Best Practices Compendium

Social Inclusion, Law and Order and Justice Delivery

Evaluation of Umbrella Centrally Sponsored Schemes

January 2021

Overview

NITI Aayog commissioned an evaluation of the umbrella centrally sponsored schemes addressing social inclusion and economic empowerment of marginalized communities, the ambit of which also includes the enablers for social inclusion such as law and order and justice delivery. As part of the said evaluation, the current document is an effort to collate and underscore some of the notable best practices present in the field in order to enable replication across various sectors and facilitate attempts to achieve similarly successful results.

Nineteen practices have been documented, covering areas like innovation, both in process as well as product, technology, global initiatives, convergence, awareness generation initiatives, etc. These practices have been selected based on their ability to bring a positive change in the life of the marginalized sections of the society. These practices can further be customized to the relevant local contexts to achieve positive results.

The innovative practices exist across all levels, from local to global. This fact is acknowledged in the report, which does not claim to include all the best practices across the chosen areas. This report should only be taken as a guide to encourage the implementation of such practices by policymakers and implementers across the world. This document aims to serve as a ready reference point for aforementioned stakeholders and allow them to tweak the methodologies to fit their own local context.

This document is expected to be used by policy makers, scheme managers, and implementers for learning lessons from proven successful implementation of interventions. The document aims to bring in one place the available resource of best practices and promulgate knowledge sharing.

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Part I: Ministry of Social Justice and Empowerment

A. Use of IT/Technology in Driving Efficiency

1. Jnanabhumi Portal - Government of Andhra Pradesh

Introduction

The Post-Matric Scholarship Scheme for SC, ST, OBC, minority, differently abled, EBC and Kapu community in Andhra Pradesh was being delivered through a digital platform, namely e-Pass, until 2017. However, the large and complex eco-system consisting of over 16 lakh students, 2300+ courses, 8000+ colleges and 30+ affiliating authorities resulted in remarkably high turn-around time at every stage. Problems related to redundancy, duplicity, convoluted processing and insulation amongst departments and stakeholders ultimately led to wide dissatisfaction among beneficiaries. It became imperative, therefore, to streamline the process, improve external service delivery and internal processing times.

Solution

Jnanabhumi was introduced in 2017 which sought to address two key issues: (i) introducing parity of opportunity through government-aided education; and (ii) upgrading the necessary state infrastructure to facilitate the aid in a uniform, integrated and transparent manner.

The platform ultimately aims to become the unified repository for propagating education through intersection of necessary parties and processes so as to ensure a seamless and accountable environment for both the marginalized and non-marginalized strata of the society.

Jnanabhumi is a holistic and distilled platform meant for delivering services related to education and scholarships. Principally, the conceptual objectives of the platform could be (i) actualizing equal educational opportunities for all; (ii) providing single desk for scholarships for all communities; and (iii) facilitating a central system of education and welfare ecosystem covering the entire student lifecycle.

The locus of control under Jnanabhumi was re-organized by integrating scholarship with admissions, augmented by government directives and e-Enablement, resulting in dispensing away physical presence requirements and creation of master data seeding by concerned affiliating authorities. The database integration across services lead to seamless information exchange without discretionary errors. Utilizing Aadhaar ensured integrity, which was further supported by digital signature-enabled transactions. This process re-engineering was reinforced with a dedicated 24x7 helpdesk, establishment of state and district level PMUs, Kaizala Application for monitoring, communication and updates as well as Dashboard for providing relevant and up-to-date statistics.

In terms of operational principles, the platform seeks to realize timely releases and disbursements with minimal touchpoints while maintaining enhanced levels of accountability and transparency. The idea behind process re-engineering, therefore, was to introduce transformation through digital means, resulting in a secure, convenient and paperless experience.

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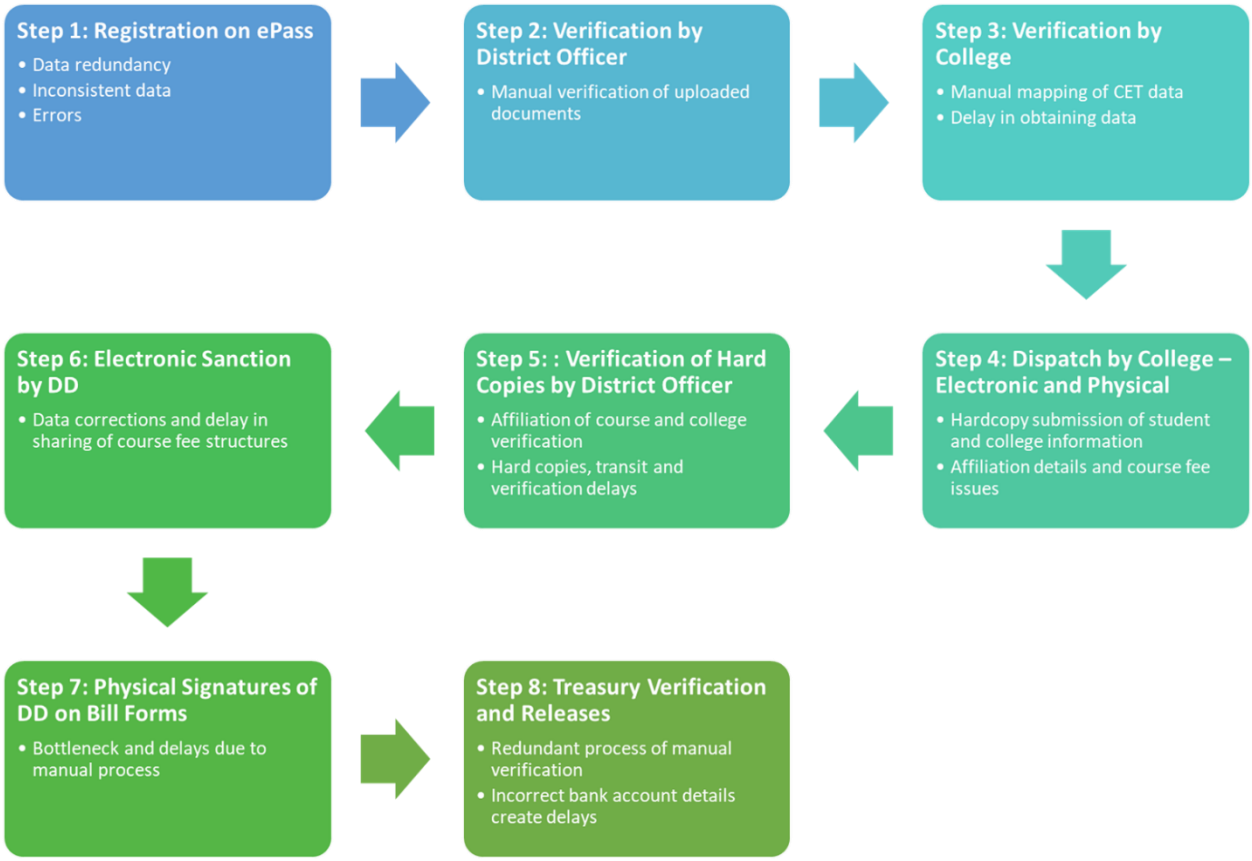
Impact

Jnanabhumi's paperless and digital approach has been tremendously successful in ensuring process simplification and in easing the burden of students. Through structural changes and elimination of intermediaries, the portal has significantly reduced the tedious aspects of community participation and the resultant institutional pressures that had plagued implementation of the scheme earlier. The subsequent impact can be broadly categorized as: (i) impact on the individual; and (ii) impact on the institution. Before assessing the impact, however, it becomes imperative to understand the scenario that prevailed before the implementation of Jnanabhumi.

