

**CENTRALLY SPONSORED SCHEME OF CIVIC ACTION
PROGRAMME IN AREAS OTHER THAN NE AND J&K**

An Evaluation Report

Sponsored by



Ministry of Home Affairs

Conducted By:



**Indian Institute of Public Administration,
New Delhi
www.iipa.org.in**

**CENTRALLY SPONSORED SCHEME OF CIVIC ACTION PROGRAMME IN
AREAS OTHER THAN NORTH EAST AND JAMMU AND KASHMIR
An Evaluation Report**

by

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List of Abbreviations

AE	:	Actual Expenditure
AR	:	Assam Rifles
BE	:	Budgeted estimate
BGFs	:	Border Guarding Forces
BSF	:	Border Security Force
CAP	:	Civic Action Programme
CAPF	:	Central Armed Police Forces
CISF	:	Central Industrial Security Force
CNE	:	Council of North East
CRPF	:	Central Reserve Police Force
CSO	:	Civil Society Organisation
CSS	:	Centrally Sponsored Scheme
DONER	:	Minister of Development of North East Region
FGD	:	Focused Group Discussion
GEM	:	Government E-Marketplace
IEC	:	Information, Education, and Communication
IIGs	:	Indian Insurgent Group
ITBP	:	Indo Tibetan Border Police
MCA	:	Medical Civic Action
MHA	:	Ministry of Home Affairs
MMS	:	Mobile Medicare Services
NDP	:	National Development Plan
NE	:	North East
NIP	:	National Infrastructure Pipeline
NSG	:	National Security Guard
RE	:	Revised Estimate
SAG	:	Special Action Group
SDG	:	Sustainable Development Goals
SFC	:	Standing Finance Committee
SRG	:	Special Ranger Groups
SSB	:	Sashastra Seema Bal
VCA	:	Veterinary Civic Action

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1. EXECUTIVE SUMMARY

The Civic Action Programme (CAP) in areas other than NE and J&K was introduced in the year 2003-04 under the aegis of the Ministry of Home Affairs, Government of India. It is a Centrally Sponsored Scheme (CSS) which is meant for welfare of border population. It also aims at upliftment of the border population and transforms the perception of people towards peace and normalcy situations in borderland areas.

Funds under CAP in areas other than NE and J&K are allocated to three BGFs, *viz.* Border Security Force (BSF), Indo Tibetan Border Police (ITBP) and Sashastra Seema Bal (SSB) for welfare of border population. The allocated fund is spent for carrying out repair community buildings, imparting vocational training, initiation of cottage industries, improvement of roads/tracks, sanitation and hygiene, assistance during natural calamities and pre-recruitment training in the border areas.

BSF works in the border areas of the states of Punjab, Rajasthan, Gujarat, West Bengal (North and South) and Assam (Cachar) and ITBP conducts activities in the border areas of the states of Himachal Pradesh and Uttarakhand. SSB conducts a large number of developmental, educational, health & Hygiene, Infrastructure development programmes on Indo-Nepal border in the Indian states of Uttarakhand, Uttar Pradesh, Bihar and West Bengal under its Civic Action Programme in the Areas other than NE & J&K.

Since 2015-16 till 2019-20, total budget of Rs. 29 cr has been allocated under the scheme, of which Rs. 28.52 cr has been utilized.

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

- To examine the structure and efficiency of the Civic Action Programme in areas other than NE and J&K;
- To find out the extent to which the CAP in areas other than NE and J&K has benefitted different layers of end users;
- To assess the performance of service of CAP in areas other than NE and J&K;
- To identify the key bottlenecks and challenges faced during the implementation of CAP in areas other than NE and J&K;

- To identify shortcomings in the design of the existing CAP in areas other than NE and J&K, if any;
- To document key-finding on the above objectives of the study, and
- To recommend further improvement in the programme to achieve desired results

It has been observed that the share of BSF in total budget allocation has increased continuously over the years, *i.e.* from Rs.104.89 lakh in 2015-16 to Rs. 364 lakh in 2019-20, except in the year 2018-19. The budget allocation to ITBP, on the other hand, has fallen drastically from Rs.268.12 lakh in 2015-16 to just Rs.78 lakh in 2018-19; though it increased next year to Rs. 132 lakh only to fall to Rs.126 lakh the following year. The share of SSB in total budget has remained fluctuating. The actual expenditure incurred by these BGFs is in correspondence with the budget allocation.

The performance of different BGFs, in terms of number of programme conducted and number of people benefitted, can be reviewed only for the ITBP and SSB (from 2017-18 to 2019-20) based on collected data. It is observed that for SSB, the number of programme conducted and beneficiaries have declined in 2018-19 from the previous year. There, however, has been a sharp increase in number of beneficiaries in the following year, *i.e.* in 2019-20, even though the programme conducted has registered a marginal decline. For ITBP, on the other hand, the number of beneficiaries has been rising continuously even though the programme conducted has declined from 145 in 2017-18 to 128 in the next year and has risen again to 152 during 2019-20.

Considering the 'input use efficiency' most efficiency was observed during the period 2019-20 (0.000031), followed by the years 2017-18 and 2018-19, both of which had the same efficiency (0.000024). Least efficiency was observed in 2015-16 (0.000003). Comparing the input use efficiency of the implementing agencies, for the years 2016-19 highest efficiency was observed in SSB, followed by ITBP, and BSF. Only exceptions to this trend were during 2019-20, where BSF had input use efficiency (0.000044), SSB had (0.000019) and ITBP had (0.000012), where BSF had more efficiency (0.000044) other than to SSB and ITBP.

