

CHAPTER-6

MONITORING AND EVALUATION

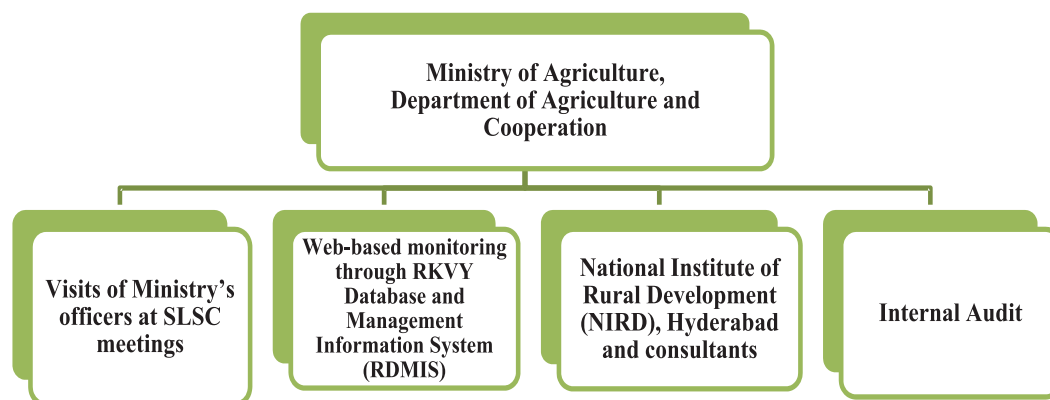
6.1 Introduction

The RKVY guidelines do not contain any provision for monitoring of RKVY, apart from the one *per cent* administrative provision. The guidelines stress on monitoring at State level only. However, Ministry has envisaged monitoring at the following levels.

6.2 Monitoring at the National Level

The overall structure of monitoring and evaluation of the RKVY at the National Level is depicted in the following diagram.

Chart - Monitoring at the National Level



6.3 Monitoring through visits of the Ministry's officers

The Ministry could not furnish records relating to meetings with State Government officers in Delhi and visits of Ministry's officers/officials to States. Therefore audit could not assess the adequacy and effectiveness of monitoring through this mechanism. The Ministry stated (July 2014) that State nodal officers would be advised to document visit.

6.4 Web-based Monitoring

Regarding the RKVY Database and Management Information System (RDMIS), Audit observed that this website comprehensively showcases all the aspects of RKVY. All States are required to enter and update data on this

website on regular basis. However, Audit could not find any evidence of monitoring of the scheme by the Ministry through this website.

In so far as the authenticity of the data entered by the States in the website is concerned, the Ministry replied (September 2013) that the concerned State Government was responsible for correctness of data entered and updated by them on the website. Further, it was the responsibility of the SLSC to verify/monitor and rectify any shortcoming in the data so fed in the website. There are thus no validation checks at Ministry's level.

6.5 Monitoring and evaluation through NIRD and consultants

The Ministry engaged the National Institute of Rural Development (NIRD) and 25 other consultants for monitoring and evaluation of implementation of the scheme. The Ministry appointed NIRD (December 2007) as a Standing Consultant for monitoring and evaluation of RKVY for the period January 2008 to December 2008 at a cost of ₹ 1.25 crore. The agreement was renewed (November 2009) for further period from August 2009 to March 2010 at a cost of ₹ 57 lakh. Subsequently, the agreement was again renewed in April 2010 for the period April 2010 to March 2011 at a cost of ₹ 98 lakh.

Scrutiny of records relating to the three agreements with NIRD revealed that it could not carry out all the tasks/duties allotted to it as per the agreements. A detailed scrutiny revealed that out of a total of 32 tasks, NIRD could not complete 16 tasks (50 per cent). As a result, out of agreed amount of ₹ 2.80 crore for the three agreements forwarded by NIRD, the Ministry paid an amount of ₹ 1.21 crore (comprising 46 per cent) only. Thus the monitoring exercise conducted by NIRD proved unfruitful. The most crucial tasks assigned to NIRD, in the first agreement, relating to establishment of a network of resource support institutions for planning, implementation and monitoring of RKVY, filling up gaps in conceptualization and execution of different activities under RKVY at national, state, district and local levels were not completed by NIRD.

The Ministry stated (July 2014) that services of NIRD had not been renewed after 2010-11 due to deficiencies in their performance.