Figure 1: Situation Before the Deployment of Jnanabhumi



Source: KPMG Analysis

As the illustration highlights, the process was largely plagued by overwhelming duplicity and redundancy at various stages of implementation.

For students, this meant re-registering every year despite the original data being available with the authorities and subsequent re-entry to the college, making the process unnecessarily cumbersome due to completely avoidable duplicity. The addition of biometric authorization was sub-optimally utilized as applications were manually verified by district welfare officers, an arduous task given that student applications numbered at over 17 lakhs. This pendulous activity between the college, the welfare department and the students led to inordinate delays and the process was highly susceptible to errors and manipulation. Owing to manual entries, the bank account information would often be incorrect, leading to the funds being stuck with the treasury department as they manually verified and signed bills.

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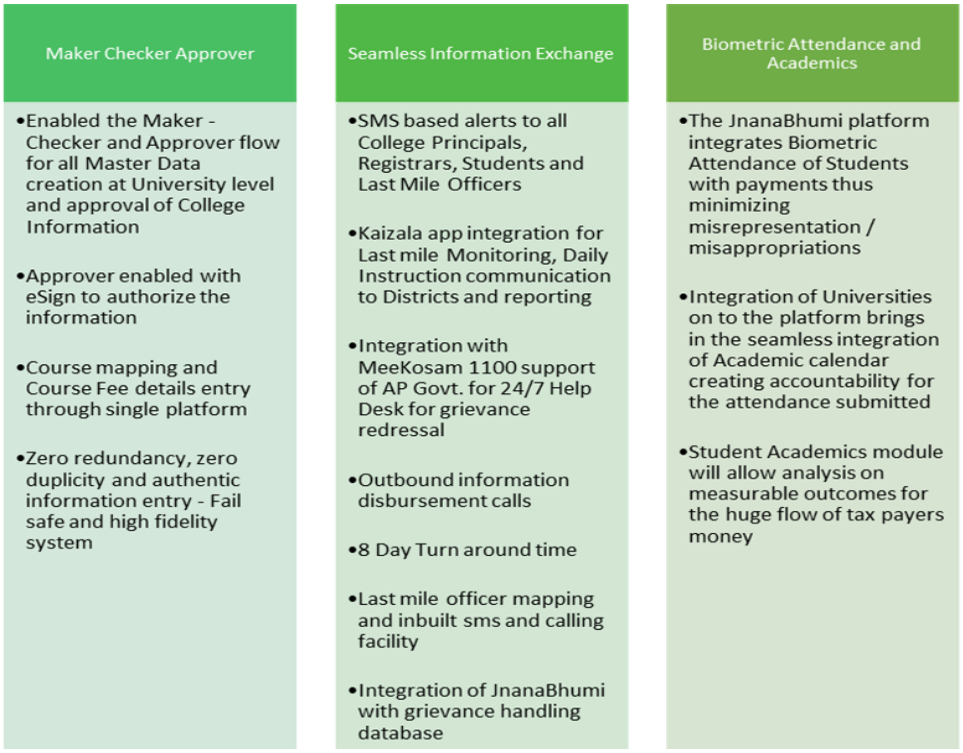
For authorities, the task of manual verification and signing of applications resulted in unnecessary loss of resources and productivity. Additionally, the parallel verification activity of college registration and affiliation, along with course affiliation, resulted in district welfare officer working greatly out of the locus of control and authority, resulting in further delays. The lack of directive, apart from affecting uniformity, hampered course fee mapping as well; since the affiliating authorities responsibility stood outside the sphere of influence, they often operated in non-conformist ways.

Beyond procedural irritants, these operational hurdles negatively affected the core idea of the initiative. Delay of both maintenance (monthly) and tuition (quarterly) fees resulted in students being forced to incur loans to cover basic expenses as the gaps in financing made colleges enforce measures to recover tuition directly from students. And as both these stakeholders grappled with difficulties, the state and district offices, as ombudsman, were burdened with multiplicity of disputes and issues involving the students and the colleges. Lastly, the education department, despite being an essential stakeholder, was not part of the process and planning out of strategy for increase in cohesion. This presented further challenges, compounded by absence of data analytics and impact assessment.

Figure 2: Complete Digital Overhaul of Processes Following the Deployment of Jnanabhumi



Source: Government of Andhra Pradesh

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Table 1: Scenario for Students Pre and Post Deployment of Jnanabhumi

PRE-DEPLOYMENT SCENARIO FOR STUDENTS						
	Student Application		**Admission**		**Submission by College to Welfare**	**Verification by Welfare**	**Push to & Release by Treasury**
	New	Renewal	New	Renewal			
Turn Around Time	6 months	6 months	• No such module . • Scholarship not tied with admission. • Process delays.		Year long	Year long	Year long
Responsible Party	Student				College	Welfare officer	Treasury
Process to Fetch Data	Student applies; followed by scrutiny by welfare officer				IT platform		
Main Gap	• Third party enters data, errors and duplicity of data, incorrect courses applied for. • For existing students (renewal), data re-entered by student & reapplies.				• Manual verification of documents of 16 lakh students. • Signing of hard copies. • Error correction difficult at this stage. • Delays due to affiliations and course affiliations .	• Manual process of verification and signing of documents. • Corrections difficult at this stage.	• Manually signed proceedings and verification. • Incorrect bank information leads to transaction delay.
Impact	Delay in transaction due to incorrect entry of personal & course details.				Delay in transit and other processing due to having to attach and authorize hard copies.		Manual process delays. Stuck transactions lead to banks enjoying a float rate.

POST-DEPLOYMENT SCENARIO FOR STUDENTS					
	Student Application	**Admission**	**Submission by College to Welfare**	**Verification by Welfare**	**Push to & Release by Treasury**
Activity Turnaround Time	60 man-days		Monthly	Monthly	Monthly
Responsible Party	College			Welfare Officer	Treasury
Process to Fetch Data	The student scholarship application is merged with the admission process of Jnanabhumi.		• College principal e-signs the new admission and pushes to welfare. • Renewal admissions pushed via OTP-based confirmation.	Verify data pushed via e-sign and push data to treasury using e-sign.	
Main Gap	NONE				

Source: Government of Andhra Pradesh

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Impact	• 4 to 10 months shaved off the process of application and admission with minimized errors. • Paperless & high-fidelity transactions. • Authentic student attendance. • Validated communication data of students to reach out to and monitor.	• No transit delay on hard copies. • Zero hard copies. • Bank accounts errors minimized.
Additional Modules to e-Enable and Aid Educational Institutions in Planning, Design, Execution and Monitoring		