The scheme is inclusive in nature considering participation of women, SC, ST, OBC and large rural coverage. In addition scheme has following strengths:

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

In view of above findings, **the study team of IIPA recommends for the continuation of Civic Action Programme in areas other than NE and J&K 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:

- Additional allocation of financial resources coupled with improved outreach
- More autonomy to ground level CAPFs for selection of programmes
- Widening ambit of the programme
- Civilians' training of recruitment as part of CAP

2. OVERVIEW OF THE SCHEME

The Civic Action Programme (CAP) in areas other than NE and J&K was introduced in the year 2003-04 under the aegis of the Ministry of Home Affairs, Government of India. It is a Centrally Sponsored Scheme (CSS) which is meant for welfare of border population. It also aims at upliftment of the border population and transforms the perception of people towards peace and normalcy situations in borderland areas. The funds under the programme is allocated to Border Guarding Forces (BGFs) and it is implemented by their Development Block/Office Stations/ Border Out-Posts (BOPs) having international borders in border districts, *i.e.* districts bordering IB/LOC/LAC. Director Generals (DGs) of the forces are empowered to decide the priority village/areas within those districts. Normally, the blocks/ police stations not having International Border/ LOC/LAC are not covered under the scheme. This ensures that the funds meant for community welfare reaches the population as close to borders as possible. As per the MHA guidelines, the funds under the scheme are spent only on western borders, Indo-Nepal border and Indo-Bangladesh border not falling within NE states.

Funds under CAP in areas other than NE and J&K are allocated to three BGFs, *viz.* Border Security Force (BSF), Indo Tibetan Border Police (ITBP) and Sashastra Seema Bal (SSB) for welfare of border population. The allocated fund is spent for carrying out repair community buildings, imparting vocational training, initiation of cottage industries, improvement of roads/tracks, sanitation and hygiene, assistance during natural calamities and pre-recruitment training in the border areas.

BSF works in the border areas of the states of Punjab, Rajasthan, Gujarat, West Bengal and Assam (some parts) and ITBP conducts activities in the border areas of the states of Himachal Pradesh and Uttarakhand. SSB conducts a large number of developmental, educational, health & Hygiene, Infrastructure development programmes on Indo-Nepal border in the Indian states of Uttarakhand, Uttar Pradesh, Bihar and West Bengal under its Civic Action Programme in the Areas other than NE & J&K.

Since 2015-16 till 2019-20, total budget of Rs. 29 cr has been allocated under the scheme, of which Rs. 28.52 cr has been utilized. The broad items of work on which the funds can be spent are as follows:

(i) Repair to community buildings to include schools, hospitals, health centers, community halls etc., (ii) Running of health, medical, dental, veterinary camps to include the provisioning of medical equipment and stores, etc. to existing hospitals/ nursing homes, (iii) Human Resources Development to include imparting of vocational training, conduct of education excursions by the students to places of national interests and the like, organized career counseling, training and coaching etc., (iv) Initiation of small projects in improvements and care of livestock, beekeeping, fisheries, agriculture techniques, orchards, forestry carpet and/or handloom weaving, hosiery etc., (v) Improvement of roads/tracks, (vi) Sanitation and hygiene through extension services and social education, (vii) Drinking water, basic precautions and system of storage, (viii) Development of sources of non-conventional energy, (ix) Development of handicraft and cottage industries, (x) Assistance during natural calamities, (xi) water harvesting structures, (xii) Sports facilities, (xiii) Distribution of transistor, (xiv) Pre-recruitment training.

Thus, the Civic Action Programme through all these activities has enhanced the sense of security, basic amenities, infrastructure and living conditions of the people living in the border areas other than NE and J&K region.

2.1. Background of the Scheme

2.1.1 Brief write-up on the scheme including Objectives, Implementation Mechanism, Scheme Architecture Design

Challenges in management of border areas are peculiar like; some stretches of border are porous and easily negotiable; some stretches of border are un-demarcated etc. Border is physically unguarded at many places due to terrain constraints and lack of approachability. Also, these border regions have their own ethnic, cultural, religious and racial configurations distinct from the mainland and in some areas depicting an unmistakable affinity with those of across the borders. The remoteness of local administration, its low visibility, illegal immigration, smuggling of arms ammunition and narcotic substances require number of measures from the point of view of national security. According to the Group of Ministers (GoM) report on 'Reforming India's national security structures' (2001), the border population has many other disadvantages as under:

(i) Vulnerability to actions of border criminals, (ii) Restriction/control over movement by forces, (iii) Fear of unknown - threat of aggression by enemy, cross border shelling, firing

etc., (iv) Lack of industrialisation/economic progress, neglect by Government being frontier areas, (v) Lack of infrastructure, means of communication, education, medical, water and remoteness.

It is under these circumstances that security and administrative agencies reach out to the people in the far flung areas to provide them these very basic amenities to enable sustenance and support. These civic action programmes are funded by the government and are undertaken based on the local requirements and conditions. This implies that these cannot be generic in nature and must address the local needs of an area.

With this perspective and in order to take the local populace in confidence and boost the image of armed forces among the common people, the Ministry of Home Affairs introduced CAP in areas other than NE and J&K for the welfare of the border people. The programme was started in 2003-04 and funds are allocated to Border Guarding Forces such as BSF, ITBP and SSB for carrying out repair community buildings, imparting vocational training, initiation of cottage industries, improvement of roads/tracks, sanitation and hygiene, assistance during natural calamities and pre-recruitment training in the border areas. The MHA and BGF monitor the scheme. The BGF submits utilization certificate and same is monitored by MHA regularly.

