of Rs. 10,000- Rs. 19,999. Moreover, a 0.1% increase is observed in the percentage of individuals earning under the income slab of Rs. 20,000 –Rs. 29,999 and Rs. 30,000- Rs. 40,000, post availing the scheme.
- 7 A marginal change of the percentage of beneficiaries is observed in the various expenditure levels incurred before and after the scheme. There has been a reduction of 1.1% of the beneficiaries incurring an expenditure of less than Rs. 10,199 after availing the scheme. In the expenditure bracket of Rs. 10,200 to Rs. 20,199, there has been a marginal increase from 7.6% to 8.1% of the beneficiaries incurring that level of expenditure.
- 8 The changes in health expenditure before and after the scheme. There has been a steady increase in the health expenditure incurred by the beneficiaries, particularly in the expenditure bracket of Rs. 1,000 to Rs. 1,999. Although a larger proportion of the beneficiaries (i.e. 59.6% of the beneficiaries) continue to incur a health expenditure of

less than Rs. 1,000, a sharp rise of the beneficiaries is evident in the expenditure level of Rs. 1,000 to Rs. 1,999 (i.e. an increase from 15.4% to 31.82%).

- 9 While the percentage of illiterate beneficiaries across the sample has gone up from 76.5% before the scheme to 89.4% after the scheme, there has been a 3.8% rise in the beneficiaries obtaining matriculation after availing the scheme.
- 10 79.4% of the respondents obtained financial assistance in the form of a monthly pension, while 17.4% of the beneficiaries obtained a scholarship benefit while 3.3% of the beneficiaries availed marriage assistance.
- 11 Around 57.2% of the beneficiaries found it difficult to arrange the required documents for availing the scheme whereas around 42.2% faced the problem of being asked by the authorities to serve in kind. Moreover, 0.6% of the respondents faced the problem of paying facilitation charges.
- 12 The average input use efficiency has been calculated as 1021.8. Keeping the average as standard, we find that in the year 2014-15, 2015-16 and 2017-18, the efficiency level is higher than the average. In the year 2016-17 & 2018-19, the efficiency level is less.

RECOMMENDATIONS

The Scheme of 'Assistance to Voluntary Organizations for Providing Social Defence Services aims' at rendering assistance to those widows, old persons, grown-up daughters of widows, orphans of killed militates who are adversely affected by militancy. The scheme helps people in acute distress and trauma by providing social assistance. Keeping in view its significance, **the scheme is recommended to be continued.**

The recommendations for the improvement in its design, outreach and effectiveness are as under:

1. As the identified critical gap is the delayed disbursement of financial assistance (4-5 months) to the bank account of beneficiaries, the Ministry may like to receive utilization certificate of the previously released fund and beneficiary details before releasing the subsequent grant/s. The regular follow-up may be done with the State Govt. to expedite that the grant released is disbursed to beneficiaries' bank account in timely manner.
2. The Ministry may like to increase its bandwidth. The other states may also be encouraged to forward their proposals to the Ministry. It was observed that the State Welfare Department, Jammu and Kashmir was neither interested in identifying the potential beneficiaries affected by militancy nor sending the proposal for the demand of funds to execute the scheme over and above committed liability. This approach needs to be de-frozen.
3. The Ministry may like to instruct the Social Welfare Departments of the States to organise special camps, and application drive to make the scheme popular and extend its assistance to needy. The publicity to be given in the States may randomly be put to 'content-analysis' so as to assess its intensity of effectiveness.
4. Though the budget for the financial assistance has been revised from 3 crores to 4 crores from the year 2020-21, it may further be reviewed to provide adequate assistance to Militancy affected Widows, Old person, Handicapped/Disabled persons, as they were found with no alternative source of livelihood.
5. 100% physical verification of beneficiaries should be conducted to ensure that the money being pumped-in is used by eligible beneficiaries. It would help avoid duplication. The verification is also required because the department transfers the fund to even those bank accounts whose account holders are dead. As such, physical verification of the beneficiary would be helpful in order to ascertain the genuineness of the beneficiaries.