Table 2: Scenario for Authorities Pre and Post Deployment of Jnanabhumi

PRE-DEPLOYMENT SCENARIO FOR AUTHORITIES					
	College Affiliation	**Course Affiliation**	**Course Fees**	**College to Course Mapping**	**Course Intake**
Activity Turnaround Time	Year long			6 months	
Responsible Party	Welfare officer				
Process to Fetch Data	Physical visits		Mail & phone communication	Jnanabhumi Platform	
Main Gap	External to locus of control, no uniformity in course information & no data repository.				
Impact	Delays in tuition fee and maintenance fee release.		Delays in tuition fee.	Delays in tuition fee and maintenance fee release.	Needed for cross-verification.
POST-DEPLOYMENT SCENARIO FOR AUTHORITIES					
	College Affiliation	**Course Affiliation**	**Course Fees**	**College to Course Mapping**	**Course Intake**
Activity Turn Around Time	2 months				
Responsible Party	College & affiliating authority/university				
Process to Fetch Data	College information pushed for affiliating authority approval. E-sign & zero hardcopies. Entire process e-Enabled				
Main Gap	None				
Impact	• Seamless, smooth processing and on time full delivery. • Approximately 10 months man days saved per process. • Affiliating authority has the locus of control over the colleges and is made owner of the process – rescued welfare officer by de-coupling him from the process chain. • Zero man days expended by the welfare officer compared to year-long engagement in previous deployment. • Authentic information from affiliating authorities. • Welfare officer available for other pertinent tasks. • Students not in debt and reduction in drop-out rates.				

Source: Government of Andhra Pradesh

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2. Andhra Pradesh Online Beneficiary Management and Monitoring System (OBMMS)

Introduction

Government of Andhra Pradesh launched OBMMS to cover all the bank-linked schemes implemented by seven welfare corporations and 11 federations. The OBMMS is used for the implementation of Special Central Assistance to Scheduled Castes Sub Plan (SCA to SCSP) in Andhra Pradesh to ensure convergence and map beneficiary lifecycle. This step was taken to address the issues previously faced by the government such as multiple trips required by beneficiaries for registration, document submission, etc.; high costs incurred for information retrieval of physical documents; delays in process and delivery of services; and absence of alerts for critical action.

Solution

A synergistic ecosystem cutting across 21 corporations/federations was put in place to bring previously divergent processes under uniform common process. To ensure transparency, features like built-in monitoring and linking of all the stakeholders from marginalized sections of the society, private and public sector banks and government officials to a common platform was introduced.

Figure 3: Overcoming Challenges through OBMMS

Source: Andhra Pradesh Scheduled Caste Cooperative Finance Cooperation

Impact

- 6.7 lakh applications registered per year
- 3 lakh beneficiaries
- 778 Mandal (sub-district) officers associated with the platform
- 7000+ bank branches linked to the platform
- 48+ lakh sheets of paper saved during registration process
- 8-10 hours saved per beneficiary
- No duplicate/ghost applications

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- Speedy verification: 1-2 hours saved per beneficiary
- Future retrieval of records improved
- Turnaround time improved by 30 per cent
- Staff productivity increased by 30 per cent

Source: Andhra Pradesh Scheduled Caste Cooperative Finance Cooperation

B.Direct/Indirect Employment Generation

3. West Bengal Skill Development Programme

Introduction

Department of Social Welfare of West Bengal promotes an integrated skill development programme under SCA to SCSP to empower the Below Poverty Line (BPL) Scheduled Caste (SC) families to earn sustainable livelihood. SCA to SCSP faced several issues with regards to poor convergence with other sectoral departments, low outreach under skill development component and poor sustainability of the measures provided to the beneficiaries. During last five years, the state has implemented some of the country's best skill development initiatives such as "ethnic beauty care", "tailoring programme" etc. under the scheme. The programmes are implemented in collaboration with government and non-government agencies and provide support to beneficiaries right from acquiring the skill set to producing the units and selling the products in the market.

Solution

The Department received an increase in actual release from Rs. 83 crores in 2014-15 to Rs.164.85 crores in 2018-19 under SCA to SCSP. For skill development initiative alone, the average per capita investment increased from Rs. 19,962 in 2014-15 to Rs. 20,315 in 2018-19. The state uses Cluster Development Approach by identifying potential area for intervention followed by a needs assessment to map the skill gap in the community. The state has collaborated with EPC, National Institute of Fashion Technology (NIFT) and Apparel Training & Design Centre (ATDC) to impart the skills among the beneficiaries post which two levels of skill training is conducted. This is followed by product orientation, apprising the beneficiaries with relevant technology for designing the aspired products, facilitating market linkages and providing financial support through National Scheduled Castes Finance and Development (NSFDC) schemes for entrepreneurial ventures.

Impact

Following impacts have been observed following the intervention:

- Around 19,000 SC/ST females out of 28,000 trained (beauty therapist course) are barefoot beauticians earning from Rs. 3000 pm to 15,000 pm. 500 SC females applied for finance for setting-up parlours (branded by Shehnaz Hussain).
- Around 3,500 female master tailors (self-employed tailor course) have been setting-up schools such Usha Selai School Model.
- On an average, 3,500 trainees have been provided with job employment in sectors like plastics engineering and technology (CIPET); automotive (Hyundai Motors); banking and financial (Axis Bank, ICICI Bank), FMCG (Godrej, ITC), LED mechanics (SIMOCO); security

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and surveillance (G4S); DTH installation; AC/ refrigerator (Samsung, LG); nursing aid; General Duty Assistant, frontline health worker, etc.

Source: Annual Report 2015-19, Department of Social Welfare, West Bengal

C.Innovative Practices, Technology and Know-How

4. Reclamation Schools for DNT Community by Tamil Nadu

Introduction

The people belonging to the de-notified communities, particularly the Piramalai Kallars, severely lag behind on the educational front and their literacy rate is low. For the educational upliftment of the de-notified communities, particularly the Piramalai Kallar community, 213 primary schools, 22 middle schools, 22 high schools and 38 higher secondary schools totaling 295 Kallar reclamation schools are functioning under the control of Most Backward Classes and De-notified Communities Welfare Department, Tamil Nadu.

Solution

Upgradation of schools, construction of additional classrooms, laboratories and toilet blocks for girl students, supply of laboratory equipment, provision of electricity, drinking water facilities etc. are the various steps taken by the government in this direction. A total of 24,480 students are studying in these schools. Students of Kallar reclamation schools are given special cash incentive, footwear, laptop, school bag, geometry box, crayons and atlas by the School Education Department, as provided to the students studying in government/government-aided schools.

In the next financial year(2020-21), as many as 213 KR schools will get modern benches with attached chairs to accommodate two students each. These will be procured at the cost of Rs 4.12 crores. The government has also decided to improve the laboratory facilities in 10 KR higher secondary schools at the cost of Rs. 67.5 lakhs. According to officials of Backward Classes, Most Backward Classes and Minorities Welfare Department that runs Kallar reclamation schools, “There are 38 higher secondary schools run by Kallar Reclamation Board. Among them, 23 schools would get smart classrooms to be set-up by ELCOT at the cost of Rs 1.05 crore”. The government has also been conducting special communication and spoken English classes for nearly 3,500 students from higher secondary classes.