Objectives of Civic Action Programme in areas other than NE and J&K

It's a programme that's works as a bridge between the security force and the local people. Broad objectives of the CAP in areas other than NE and J&K are:

- To promote security consciousness in border areas.
- To integrate border population in National mainstream.
- To provide free of cost medical facilities and medicines to the people residing in remote and far –flung border areas.
- To provide veterinary facilities and artificial Insemination programme and free of cost veterinary medicines free immunization facilities for the benefit of population in border areas.
- To run Mobile Medicare Services (Ambulance) for the patients of the border and other areas of deployment.
- To uplift socio-economic condition of border population through implementations of various programme and activities.

Implementation Mechanism

Civic Action programme in areas other than NE and J&K is a 100 percent centrally sponsored scheme (CSS). The Union Home Ministry provides the budget to the Central Armed Police Forces (CAPF) in areas other than NE and J&K. The fund is allocated to the battalions under each CAPF working on ground in the region.

Project Implementing Structure:

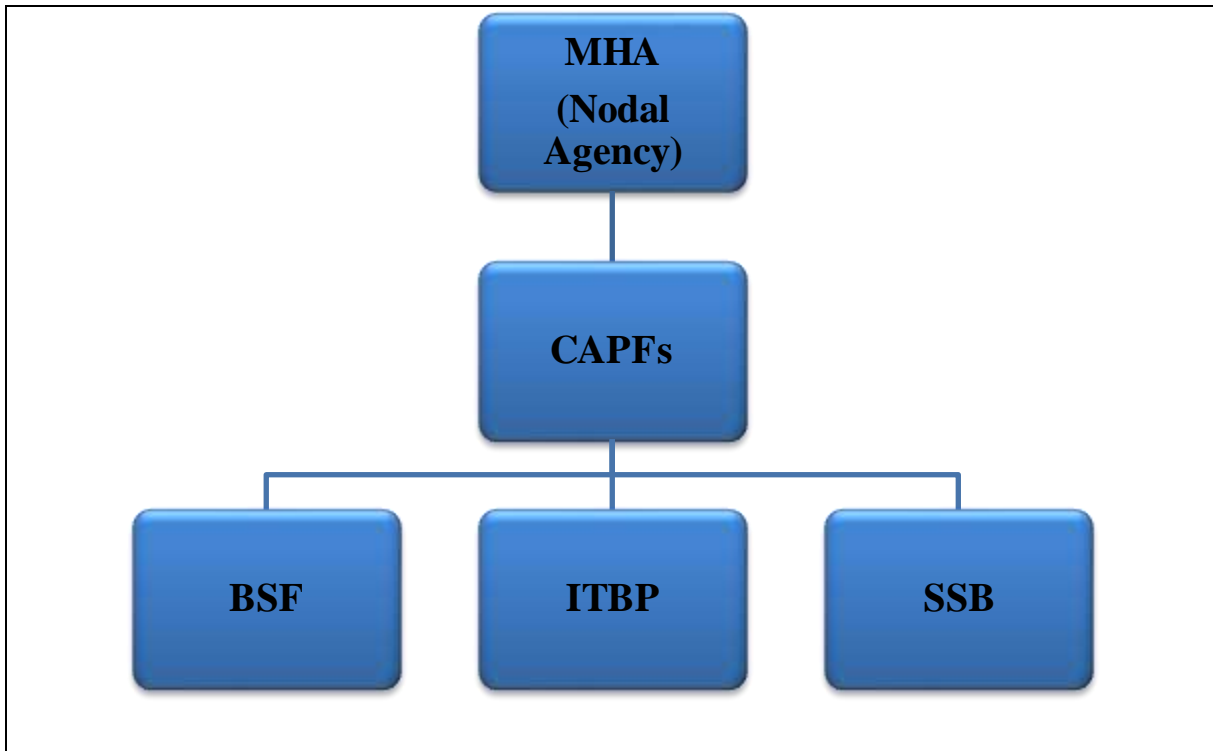


Figure 1: Implementation Mechanism

Following Central Armed Police Forces (CAPF) conducts civic action programme in areas other than NE and J&K.

1. Border Security Force (BSF)
2. Indo Tibetan Border Police (ITBP)
3. *Sashastra Seema Bal* (SSB)

Border Security Force (BSF)

BSF is a Border Guarding Force of India. Established on December 1, 1965, it is a paramilitary force charged with guarding India's land borders with Pakistan and Bangladesh.

The BSF has air wing, marine wing, an artillery regiment, and commando units. It currently stands as the world's largest border guarding force. BSF has been termed as the First Line of Defence of Indian Territories.

Indo Tibetan Border Police (ITBP)

ITBP was raised on 24 October 1962. Presently, ITBP is deployed on border guarding duties from Karakoram Pass in Ladakh to Jachep La in Arunachal Pradesh covering 3488 km of Indo-China Border and manning Border Outposts on altitudes ranging from 9000' to 18700' in the Western, Middle and Eastern sectors of the Indo-China Border.

ITBP is a specialized mountain force and most of the officers and men are professionally trained mountaineers and skiers. Being the first responder for natural disasters, ITBP has been carrying out numerous rescue and relief operations across the country.