6.5.1 Monitoring by Consultants

In view of the unsatisfactory work of NIRD as commented in above para, the Ministry appointed (from 2011-12) 22 consultants for monitoring of implementation of RKVY projects in various States and three consultants for monitoring and analyzing data entry in RDMIS and assisting the Ministry in monitoring work, etc. from the year 2011-12. Each consultant was to be paid

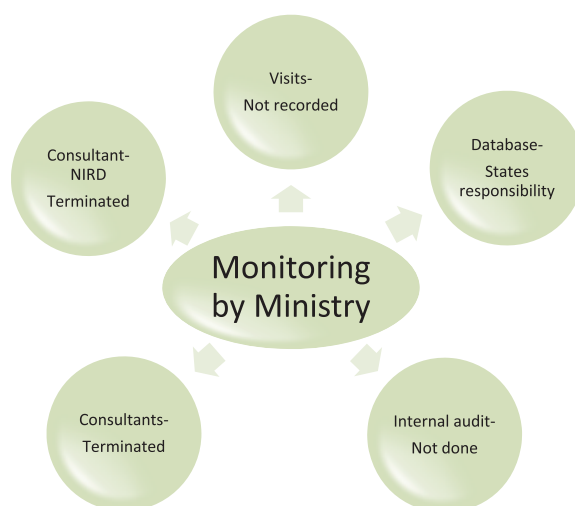
an amount of ₹ 35,000 per month (excluding travel reimbursement for 10 months). The 22 consultants appointed for States were required to update/complete/ reconcile data in RDMIS, obtain expenditure and utilization certificates and their reconciliation, visit the state(s) for monitoring and report on implementation of RKVY Steam I project, develop case studies, document RKVY success and contribution of RKVY to agricultural development and growth. An amount of ₹ 69 lakh had been paid to the consultants towards salary and other allowances during the period September 2011 to September 2012.

It was noticed that DAC measured the performance of these consultants as 'Satisfactory', 'Barely Satisfactory', 'Insignificant' and 'nil' on the basis of three parameters and accordingly made deductions in their claims. The performance of the consultants was largely found to be unsatisfactory and the intended objectives were not achieved. The performance of the three consultants appointed for RKVY work in the Ministry could not be verified in Audit as it was not documented and available on record.

6.5.2 Internal Audit

RKVY is being implemented since 2007-08. However, the RKVY remained without any financial scrutiny through the Internal Audit of the Ministry. The Ministry stated (July 2014) that internal audit of RKVY would now be conducted.

It can be concluded from the above that monitoring mechanism was not very effective, as summed up below. Though guidelines stressed monitoring at state level only, Ministry nevertheless created mechanisms, which it could not use gainfully.



6.6 Monitoring and evaluation by States

As per Para 5.2 of the guidelines, the nodal agency/Agriculture department will be responsible, inter-alia, for effectively coordinating with various Departments and implementing agencies with respect to the monitoring of projects and evaluating them. Further, as per para 6.1 and 6.3 of the guidelines, the SLSC constituted in each State under the Chairmanship of the Chief Secretary and comprising of Secretaries of all related Departments of the State Government, a representative each (not below the rank of Joint Secretary¹) of Department of Agriculture and Cooperation and Department of Animal Husbandry and Dairying, Ministry of Agriculture, a representative of Planning Commission, a representative of State Agricultural University and Secretary, Agriculture, will, inter-alia, be responsible for:

- a) Monitoring the progress of the sanctioned projects/schemes;
- b) Reviewing the implementation of the scheme's objectives and ensure that the programmes are implemented in accordance with the guidelines laid down;
- c) Ensuring that no duplication of efforts or resources takes place;
- d) Commissioning/undertaking field studies to monitor the implementation of the projects;
- e) Initiating evaluation studies from time to time, as may be required;

The SLSC shall meet as often as required but shall meet at least once in a quarter. The State Governments shall notify the SLSC within a month after the publication of the Guidelines and inform Ministry. Further, Ministry issued (July 2008) directions for constitution of a Committee under the Chairmanship of the Agriculture Production Commissioner which would inter-alia review the implementation of RKVY on a monthly basis and submit reports to the SLSC.

6.6.1 Monitoring and evaluation by SLSC/nodal department/Committee under the Chairmanship of the Agriculture Production Commissioner

Scrutiny of records in various States² revealed that the nodal agency did not effectively coordinate with various Departments and implementing agencies with respect to the monitoring and evaluation of projects.

¹ Amendment in this regard has been issued by DAC (July 2008) vide which Director level officer(s) from Government of India can attend the SLSC meetings to complete the quorum in the absence of Joint Secretary level officer if the agenda of the SLSC meeting is to review/monitor the implementation of the projects under RKVY.

² In Jammu and Kashmir no SLSC had been constituted.

Further, the SLSC, which was entrusted the duty of monitoring of the RKVY scheme, did not meet at the prescribed interval of once a quarter during the period 2008-09³ to 2012-13 (State-wise details in **Annex-XXIII**) to carry out the monitoring and reviewing the progress of the implementation of RKVY projects.