Impact

For the past three financial years, Kallar reclamation schools have been securing pass percentages of above 90 per cent in Class 12 Public Examinations (92.8 per cent in 2016-17, 92 per cent in 2017-18 and 96.8 per cent in 2018-19).

Source: Government of Tamil Nadu, (2020), Policy Note of Backward Classes, Most Backward Classes and Minorities Welfare Department

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Part II: Ministry of Tribal Affairs

A.Use of IT/Technology in Driving Efficiency

1. Direct Benefit Transfer Portal: Improvement of Service Delivery for ST through IT

Introduction

To address the gaps that exist in educational status of STs, Ministry of Tribal Affairs (MoTA) operates dedicated schemes to provide educational and livelihood opportunities for the ST community. These schemes, especially the scholarship schemes, provide the underprivileged access to quality education from pre-matric to post-matric stage as well as to higher-level education. However, the implementation of these schemes, owing to their hitherto largely analogue nature, presented difficulties to the Ministry in terms of assessing their effectiveness and, parallelly, deprived the beneficiaries of swift disbursal of scholarships and, hence, support from the schemes.

Solution

The Ministry, through the Direct Benefit Transfer (DBT) portal, decided to formulate a comprehensive umbrella digital platform to bring in much greater transparency, accountability and ease of operation for all the stakeholders involved. The platform utilizes the prevailing best e-governance practices viz. Digi-Locker, Aadhaar, The Public Financial Management System (PFMS) to bring all the stakeholders together for better information flow and radically improves the citizen service delivery while reducing delays, and redundancies in a sustainable manner.

Through process re-engineering, the Ministry opted for a module-based approach to bring in transparency and enhanced efficacy in line with the prevailing best practices in the e-government sphere:

- **Integration of Universities with the Fellowship Portal:** To reduce process overhead and gaps, the universities have been integrated with the fellowship portal by utilizing the "Verification Module". The registered nodal officer of the university can access documents available through Digi-Locker and process the applications digitally by issuance of approval or rejection. Through this integration, MoTA can regularly monitor the up-to-date process of verification and grievance redressal. Additionally, timely verification has resulted in MoTA disbursing the scholarships in the same academic year to the eligible students. This module integration has benefited 4,794 scholars pursuing fellowship programmes across 331 universities.
- **Digi-Locker Integration:** The application form requires the prospective students to upload documentation pertaining to Aadhaar, income, caste, marksheets etc. as required by MoTA and the respective institutes. Both the fellowships as well as the overseas portals have been integrated with Digi-Locker. Additionally, the students can upload documents that are not available on Digi-Locker.
- **Aadhaar Authentication:** The DBT mission mandates the capturing of beneficiary details through Aadhaar authentication for all central sector schemes. The Aadhaar capturing allows the tracking of a student's lifecycle from pre-matric to Ph.D., while capturing

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information about the scholarships that they have opted for, drop-out rates as well as tracking those utilizing multiple schemes for their benefit.

- **Data Analytics and MIS Report Generation:** The onboarding of Centre of Excellence of Data Analytics (CEDA) and National Informatics Centre Services Incorporated (NICSI) for data analytics has led to a detailed data bank in two years. The data of 44 lakh student beneficiaries of Central Sector Scheme (CS) and Centrally Sponsored Scheme (CSS) is now readily available. The database additionally allows various kinds of MIS report generation such as district-wise, state-wise, institute-wise, stream-wise, gender-wise disaggregated data for monitoring and evaluation with different stakeholders.
- **Communication and Grievance Redressal:** The centralized grievance module has been designed and implemented to handle the grievances of all the participating stakeholders – candidates, universities, state nodal officers, UT nodal officers and so on. Alerts and notifications are sent through SMS and e-mail to all concerned stakeholders. All states have been registered on the portal and the principal secretaries of the state, nodal officer for scholarships and nodal officer (technical) have been issued login details to administrative state activities.

The DBT Portal now facilitates two-way communication through its dedicated module:

- **Ministry with the States:** All important letters, announcements and notifications are uploaded on the portal for the consumption of the stakeholders. Provisions have also been made for state-specific correspondences.
- **States with the Ministry:** States now have the ability to raise technical queries and upload proposal documentation relating to Statements of Accounts Expenses (SOE) / Utilization Certificate (UC) and others. A dedicated team of experts has been deployed to timely address and resolve these queries. This module has facilitated the reduction of time taken for correspondence as physical correspondence has been minimized. Additionally, owing to the increased process efficiency, the state departments utilized the entire budget and cleared pending arrears up to 2018-19, while 25-50 per cent advance for 2019-20 was disbursed by September 2019.
- **States with States:** As the states can now effortlessly communicate with each other, exchanging inputs, best practices and insights are now easily facilitated.

Impact

As the platform embraces digitalization, the service delivery in terms of both processing and delivery has seen remarkable improvements as well as mitigation of risk and fraud. Timeline reduction has taken place as submission of UC and SOE are now online. Through Digi-Locker and PFMS respectively, the documentation is easily verified, and funds disbursed in an efficient and transparent manner. Finally, as the stakeholders are connected to each other, grievances can be swiftly addressed. With Key Performance Indicators (KPI) easily monitorable, a focused execution of scheme objectives can take place. Planning and monitoring of funds can now be done based on beneficiary data. Additionally, the performance of states and UTs can be easily tracked for better implementation and synergy. The enhancement of service delivery has led to a general improvement in the livelihood of the underprivileged groups, leading to upliftment of the tribal population and improved confidence.

Source: Ministry of Tribal Affairs

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B.Impact and Role of Community in Schemes

2. Mendha Lekha case: Marketing of the Minor Forest Produce by the gram sabha

Introduction

Under Minimum Support Price (MSP) for Minor Forest Produce (MFP) scheme, powers for trading of the MFPs are not vested with the Provisions of the Panchayats (Extension to Scheduled Areas) Act, 1996 (PESA) gram sabhas in the V Schedule Areas. In scheduled areas under Schedule V of the Constitution of India, the gram sabhas should be involved in Non Timber Forest Products (NTFPs) related activities, in accordance with the provisions of the PESA Act. However, as reported during state KIIs, gram sabha in scheduled areas and gram panchayat do not get the opportunity to work in close liaison with the forest and other line departments. There has been very little involvement of gram sabha in the marketing of MFPs across Scheduled V states.

Solution

Previously, bamboo was treated as timber and hence, forest department had full control on trade in bamboo. The villagers were not allowed to sell bamboo to outsiders, since the forest department did not issue transit passes. Menda Lekha villagers successfully fought with the Ministry of Environment, Forest and Climate Change to consider bamboo as a minor forest produce in March 2011. And in April 2011, tribals received the license to harvest and trade bamboo as an MFP. Hence, Menda Lekha village in Gadchiroli district of Maharashtra has done exceptional work by taking control over MFPs under gram sabha. It is the key decision-making institution for self-governance and management of surrounding forests.

Tribals of this village received transit pass books to harvest and transport bamboo and it was greatly emphasized that the power to issue transit passes for bamboo must be retained by gram sabha only. Hence, the transit permit passbook was handed over by the forest department to the local community leader, Shri Devaji Tofa.