Sashastra Seema Bal (SSB)

The Special Service Bureau (now Sashastra Seema Bal) was thus conceived in November 1962 and eventually created in March 1963. The sole objective of achieving 'Total security preparedness' in the remote border areas for performing a 'stay-behind' role in a war situation. SSB is now spread along the International border across Uttarakhand, UP, Bihar, West Bengal, Sikkim, Assam and Arunachal Pradesh. SSB's present charter of duties is to:

- Safeguard the security of assigned borders of India and promote a sense of security among the people living in border areas.
- Prevent trans-border crimes, smuggling and any other illegal activities.
- Prevent unauthorized entry into or exit from the territory of India.
- Carry out civic action programme in the area of responsibility.
- Perform any other duty assigned by the Central Government (SSB is being deployed for Law & Order, Counter Insurgency Operations and Election duty).

Schemes undertaken in CAP in areas other than NE and J&K should meet the need of the target beneficiary. Following have been the main aims and objective of SSB's Civic Action Programmes in areas other than NE and J&K.

- To reiterate and embellish the relationship between frontiers-men and national mainstream.
- To promote security consciousness in border areas.
- To integrate border population in National mainstream.
- To provide free of cost medical facilities and medicines to the people residing in remote and far-flung border areas.
- To provide veterinary facilities and artificial Insemination programme and free of cost veterinary medicines free immunization facilities for the benefit of population in border areas.
- To run Mobile Medicare Services (Ambulance) for the patients of the border and other areas of deployment.
- To uplift socio-economic condition of border population through implementations of various programme and activities.

To project their custom and culture with awareness on various social issues through *Samajik Chetna Abhiyan*.

2.1.2 Name of sub-scheme/components

- Repair to community building to include schools, hospitals, health centers, community halls etc.
- Running of health, medical, dental, veterinary camps to include the provisioning of medical equipment and stores etc. to existing hospitals/nursing homes.
- Human Resource Development to include imparting of vocational training, conduct of education excursions by the students to places of national interest and the like, organized career counselling, training and coaching etc.
- Initiation of small projects in improvement and care of livestock, beekeeping, fisheries, agriculture techniques, orchards, forestry, carpet and/or handloom weaving, hosiery etc.
- Improvement of roads/tracks
- Sanitation and hygiene through extension services and social education.
- Drinking water, basic precautions and system of storage.
- Development of sources of non-conventional energy

- Development of handicraft and cottage industries
- Assistance during natural calamities
- Water harvesting structure
- Sports facilities
- Distribution of Transistor
- Pre-recruitment training

2.1.3 Year of Commencement of Scheme

The Civic Action Programme in areas other than NE and J&K was introduced in the year of 2003 under the aegis of the Ministry of Home Affairs, Government of India.

2.1.4 Present Status with Coverage of Scheme

Civic Action Programme in areas other than NE and J&K is generally carried out in districts situated along with international border of Bangladesh, Bhutan and Nepal which are affected by militancy. The Civic Action Programme in areas other than NE and J&K is implemented by the BSF, ITBP and SSB in all the nine states namely Himachal Pradesh, Uttarakhand, Punjab, Rajasthan, Gujarat, West Bengal, Assam, Uttar Pradesh, and Bihar.

2.1.5 Sustainable Development Goals Served

Civic Action Programme in areas other than NE and J&K serves 2030 Sustainable Development Goal. In broad canopy, Civic Action Programme in areas other than NE and J&K serves goal no 16 which commits countries 'to promote peaceful, inclusive societies for sustainable development, to provide access to justice for all and to build effective, accountable and inclusive institutions at all levels'. CAP helps in achievement of SDG target as it promotes peace and normalcy in insurgency affected regions. Education programs help in making children aware of the ill effect of violence and anti-social activities. This significantly reduces violent incidences and deaths attributed to them. SDG 16 provides the framework for peace, justice for all, and strong institutions – which are fundamental for accelerating progress of other SDGs, and for achieving the overall objective of leaving no one behind. In addition, the 2030 Agenda includes 24 targets from seven other SDGs that are linked to the aspiration of peace, justice and strong institutions. Together these targets are referred to as SDG16+ and illustrate the inter linkages between SDG 16 and other SDGs. Without peace, justice, inclusion and strong institutions, achieving other goals can be difficult to impossible, and vice-versa various SDGs (such as poverty, climate change) can help or

hinder the achievement of SDG 16. The MHA through Army and Central Armed Police force has strengthened access to information and civic engagement by decriminalizing dissent.

2.1.6 National Development Plan Served

Civic Action Programme in areas other than NE and J&K serves National Development Plan. The National Infrastructure Pipeline (NIP) for the years 2019-25 is a first-of-its-kind, whole-of-government exercise to provide world-class infrastructure to citizens and improving their quality of life. It aims to improve project preparation and attract investments into infrastructure. NIP is aimed to provide affordable and clean energy, convenient and efficient transportation and logistics, digital services access for all, housing and water supply for all, good health and well-being, quality education and doubling farmer income. These strategic goals would be towards improving the ease of living or the physical quality of life for each individual in the country. Civic Action Programme in areas other than NE and J&K has achieved National Infrastructure Pipeline goal such as providing efficient transportation and logistics, good health and well-being and quality education. Civic Action Programme in areas other than NE and J&K fulfils the objective of three year action agenda of NITI Aayog such as Social Sectors (Towards building a more inclusive society), Regional Development, Growth Enablers (Transport and Connectivity).

