

**CENTRAL SECTOR SCHEME OF CIVIC ACTION PROGRAMME IN NORTH  
EASTERN REGION  
An Evaluation Report**

*by*

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**December 2020**

**Sponsored by**



सत्यमेव जयते  
**Government Of India**

**Ministry of Home Affairs**

**Indian Institute of Public Administration  
New Delhi  
[www.iipa.org.in](http://www.iipa.org.in)**

## **Executive Summary**

Civic Action Programme (CAP) in North Eastern (NE) Region is the central sector programme carried out for the welfare and upliftment of the population living at the international borders. It mainstreams them further to get desired results to deepen democracy. It was introduced in the financial year 2003-04 under the aegis of the Ministry of Home Affairs (MHA), Government of India. As mentioned earlier, it is a central sector scheme which is meant for welfare of border population including people residing in NE region. Under the scheme, the Union Home Ministry provides the budget to the Central Armed Police Forces (CAPF) in North East Region. The fund is allocated to the battalions under each CAPF working on ground in the region. Five security forces under the ambit of MHA, namely 1) Assam Rifles (AR), 2) Border Security Force (BSF), 3) Central Reserve Police Force (CRPF), 4) Indo Tibetan Border Police (ITBP) and 5) *Sashastra Seema Bal* (SSB) implement CAP in all the eight States of NE region. In addition, Indian Army also implements the scheme under 'military civic action' and gets funds from MHA for the purpose.

The Parliamentary Standing Committee on MHA, during discussions on 'demands-for- grants', recommended enhancement of budget allocation for CAP. Accordingly, outlay for this programme has been increased to Rs.10 crore during 2008-09. In the fiscal 2014-15 and 2015-16, an amount of Rs.6 crore and Rs.10 crore respectively have been released to CAPFs under this scheme. Indian Army has also been the recipient in these two years.

Against the backdrop, the objectives of the evaluation study are:

1. To examine the structure and efficiency of the CAP in North Eastern region,
2. To find out the extent to which the CAP has benefitted different layers of end users,
3. To assess the performance of service of CAP,
4. To identify the key bottlenecks and challenges faced during the implementation of CAP in North Eastern region,
5. To identify shortcomings in the design of the existing CAP, if any
6. To document key-findings on the above objectives of the study, and
7. To make recommendations for further improvement in the programme to achieve desired results.

The evaluation study has used both primary and secondary data. The secondary data includes budget estimates, revised estimates, and actuals have been taken from the Central Armed Police Forces headquarters in Delhi. Project implementing agencies provided the list of beneficiaries. The primary data have been collected from the beneficiaries in the region and officials of project implementing agencies. For the purpose, the questionnaire was administered physically in various parts of North East region to elicit data from the beneficiaries and implementing agencies. In other words, the approach has been analytical to examine the progress of the Civic Action Programme in North Eastern States. Accordingly, data have been collected through a survey method and participatory discussion with stakeholders.

Since international border areas including North East States are affected by insurgency and militancy, there is a constant need to deploy Central Armed Police Forces in addition to Army in the region to combat and prevent insurgency. In order to take the local populace in confidence and boost the image of armed forces among the common people, Army and Central Armed Police Forces such as Assam Rifles, BSF, CRPF, ITBP and SSB conduct CAP.

It has been found out that all implementing agencies have been conducting several components of the CAP since inception. These components include Medical Civic Action (MCA) Programmes, Veterinary Civic Action (VCA) Programmes, sports activities etc. These components under the Civic Action Programme, have more than doubled in the last five years, from 411 programmes during 2015-16 to 842 programmes during 2019-20. Total number of programmes organised during 2015-16 to 2019-20 is 2,643.

Most number of beneficiaries were recorded in the year 2019-20 (2.34 lakhs), followed by the year 2015-16 (1.67 lakhs). Years 2016-17 and 2018-19 recorded almost the same number of beneficiaries (1.64 lakhs) and least number of beneficiaries were for the year 2017-18 (1.59 lakhs). Total numbers of beneficiaries during 2015-16 to 2019-20 are 8.85 lakhs.

Considering the total input-use-efficiency the highest efficiency of 0.0028 has been observed during the fiscal year 2019-20. This has been followed by the fiscal years 2015-16 and 2016-17, i.e. efficiency of 0.0025 for both the years. Further, in the year 2018-19 it

was 0.0020. The efficiency was lowest in the year 2017-18, i.e. 0.0018. Comparing the input use-efficiency of the implementing agencies, for the years 2016-20, highest efficiency was observed in SSB, followed by CRPF, and Assam Rifles. Only exceptions to this trend are observed during 2018-19 where both SSB and CRPF had same input use efficiency (0.0026 each) and the year 2015-16 where CRPF had more efficiency (0.0058) than SSB (0.0038).

The scheme is considered inclusive in view of the participation of several groups of the sampled beneficiaries, i.e. 22% of women, 10% of SC, 47.8% of ST, 11.8% of OBC and 87% of rural population. In addition, the following are the strengths of the scheme:

- a) only programme that bridges the gap between civilians and armed forces;
- b) promotes humanitarian approach;
- c) works in difficult terrain,
- d) promotes peace and harmony;
- e) receives overwhelming support from civilians;
- f) reduces feeling of alienation of inhabitants of border population; and
- g) counters false propaganda of anti-social elements.

In view of the above findings, **the study team of IIPA recommends the extension of Civic Action Programme in North Eastern Region after taking total financial implications into account for the period 2021-22 to 2025-26.** In addition, the Ministry of Home Affairs may consider the following recommendations to strengthen the scheme further:

1. Additional allocation of financial resources coupled with improved outreach.
2. More autonomy to CAPFs for selection of programmes.
3. Widening the ambit of the programme
4. Civilians' training for recruitment as part of CAP.