Impact

The village became the first village in the country to earn a massive Rs. 1crore revenue from bamboo sales. The villagers credited the success to the transparent and independent tendering process initiated by gram sabha. There was no involvement of the forest department in the process at any stage. The revenue was nearly 250 per cent more than what the forest department raised in the neighboring villages. This initiative improved the capacity of the villagers to earn their livelihood through forest-based activities. With the generated revenue, ideas of integrated all-round development such as soil and water conservation to increase bamboo productivity and improving road connectivity were implemented.

Source: KII with Social inclusion expert

C.Stakeholder/Beneficiary Behavioural Change

3. Study Tour to ITDP, Dharni: Awareness initiative

Introduction

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Limited awareness about tribal schemes continues to exist in tribal areas. The tribal population is unaware of the tribal welfare schemes and procedures involved in applying for benefits. There has been limited involvement of NGOs in creating awareness among tribal masses. Also, the administrative machinery is not sensitized towards peculiarities of tribal habitat.

Solution

In order to generate awareness amongst tribal masses, an NGO named Efficore in Dharni, Maharashtra, conducts study tour of Integrated Tribal Development Project (ITDP) office which is meant for the villagers. The idea behind the study tour was to generate knowledge about what ITDP does, how it functions, the roles and responsibilities of the various officials, and the procedures involved in applying for tribal welfare schemes. The NGO, in collaboration with ITDP Dharni, arranged several 'Knowhow Visits' to the ITDP Project Office. Such awareness initiatives are carried out once in two months. The ITDP officers also provide details about the various tribal welfare schemes and serve as the 'point of contact' for any scheme-related queries.

Impact

Involvement of NGOs in generating awareness in the tribal areas has yielded good results with respect to greater participation of villagers in scheme implementation. Earlier, villagers of Dharni were not familiar with procedures. Through this initiative, they got the opportunity to visit the ITDP Project Officer and were also briefed about the roles and responsibilities of the officers and also regarding the procedure for applying for various tribal welfare schemes. This initiative has helped achieve greater knowledge about the tribal welfare schemes, and also helped in building confidence of the tribal community in applying for welfare schemes. Moreover, this has helped in reducing people's dependence on agents for applying for benefits.

Source: KII with Maharashtra tribal officials

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D.Unlocking Synergies with other Government Programmes

4. District Mineral Foundation Trust (DMFT): Involvement of non-profit body to supplement the development activities carried out by state and Central Government

Introduction

Non-convergence with state and district plans has been reported to be a serious issue which cause delays in achieving outputs under government schemes. In Dhanbad district of Jharkhand, convergence of state plans with District Mineral Foundation Trust (DMFT) was done to ensure regular fund flow and achievement of outputs at a faster pace. The district faced acute water crises, non-usage of Swachh Bharat Mission toilets, and unawareness regarding government schemes was a matter of concern. With the involvement of DMFT, challenges under sectors such as drinking water supply, healthcare, sanitation, education, skill development, women and childcare, welfare of aged and disabled people, skill development and environment conservation has been taken care of to ensure substantial improvement in the quality of life.

Solution

The approach of planning exercise for mining affected areas undertaken by DMFT involves the necessary steps for successful implementation of projects.

- Stakeholders meeting of all the district department officials.
- Adoption of micro planning approach for villages (initiatives such as awareness generation among the *gram sabha*, training & capacity building of *gram sabha and* preparation of Village Development Plan (VDP)).
- Needs assessment of the district based on the data collected through field visits
- Analysis and compilation of VDP along with departmental plans (project proposals are evaluated based on prioritization matrix for that district).
- Final compilation of VDP and departmental plan into yearly perspective district plan for DMFT.

Impact

The initiative has a positive impact on the people living in the tribal areas of Dhanbad. DMFT provided support for completion construction of community toilets for both men and women at different public places in the district. Along with this, arrangements were made to spread further awareness among people about sustainability of open defecation free status and importance of bringing about behavioural change. Such awareness sessions have convinced villagers to use community toilets, which, in turn, has helped in ensuring open defecation free villages.

Source: KMPG`s Key Informant Interview with sector expert

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5. Mission Jeevika - Convergence of national/state flagship schemes through livelihood cluster development programme in Odisha

Introduction

The SC & ST Development Department, through Odisha Tribal Development Society (ODTS), aims to ensure access to improved and sustainable livelihoods for tribal people in the tribal sub-plan blocks through convergence of national/state flagship schemes. Based on local conditions, available resources and capacities of the tribal communities, livelihood interventions were taken up in clusters.

Solution

Mission Jeevika programme, a livelihood cluster model, was conceptualized during 2019-20 to support individual tribal beneficiaries/SHG members for creation of community level assets incidental to livelihood promotion. The programme is being implemented in 22 Integrated Tribal Development Agencies. Funds received from Ministry of Tribal Affairs under SCA to TSS is leveraged along with other programmes like Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), National Horticulture Mission (NHM), Rashtriya Krishi Vikas Yojana (RKVY), Agriculture Production Cluster, etc.

Some of the indicative sectors for development on priority basis under Cluster Development Programme are:

- Agriculture and allied activities
- Livestock development
- Processing and marketing
- Small and micro enterprises in rural areas
- Traditional arts such as handicrafts and handlooms

Impact

Under this initiative, few identified activities for each Integrated Tribal Development Agency (ITDA) are being promoted only in clusters along with a number of related and supporting services, leading to holistic livelihood development. Tribal beneficiaries are facilitated to take up market-linked production of few identified livelihood interventions covering minimum of 50 acres for a farm-based cluster and minimum of 100 beneficiaries in case of any off-farm cluster in a contiguous patch.

Special emphasis is given for ensuring competitive advantage of the identified activities through introduction of better production practices, scale of production, better access to quality raw material, skill development, inputs support and marketing assistance. Cluster-based producer group are formed and registered under suitable Act to take care of their product collectivization, processing, value addition, social and economic needs including marketing, etc.

83,000 tribal beneficiaries were supported to take up various area specific farm and off-farm production clusters. 554 farm and off-farm clusters were promoted through provisioning of quality inputs, introduction of better production practices, irrigation sources and timely marketing linkage.

Source: KMPG`s Key Informant Interview with tribal department officials of state of Odisha

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Part III: Ministry of Home Affairs

A.Direct/Indirect Employment Generation

1. Special Central Assistance: Transforming Lives and Livelihoods in Hazaribagh District, Jharkhand[1]

Introduction

The Special Central Assistance (SCA) scheme was conceptualized keeping in mind the need to bridge gaps in public infrastructure and services in districts highly affected by Left Wing Extremism (LWE). Many of these regions lack basic infrastructure such as schools, health facilities, electricity, fair price shops and banks, the scarcity of which fosters resentment towards the government which may take the form of violent extremism. The main objective of the programme in Hazaribagh is to give a thrust to the development programmes for scheduled castes with reference to their occupational pattern and the need for increasing the productivity of and income from their limited resources.

Solution

Two of the most successful projects initiated in Hazaribagh under the scheme to ensure the continuity of rural livelihood were creation of a check dam in Chouparan and renovation of a stream in Batuka village.