2.2. Budgetary allocation and expenditure pattern of the scheme

Details of fund released to the security agencies from the period 2015-16 to 2019-20 are as under:-

Table.2.1: Expenditure Pattern of the CAP in areas other than NE and J&K

Year	Actual Expenditure (Rs. cr)
2015-16	5.00
2016-17	5.00
2017-18	6.00
2018-19	6.00
2019-20	7.00

Source: CAPF data

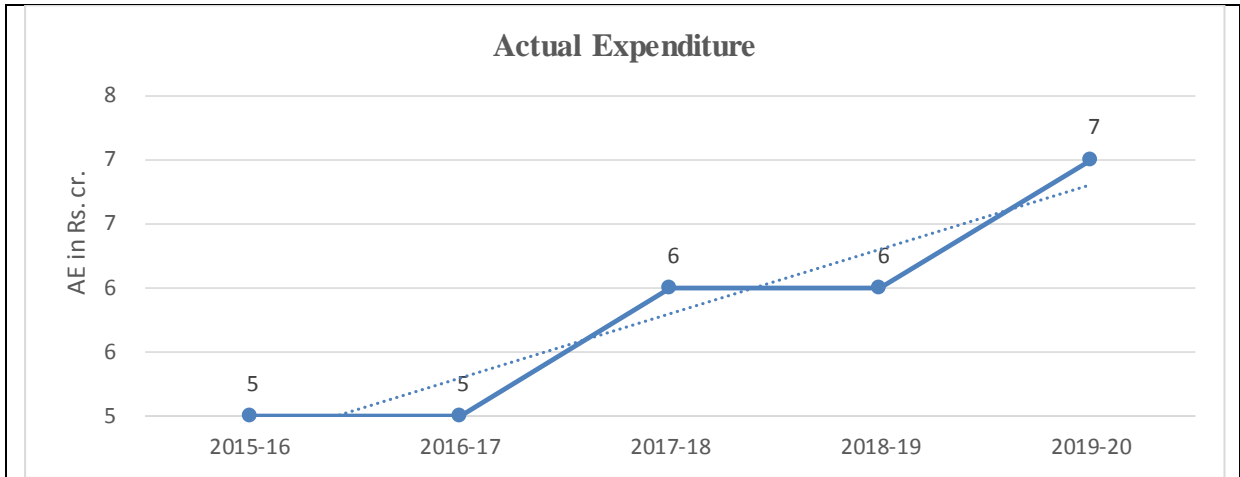


Figure 2: Year wise Actual Expenditure of CAP in areas other than NE and J&K

The above graph and table shows the combined actual expenditure for all the implementing agencies, most expenditure for the programme was incurred during the year 2019-20 (Rs. 7 cr) followed by the years: 2018-19 (Rs. 6 cr), 2017-18 (Rs. 6 cr), 2015-16 (Rs. 5 cr) and 2016-17 (Rs. 5 cr).

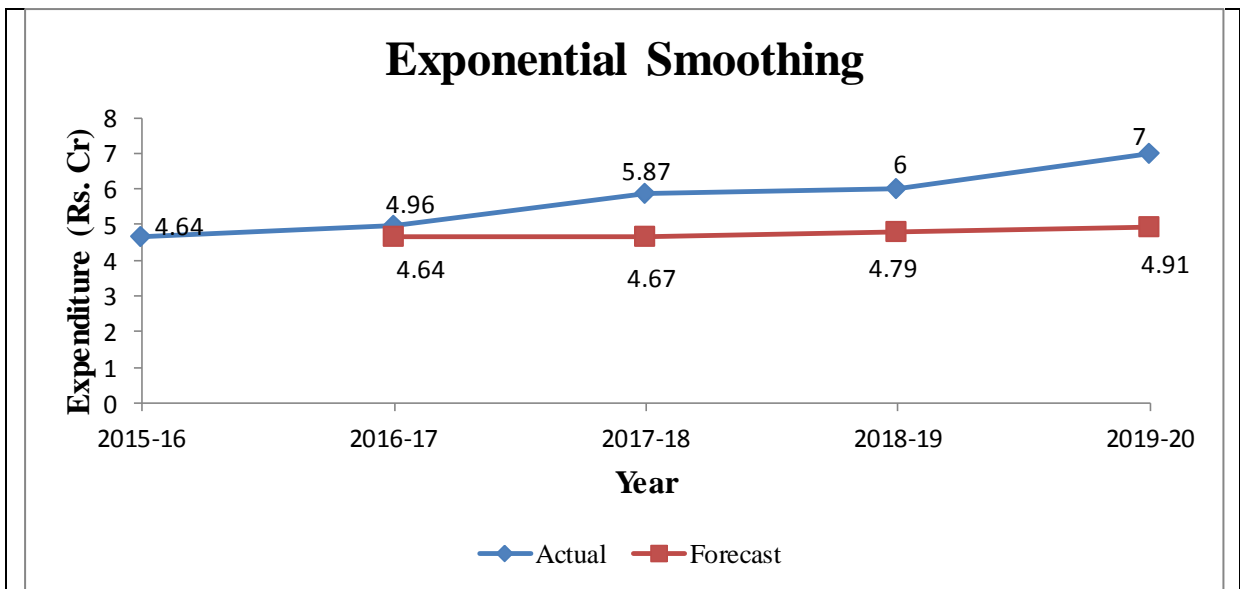


Figure 3: Exponential Smoothing of the actual and forecasted Expenditure

The figure above shows that expenditure incurred comes out to be little more than the forecasted expenditure from 2015-16 to 2019-20. The analysis shows that the expenditure flow is unique under this programme. As this is the only programme which helps the armed forces in connecting to people on humanitarian grounds. The fitness of the above model has further been examined through Mean Absolute Percentage Error (MAPE).