Analysis of the data relating to meetings conducted by SLSC in the States revealed that in the States of Assam, Chhattisgarh, Goa, Gujarat, Haryana, Jharkhand, Karnataka, Madhya Pradesh, Manipur, Odisha, Punjab, Rajasthan, Sikkim, Tamilnadu, Tripura and Uttarakhand shortfall ranging between 50 *per cent* and 70 *per cent* was noticed in the meetings of SLSC. Short fall of more than 70 *per cent* was noticed in four States of Arunachal Pradesh, Meghalaya, Nagaland and West Bengal.

Scrutiny of the records in the states revealed that in the states of Arunachal Pradesh, Himachal Pradesh, Jharkhand, Madhya Pradesh, Sikkim and Uttarakhand, the nodal department failed to carry out any monitoring of RKVY projects. Similarly, in the states of Chhattisgarh, Haryana, Karnataka, Manipur, Nagaland and Uttarakhand, the Committee under the Chairmanship of the Agriculture Production Commissioner for review of the implementation of RKVY projects on a monthly basis was not found constituted.

Audit observed that SLSC did not carry out its mandated task of regular monitoring and evaluation of the implementation of the projects taken up under RKVY. Besides, various other shortcomings were noticed regarding monitoring of the RKVY by States. The State-wise findings are mentioned in **Annex-XXIV**.

The Ministry stated (July 2014) that States would be advised to adhere to this stipulation.

6.6.2 Implementation of web-based monitoring system by States

As stated earlier in para no. 7.4, the Ministry monitors the implementation of RKVY also through a web based Management Information System for RKVY, called the RKVY Database and Management Information System (RDMIS), in order to collect and disseminate relevant information and data related to each project and also to collect progress and completion details of each project over its life cycle. All the State Governments are required to enter and update data in the RDMIS on regular basis.

³ Since the Ministry issued guidelines to all States in December 2008, therefore the year 2007-08 has been excluded and meetings of SLSC to be held from 2008-09 have been taken into account for calculating the shortfall.

Scrutiny of records in 15 out of 27 States revealed discrepancies in the data being fed into the RKVY website by the States. Details of discrepancies noticed in various states are given in **Annexure-XXV**. Due to numerous discrepancies in the data being uploaded by the States in the RKVY website, the purpose of establishment of the website by the Ministry was defeated.

It was observed in Audit that out of 27 States, eight States of Andhra Pradesh, Arunachal Pradesh, Gujarat, Jammu and Kashmir, Manipur, Tamil Nadu, Tripura and Uttar Pradesh, had not established any Management Information System till date.

In Tamil Nadu, it was noticed that the State Government sanctioned (March 2008) an amount of ₹ 10 lakh to Animal Husbandry Department towards establishment of MIS and the project was to be completed in one year. However, no MIS was established (May 2013) in the Department even after a lapse of four years from the date of release of funds. Some States such as Maharashtra, had established the MIS from August 2010 and only financial details upto 2012-13 were entered. In Assam where an MIS system had been established, it was observed that the data incorporated in the system was not reliable and indicated discrepancies when compared with the actual status of the projects.

The Ministry stated (July 2014) that the matter was being taken up with State Governments.

Recommendation 10: *The Ministry should focus on outputs by way of measurable targets such as increase in production and productivity, which are also verifiable.*

6.7 Conclusion

Monitoring of the scheme has been largely unsatisfactory. NIRD could not carry out its assigned tasks, which was crucial in the initial years of launch of the RKVY. Even where recommendations were made by the NIRD, no remedial action was taken by the Ministry/States. The performance of the consultants appointed for various States was also found unsatisfactory. The SLSC in various States did not carry out its mandated task of regular monitoring and evaluation of the RKVY. Numerous discrepancies were noticed in the data being uploaded by the States in the RKVY website.

Monitoring of the programme essentially meant tracking expenditure and physical targets. The thrust of web based tracking and monitoring was to see whether funds were spend as expected and physical targets met. Physical

targets included the area covered under the schemes, number of agricultural implements and/or seeds distributed and coverage of beneficiaries.

Benchmarks	Feedback
Financial targets	✓
Physical targets	✓
Effectiveness of the scheme	x

A major missing link in evaluation was assessment of the effectiveness of the scheme. Audit could not find any benchmarks prescribed anywhere to measure the increase in production and productivity. RKVY was essentially launched to increase agricultural growth rate to four *per cent* by the end of 12th plan. There was no mechanism to measure this directly, but could be ascertained only through the data prepared by Central Statistical Organisation in the normal course.