1. Check dam on Sahlatwa River, Chouparan: Scarcity of rainfall severely affects agricultural practice and, hence, the lives of farmers in Chouparan. To address these challenges and to prevent the depletion of groundwater, a check dam was created on the Sahlatwa river in Nawadih village. This village lies in a non-perennial topography with large seasonal variations in groundwater discharge.
2. Renovation of Batuka Stream Aahar[2], Batuka Village: The farmers in the LWE and mining affected village rely on Batuka stream and surface water resources for irrigation purposes. There exists scarcity of ground water in the region which makes the alternative water sources even more important. Hence, the renovation of the pond was considered an important measure for the development of the farmers within the block. This initiative also led to the usage of the aahar as a reservoir for the water stream descending from the hills.

Impact

The check dam in Chouparan has enabled farmers in the region to continue the cultivation of paddy and wheat. The command area achieved through the dam is 30 hectares in the Kharif season and 10 hectares in the Rabi season. The dam has a capacity of 2,50,00,000 litres and the water is used for irrigation and domestic purposes. The dam is also expected to have a positive effect on the recharge of groundwater.

[1] MHA, LWE Division, (2020)
[2] *Ahar* system is made of various channels and retention ponds used to manage water resources. These channels are traditionally established by individual farmers, who often own different parts of the channel. These are long enough to supply water multiple number of villages.

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Renovation of the Batuka stream helped in restoring the optimal water storage capacity of the aahar and made provisions for irrigation. The design features a check dam cum escape structure, along with a 300 feet long irrigation channel which follows it. The dam and the aahar have also been desilted to increase the water storage capacity.

Figure 4: Creation of check dam and revamp of stream in Hazaribagh district

Source: LWE Division, MHA

B.Innovative Practices, Technology and Know-How

2. Connecting Gaddchiroli[3]

Introduction:

A prime focus of the LWE affected districts is to enhance their capacity to resist LWE terror. Multiple initiatives in this regard have been taken by the Centre and the states to mitigate the challenge. One such initiative undertaken in Gaddchiroli, Maharashtra, to modernize its police force was 'Connecting Gadchiroli'. The district lacked telephone connectivity and majority of its villages and police outposts were outside network coverage. Absence of a reliable communication network had become a cause of concern for the government, which led to the initiation of the project. With this, the problem of communication for the police was solved and seamless communication network was made available for the district.

Solution

A tender was prepared in consultation with officers and experts in National Informatics Centre (NIC). The opinion of experts in the field of networking and hardware was also sought for this purpose. Further, a special committee was constituted to evaluate and give recommendations regarding the technical details of the project and evaluate the tender process. The

[3] Primary Data Collection, SP, Gaddchiroli

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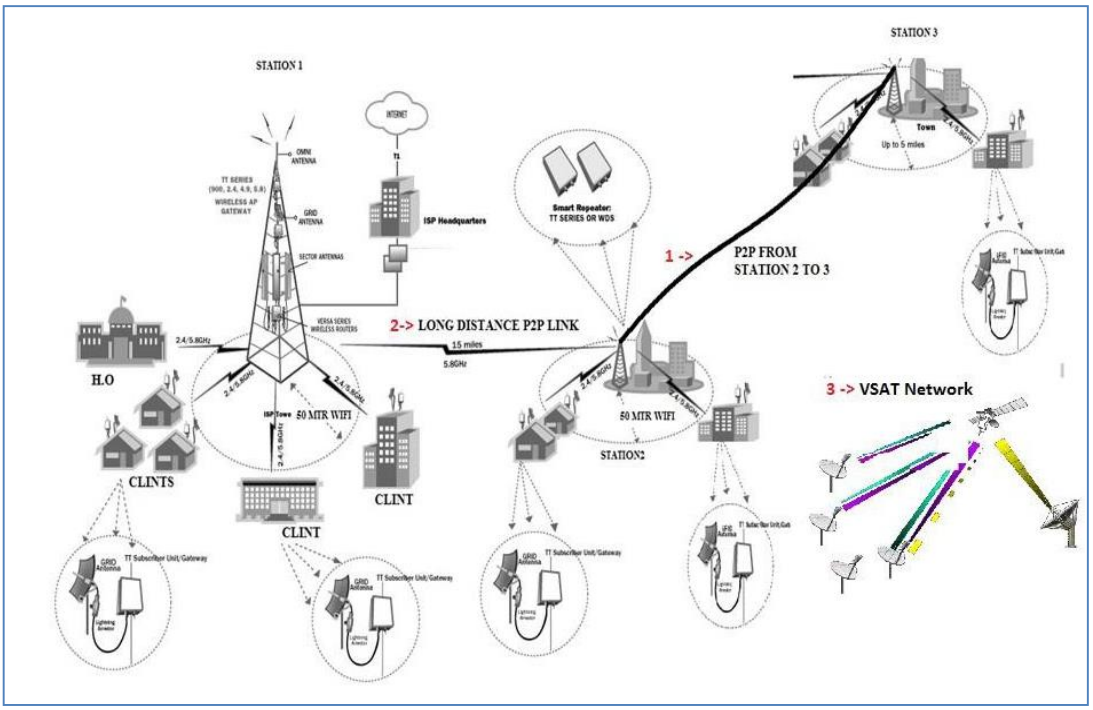
implementation strategy involved securing network coverage through three mediums, as elaborated below:

1. **Point to Point Connectivity/Optical Fiber Connection (OFC)**: Posts which were located at *tehsil* and other important villages with availability of BSNL OFC connectivity, were covered through OFC network of BSNL.
2. **Long Distance P2P Wireless Link**: Connecting the remote posts by wireless links was a challenge under the project. Thus, long distance P2P Wireless Link were used to transmit the data from OFC end points to remote posts. These links could cover up to 45 kms radius depending on the line of sight. At least half of the posts in Gadchiroli were covered using this technique.
3. **Satellite Based Connection (VSAT)**: The posts not connected by either of the above techniques were connected through satellite-based internet connectivity. Though this technology was expensive, the bandwidth provided by this method proved efficient to address the purpose of the project.

Figure 5: Mechanism of assuring network coverage in Gadchiroli



Source: SP, Gadchiroli

Impact

Connecting Gadchiroli is a game-changing project in police administration and developmental history of Gadchiroli. The project has provided a platform and a foundation for new ideas and initiatives. Some of the impact created by the project has been elaborated below:

- **Establishment of Secure Hot Line/Intercom:** The project has connected all the posts - sub-divisions to headquarters - through a secure communication channel. Every location/office is provided with Voice over IP based telephone. Officers can directly make a call through these phones using a four-digit intercom number. This significantly helps supervisory officers to follow-up with their subordinates in their day-to-day work.

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- **Interactive Training through Video Conferencing:** Regular virtual training courses have been held in JTSC (Jungle Tactics and Survival Course) to train officers and men in warfare tactics, intelligence, law, etc. High speed, dedicated video conferencing facility are used to broadcast the training sessions in the head quarter to all the posts and offices in the district.
- **Centralized CCTV Network**: Post the realization of Connecting Gaddchiroli, any IP based device can be brought into the network. IP based CCTV cameras can be installed at all posts and offices and the live video feed can be seen in the head office. Also, high definition night vision cameras can be installed at *Morchas* (Watch Towers) in the posts and the area can be monitored remotely. Any suspicious movement of enemy can be traced easily now.
- **Base for e-Governance initiatives:** The district has undertaken e- governance initiatives such as file sharing and file tracking system where interior posts and offices can share their files or send a request through this application and they can track the movement of the file in the head office using unique identification number of the file. This will not only help the employees but also the supervisory officers to keep a watch on the working of administrative staff.
- **Internet Facility and Online Library:** All the officers and men in the posts can be provided with internet access so that they do not miss out on the advantages of internet in their day-to-day life. Access has also been provided to online library server set up in the head quarter.