Table 2.2: Forecasting accuracy calculation through ‘Mean Absolute Percentage Error’ (MAPE)

(Rs. In Cr)

Year	Actual Expenditure	Predictable Expenditure	Percentage Error
2015-16	4.64	#N/A	N/A
2016-17	4.96	4.64	6.45
2017-18	5.87	4.67	20.41
2018-19	6	4.79	20.14
2019-20	7	4.91	29.82
MAPE			19.20

Source: Authors’ computation

One of the most common measures used to calculate the forecasting accuracy is mean absolute percentage error (MAPE) that has been used in the exponential smoothing. The formula to calculate MAPE is as follows:

$$\text{MAPE} = (1/n) * \sum(|\text{actual} - \text{forecast}| / |\text{actual}|) * 100$$

The MAPE value calculated is 19.2% which shows relationship between the actual expenditure and forecasted expenditure. However, the lower the value for MAPE, the better a model is able to forecast values with the existing forecast and actual expenditure. The difference is not considered acceptable when it gets recorded to more than 10%. As such, the forecasted line graph is able to predict the expenditure pattern against the actual expenditure considering the expenditure pattern of the scheme across the years. The results indicate that the financial flow under the scheme has been inefficient.

The table 2.3 shows the budget estimate has continually been growing for all the Central Armed Police Force (CAPF) in areas other than NE and J&K.

Table 2.3: CAPF Wise Budget

(Rs. In Cr)

Organ isation	2015-16			2016-17			2017-18			2018-19			2019-20		
	BE	RE	AE	BE	RE	AE	BE	RE	AE	BE	RE	AE	BE	RE	AE
BSF	1.04	1.04	1.04	2.60	2.59	2.60	3.54	3.54	3.53	3.30	3.30	3.29	3.64	3.64	3.63
ITBP	2.68	2.68	2.32	1.40	1.40	1.40	0.78	0.78	0.64	1.32	1.32	1.31	1.26	1.26	1.25
SSB	1.26	1.26	1.26	1.00	0.97	1.00	1.68	1.68	1.68	1.38	1.38	1.38	2.10	2.10	2.10
Total	5.00	5.00	4.62	5.00	5.00	5.00	6.00	6.00	5.85	6.00	6.00	5.99	7.00	7.00	6.98

Source: BE from MHA, RE and AE from CAPF

The table 2.4 shows the budget estimate has continually been growing for BSF, ITBP and SSB. BSF has received and spent budget more than ITBP and SSB during the period 2015-16 to 2019-20.

Table 2.4: BGFs-wise combined actual expenditure
(Rs. In Cr)

BGFs	Total (combined actual expenditure)
BSF	14.09
ITBP	6.92
SSB	7.42

Source: Authors' Computation

The following figure shows the budget estimate has continually been growing for BSF, ITBP and SSB. BSF has received and spent budget more than ITBP and SSB during the period 2015-16 to 2019-20.

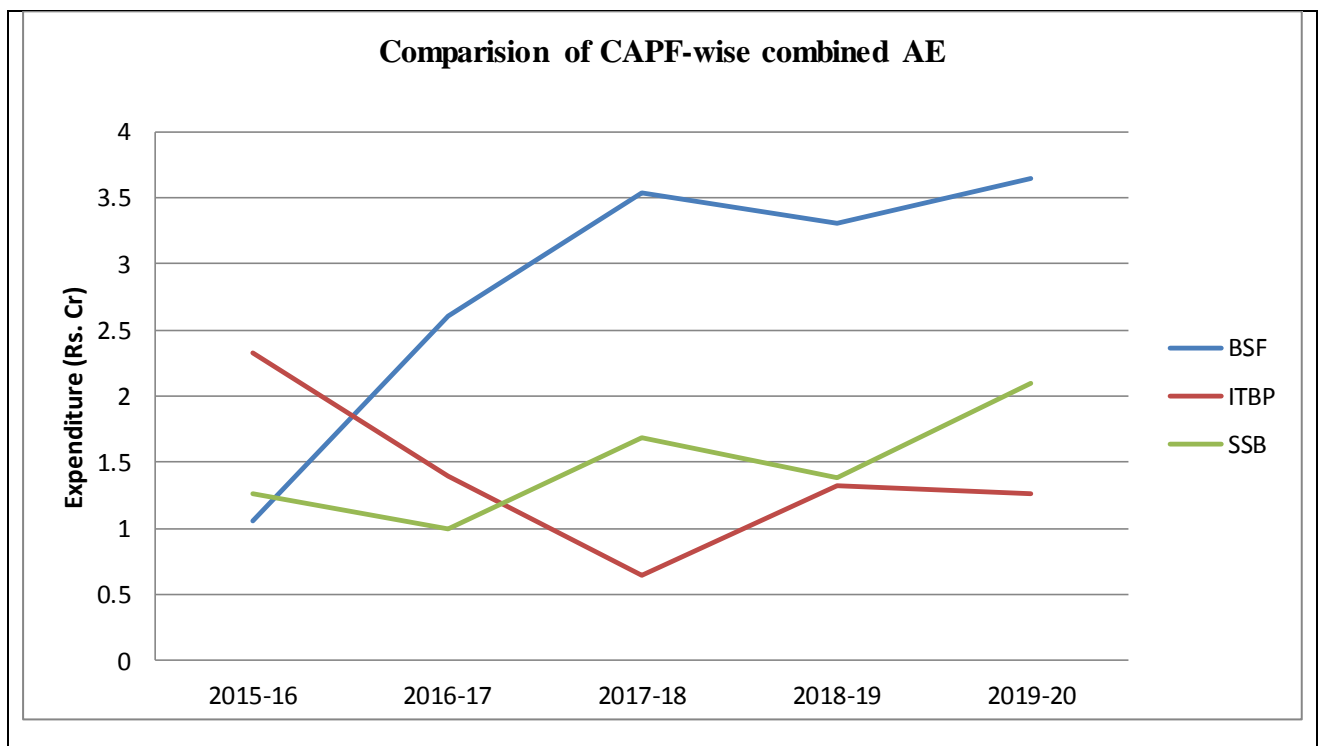


Figure 4: Comparison of CAPF-wise combined actual expenditure

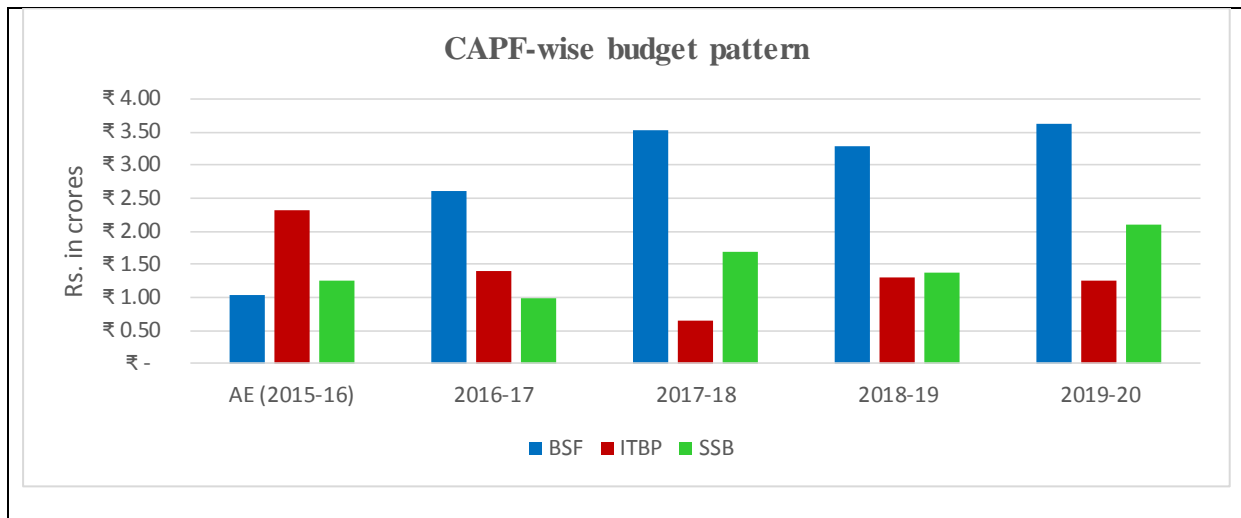


Figure 5: CAPF-wise budget pattern

2.3. Summary of Past Evaluation since inception of the scheme

As per the information furnished to the study team of IIPA, no evaluation study has been conducted till date. Therefore, the year of evaluation, the agency hired for evaluation, recommendations made, and accepted, recommendations made but not accepted are not considered.

3. Methodology

The approach for the study took cognizance of the objectives, processes, and outcomes of the scheme. Parameters were designed to quantitatively and qualitatively assess the objectives of the scheme. The objective-based approach measured if the initially set goals of the scheme were duly met. Apart from the evaluation of the objectives of the scheme, its process, and its outcomes were also studied. Attempts were also made to assess whether the process of the scheme has been instrumental in achieving the desired outcomes. The evaluation strategy made use of both primary and secondary data for the assessment of the scheme's goals, processes, and outcomes. Secondary information in the form of Scheme Budget, particularly actual budget from the Ministry of Home Affairs was obtained. As the civic action programme in areas other than NE and J&K is intended for the remotest beneficiaries of a sensitive border region, the appropriateness of the scheme and coverage are important factors. To gauge the scheme outcomes, the identified stakeholders were contacted to elicit their responses on the civic action programme in in areas other than NE and J&K. The methodology of the evaluation of the scheme consisted designing of the questionnaires, interview schedule, focus group discussions and observation. The study team also interacted

with the aviation sector providing such services. Thus, both etic and emic approaches became the central part of the positivist framework of the study. Based on the objectives of the study, parameters were framed; criteria defined that suited to the mixed model gravitating to qualitative evaluation.

Questionnaire was designed to seek input from all stakeholders, on positive impacts, deficiencies, missing opportunities, scope for improvements, necessity of the continuation of the scheme etc. The questionnaire and interview schedule based information contributed to the quantitative information whereas, focus group discussion and observation based findings got embedded into qualitative information. The stakeholders from administrative structure were interviewed individually or through group meetings to deep dive the qualitative analysis. Verifiable quantitative data, such as financials, number of beneficiaries, number of programmes etc. were used to conduct input-output quantitative performance evaluation. The evidence-based information was collected through visiting the sites.