Source: KPMG`s Key Informant Interview with SP, Gaddchiroli

C.Global Learnings

3. Hot Spot Policing in Bogota, Columbia

Introduction

Incidents of homicides continued to remain high in Bogota, Columbia despite attention of the police and availability of basic public services there. Safety and security have been of major concern to the residents, owing to increasing crime rates. In the year 2015, the Economist Intelligence Unit ranked Bogota third with respect to worst quality of life. Two per cent of the streets accounted for the majority of the homicides in the city.

Solution

In order to reduce the incidents of crime, the police and mayor's office conducted an evaluation of citizens. Post the activity, more than 1900 streets were identified for one of the following initiatives based on the requirement.

- Hot spot policing: In certain streets, the deputation of the police increased from 90 to 180 minutes for a period of eight months. Patrolling in nearby bars and clubs increased to three times respectively during day and night while certain hot spots were monitored five times a day and once at night.
- Municipal clean-ups: Contractors in charge of municipal maintenance were recommended to map loopholes in municipal services and provide services such as cleaning of garbage, clearing graffiti, installing lights, etc.
- Hot spot policing and municipal clean-ups: The Mayor's office also recommend certain streets for both Hot spot policing and municipal clean up.

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Impact

It was observed that no positive impacted was noted in streets where hot spot policing and municipal cleaning were individually implemented. Incidents of crime spilled over to the adjacent streets (250 m away). When calculated, less than two per cent reduction in crime rates was observed in these cases. With respect to spill over crimes, it was observed that crime displacement was observed mainly in the case of property crimes. Significant reductions were recorded in the case of violent crimes, a 5 per cent reduction was recorded in cases of rapes and homicides. In total, a 57 per cent reduction was observed in the streets subject to combined hot spot policing and clean ups.

Source: JPal, (2020), Improving Security through Concentrated Policing in Bogotá, Colombia

D.Stakeholder/Beneficiary Behavioural Change

4. Tribal Exchange Programme under Media Action Plan

Introduction

Children in LWE affected areas do not have sufficient exposure to the world outside the LWE affected region, and the latest developments therein, owing to poor communication networks. These children have very limited or no access basic education, as a result of which they often easily fall prey to LWE cadres. These children are sometimes also forced or kidnapped into joining naxal groups. As a result of such instances, and in order to steer the vulnerable children in LWE affected regions in the right direction, as also to increase their awareness about the available opportunities, the LWE Division in collaboration with Nehru Yuva Vikas Kendra (NYKS) has initiated the Tribal Exchange Programme.

Solution

In this programme implemented by NYKS, 2000 children aged 12-29 years, from naxal affected *zilas* are invited to metro cities for a period of seven days. These children are then provided exposure to the gamut of opportunities available there and to way of life in the city. The children who attend the programme participate in field visits. They are taken for industrial sector visits and visits to popular heritage sites. They also undergo capacity and skill building trainings and majority of the interactions take place in workshop mode. Post the completion of the visit, the district offices follow-up and prioritize their skill building, job opportunity, leadership training, etc. to ensure the sustainability of the programme.

Impact

This programme helps the participants in distant geographies understand and appreciate their country. They meet new people, indulge in cultural exchange as a result of which some direction is attained in terms of potential career prospects and goals before them. They also realize the importance and significance of their culture through it. It helps bring into focus the human face of the government before them and changes the perception of the community regarding armed forces and, to some extent, bridges the gap between them.

Source: MHA, LWE Division (2020)

Figure 6: Snapshots from activities conducted under Tribal Exchange Programme

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Source: LWE Division, MHA

Part IV: Ministry of Minority Affairs

A.Use of IT/Technology in Driving Efficiency

1. Directorate of Minorities, Karnataka: Use of ICT for simplicity of operation and handling of public records

Introduction

To address issues such as shortage of human resources at state/district level, as well as lack of accountability and transparency, State Minority Department of Karnataka introduced user-friendly applications and incentivized state/district officials for greater participation and better performance. Also, the state has been reported to be one of the top performing states under the Pradhan Mantri Jan Vikas Karyakram (PMJVK), during national Key Informant Interviews (KIIs). The state has undertaken innovative solutions to ensure on time delivery of projects, as well as generating awareness through involvement of NGOs.

Solution

Karnataka Minorities Department adopted strategies to bring about transformation and positive impact:

- **Use of Information Technology –** NIC developed the state minority website where details related to all the schemes, progress reports, as well as PMU data is available in a comprehensive manner.
- **Capacity Building and Training-** The department also provided training to 30 district welfare officers and 60 data entry operators on the usage of applications.
- **Information Centers-** In order to generate awareness about the schemes undertaken by the state department, information centers have been set-up to assist minority beneficiaries.
- **Concurrent Evaluation-** The department proactively shares data with Karnataka Resident Data Hub and also conducted training for all district welfare officers and data entry operators.
- **Involvement of NGOs:** NGOs have played a significant role in implementing minority schemes in the state. NGOs such as Karnataka Zakat Foundation, Cigma Foundation,

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Talent Research Foundation, Rayan Foundation, Millat NGO, etc. create awareness about minority schemes in the minority-dominated areas.

Impact

IT initiatives undertaken by the state department have increased efficiency of outputs/processes and have led to timely reporting of physical progress under the PMJVK scheme. Also, it has helped in greater coverage of beneficiaries as well as in achieving 98 per cent utilization of the budget earmarked for financial year (2017-18) for the department. Around eight schemes in the department have been made online since 2016-17. The shortage of resources at district level has also been addressed through district information centers which are well equipped with staff. The shift from paper-based to data-based system has led to faster dissemination of information amongst stakeholders, ease of data sharing with different stakeholders, reduction in paper-based documentation and greater transparency.

Source: KPMG`s State KII, Karnataka

2. 'Progress Panchayat' initiative of Ministry of Minority Affairs: Minority schemes outreach vehicle

Introduction

Ministry of Minority Affairs (MoMA) introduced an innovative interactive initiative to establish direct communication with minorities and generate awareness about government's welfare and empowerment schemes for them. In order to increase awareness of minority communities about the available schemes, the Ministry, in collaboration with states, initiated the 'Progress Panchayat'. These were organized in various places such as Rampur, Uttar Pradesh and Alwar, Rajasthan during 2017-18.

Solution

Progress Panchayat is a special initiative undertaken by MoMA to review the implementation of central schemes for minorities as well as to increase awareness in MCAs about the various schemes implemented by the Ministry. It is a platform where the government officials, ministers from both Centre and state, as well as the local people come together to interact and discuss implementation status of minority schemes. Issues related to social, educational and economic development of minorities and actions that need to be taken are discussed at this forum. Ground level reports are sought to fulfil the needs of the minorities. During the programme, suggestions are also invited from the people for better implementation of the minority schemes.

Impact

The initiative has given a boost to all the sanctioned works and has successfully established coordination among various states. This has proved to be a milestone for the empowerment of minorities. Through this initiative, recent projects that have been undertaken by the Ministry, such as Sadbhav Mandaps and Hunar Hubs, were popularized as places that would serve as a community centre with toilet facilities and would have facilities for education and skill development, disaster relief, awareness campaigns, sports facility, social and cultural gatherings, and other such events. Various development projects such as schools, hostels,

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health centers were inaugurated across states. States received positive responses from the people in the Progress Panchayats held in Haryana and Uttarakhand.

Source: Ministry of Minority Affairs

3. Use of Web Portal and Mobile Application for Geotagging of Developmental Projects in Arunachal Pradesh

Introduction

In order to create a common platform for data sharing and to ensure transparency and accountability, the state government of Arunachal Pradesh made it mandatory to monitor progress of all Centrally Sponsored Schemes (CSSs) and state schemes through satellite-based monitoring and geotagging of development projects. This initiatives was undertaken for periodical assessment of stages of developmental projects.

Solution

Geotagging is done before, during and after completion of projects, with photographic evidence, before funds are released under Pradhan Mantri Jan Vikas Karyakram (PMJVK). Arunachal Pradesh government has developed a monitoring application named, 'Arunachal Monitoring', which is used for geotagging and collecting photographic evidence. The data is collected and uploaded directly on the portal. Fifty per cent of the funds have been released for setting up of the app. For the release of the remaining 50 per cent funds, the districts have to submit photographic evidence of the projects by uploading them onto the portal. Later on at the time of sanctioning of funds, the state department verify the status of projects through the photographic evidence uploaded on the portal. Hence, the projects are digitally monitored by the district level committee and the evidences collected are used for sanctioning of funds by the state department.

In order to ensure smooth implementation, the field officers were imparted training on procedures and report-generation mechanism. Also, field visits were undertaken for conducting practical training for geotagging of projects.

Impact

The initiative helped in strengthening the database and promoted ease in sharing data between the Centre and state. The state departments could constantly monitor the progress of developmental projects using satellite imagery and geotagged coordinates of work sites.

Source: State KII, Arunachal Pradesh

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Part V: Ministry of Law and Justice

A.Innovative Practices, Technology and Know-How

1. Gram Kachahari: Alternative Dispute Resolution at Village Level

Introduction

India is gripped with the problem of case pendency in lower courts. As on December 2020, more than 3.65 crore cases reported as pending in district and subordinate courts. Additionally, the vacancies of judges is a challenge. In most of the cases, district court is the primary point of contact for legal dispute resolution. But there are limited avenues for dispute resolution below district level. To address this issue, state of Bihar, through the Bihar Panchayati Raj Act, 1993, provided for setting-up of *Gram Kachahari* for resolution of village disputes. A *Gram Kachahari* is a body within *gram panchayat* to adjudicate on local issues and provide legal redressal.

Solution

The *Gram Kachahari* (an institution for local legal redressal) of the *panchayat* is housed in the Panchayat Sarkar Bhawan. The *Kachahari* in every *panchayat* comprises of a *sarpanch*, a *panch* from every ward under the *panchayat* and an *up-sarpanch*. These village courts generally deal with minor offenses like abuse, theft, physical assault, drainage disputes, recovery of rent, damage to movable property, etc. The bench tries to come to amicable settlement for any suit that is filed. Only in cases there is no possibility of amicable settlement, the bench examines the dispute and gives its decision.

Upon conviction, the bench can declare legitimate punishment under Section 107 of the Bihar Panchayati Raj Act. However, the bench of *Gram Kachahari* cannot pass sentence of simple or rigorous imprisonment. The financial punishment is also limited to a fine not exceeding Rs. 1,000.

Impact

The *Gram* Kachahari is the court of the first resort. In most cases, *Gram Kachahari* is able to drive a compromise. In cases where fines are levied, the money collected is used for relief work.

In a bid to make these village courts more transparent, the Panchayati Raj Department has also roped in Chanakya National Law to create a panel of at least 100 master trainers for imparting training *to sarpanchs, up-sarpanchs, panchs, kachahari sachivs, nyay mitras* and others.

The police department has been given necessary instructions from the police headquarters to support the village officials.

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B.Unlocking Synergies with other Government Programmes

2. Court Managers: A globally accepted practice of managing the administrative functions of a court in a professional manner

Introduction

In India, judges are entrusted with various responsibilities like staff recruitment, looking after infrastructure, etc., in addition to their core duties of adjudicating disputes. Judges are regularly expected to conduct various administrative tasks along with their regular duties. This creates a lot of pressure on the system which is already grappling with colossal shortage of judges. There is a need for specialized court managers to look after the administrative tasks of running a court. Court managers may be responsible for planning, organizing, staffing, directing, coordinating, reporting, budgeting and controlling functions of the court and, thereby, driving efficiency.

Solution

The post of court managers was introduced by the 13th Finance Commission in 2010. MBA graduates with relevant work experience were taken on board as court managers and were required to assist judges in handling administrative tasks. They brought in much-needed technical and management skills to the high court and district courts in the country.

The primary objective of introducing the post was to assist judges in carrying out the administrative duties in different districts and high courts, thus, allowing judges to focus on their judicial functions. The Finance Commission set aside Rs 300 crores for setting-up the posts across the country between 2010 and 2015.

Impact

States such as Assam, Tripura, Kerala, Madhya Pradesh, Chhattisgarh and High Court of Jharkhand, Punjab and Haryana etc. have already incorporated the post of court manager. The Supreme Court has also stressed upon the need to have qualified court managers to assist managing the court administration. In its 2018 judgment, the apex court stated that these posts must be created in every judicial district and the post should be regularized by the state government.[4]

Countries such as Australia, United States, South Africa, Canada, etc. have introduced court managers/administrators that take care of the administrative functioning of the court. The experience from these countries has shown that court managers can play a crucial role in the administration of courts as they provide support to various stakeholders connected with the judiciary and ensure a proper flow of communication.

[4] All India Judges Association & Ors. v/s. Union of India (2018)

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C.Global Learnings

3. Case Flow Management: AI enabled system to improve court productivity

Introduction

The mounting arrears and pendency of subordinate judiciary, with cases pending for decades, have created a lot of strain on the system and beg for technological interventions for speedy disposition of cases. The Hon'ble Supreme Court, in a landmark judgment, had recommended adoption of Case Flow Management (CFM) to improve productivity and address the increasing arrears.[5]

Solution

Case flow management is the coordination of court processes and resources so that court cases progress in a timely fashion from filing to disposition. The basic concept of Case Flow Management is simply classification of an incoming case based upon set parameters (quantum of evidence, time frame, type of cases, etc.) and channeling of the said case into particular "Tracks" designated for specific category of cases with firm, definitive timelines. The adoption of these model rules was left to the discretion of high courts.

Impact

Case flow management has been introduced with much success over the last 20 to 30 years in several countries. The United States of America, United Kingdom, Canada and Australia are some of the countries where the principles of case flow management have been successfully incorporated in judicial management.

[5] Salem Advocates Bar Association vs Union of India (2005)

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