The study also involved a-priori and post-priori instruments to make the evaluations strategy objective and inclusive. Through applying the aforementioned instruments the possible attrition or bias was easily excluded. Attempts were taken to know as to why the scheme was not able to enhance its financial strength which got reflected under linear predictive analysis. The methodology used included the control factors to arrive at conclusive findings. The evaluation matrix designed for the study is as under:

Table 3.1: Study Matrix used in evaluation of the scheme

Question	Indicators	Data Collection Method	Source of information	Reliability	Data Analysis/ Triangulation	Inference	Recommendation
Designed based on the study observes.	Rating Scale based measurement	Primary qualitative, quantitative, mixed data, desk review of secondary data	Set out clearly the source of data collection	Comprehension of the question by respondent & credibility of the response in the evaluation framework	All data is documented. Relevant data that answers the objective of the study is processed.	Performance of the Scheme based on parameters Good Practices & Gap identification	Approve the Performance of the Scheme Changes required Incremental or Transformational
Outreach of intervention across intended beneficiaries	Perceptual Efficacy of the scheme	Observation and FGD based	MHA, Implementing Agency, Operators, Beneficiaries	Weightage is assigned in the overall assessment	Thematic and meta-analysis	MCA, VCA, Vocational training for Beneficiaries	Near future incremental changes required in the form of continuation of the scheme. in long term, replacement technology and business model

Source: Author

3.1. Approach (Methodology Adopted)

The approach of the study is analytical, as indicators have been identified to assess the condition of beneficiary before the scheme and after the beneficiary being covered. Apart from this, the research tools have also included process-related issues and multiple issues to come up with effective finding with corrective measures. The different information pertaining to the beneficiaries profile, basic profile, and information aligned with scheme guidelines, and views to enhance the effectiveness of the civic action programme in areas other than NE and J&K have appropriately been documented and placed in the study report.

The pragmatic approach has been used in the study to apply need based instruments. The simple reason assigned to apply pragmatic approach was the beneficiary vis-à-vis implementers were not easily accessible. Thus, the information was collected from the different stakeholders based on their ease of providing us.

3.2. Sample Size and Sample Selection Process, Tools Used: Field Study/Questionnaire, Primary and Secondary Data

Universe

The study in hand- Third Party Evaluation of Civic Action Programme (CAP) in areas other than NE and J&K spread across nine states such as Himachal Pradesh, Uttarakhand, Punjab, Rajasthan, Gujarat, West Bengal, Assam, Uttar Pradesh, and Bihar. It also includes beneficiaries and other stakeholders of the State.

To objectively assess the effectiveness of Civic Action Programme (CAP) in areas other than NE and J&K, a proper blending of both quantitative and qualitative data drawn from the study areas. Qualitative data were generated from such as Ministry of Home Affairs, Central Armed Police Forces (CAPF), Department of North East Region, State Government Department, Project Implementing Agencies, and Beneficiaries.

Sampling design framework and Sample Size Determination

As mentioned above, both quantitative and qualitative research methods were used for data collection. The study was conducted in nine states where scheme of the Civic Action Programme in areas other than NE and J&K has been implemented.

The beneficiaries are selected using stratified random sampling method. At first stage, states were chosen. In second stage, districts were selected. In third state, blocks were selected. In fourth stage, villages were selected. In final stage, beneficiaries were selected randomly. The beneficiary sample size represents all three border guarding forces namely BSF, ITBP and SSB. All the criteria is taken into consideration while selecting the beneficiary. Following table is showing the state wise sample size of beneficiaries.

Table 3.2: Sample size of evaluation study of CAP in areas other than NE and J&K

Sl. No.	Selected State	State-wise Sample Size
1.	Uttar Pradesh	948
2.	Uttarakhand	407
3.	Rajasthan	209
Total		1564

Source: Author

Keeping in view the objectives of the study, the tools were designed. To arrive at the precise findings aligned with objectives, quantitative and qualitative research tools were designed in consultation with the MHA. The tools designed are as under:

i. Questionnaire

The questionnaire was designed for the beneficiaries of the scheme. The questionnaire for beneficiary consisted of general profile and basic profile, socio-economic conditions, and the output/outcome parameters. The questions related to the process of the scheme, common concern and multiple issues were integrated. The questionnaire designed for project implementing agencies was intended to know the factual details. The questionnaire designed for knowing the physical and financial achievements of the scheme in the past five years has also been put-in.

ii. In-depth interview

We held in-depth interviews with the beneficiaries. The complete structure, implementation mechanism, problems, concerns, and opportunities of the scheme were discussed at length. The required information pertaining to the outreach of the scheme was also discussed. The information was noted down in the research dairy and relevant extracts were used while eliciting the responses on the objectives of the study. The in-depth interview was used to garner qualitative feedback on the Scheme. The in-depth interview implicitly informed the extent to which the Scheme was responding to the outcome indicators.

iii. Observations

Observations were also made while registering the responses of the beneficiaries. The observations were made on stakeholders' responses to the contents of questionnaires. The observation could cover the intricacies in the implementation and the nuance experienced by the beneficiaries while availing the service. To get the qualitative findings, the observation tool resulted very pertaining and concerning.

Thus, the study has been conducted using tools viz. questionnaires, in-depth interviews, focus group discussions and observations. These tools sufficiently brought-in a balanced blend of information which helped enhance the quality of findings to the set parameters. Secondary information was gathered from MHA website, and other relevant sources. The secondary

information prepared a strong foundational base on which the study tools were drafted and study, conducted.

4. Objectives of the Study

The objectives of the evaluation study are:

- To examine the structure and efficiency of the Civic Action Programme in areas other than NE and J&K;
- To find out the extent to which the CAP in areas other than NE and J&K has benefitted different layers of end users;
- To assess the performance of service of CAP in areas other than NE and J&K;
- To identify the key bottlenecks and challenges faced during the implementation of CAP in areas other than NE and J&K;
- To identify shortcomings in the design of the existing CAP in areas other than NE and J&K, if any;
- To document key-finding on the above objectives of the study, and
- To recommend further improvement in the programme to achieve desired results

4.1. Performance of the Scheme Based on the Output/Outcome Indicators

Based on above study objectives, the key output/outcome indicators have been worked out which are as under:

The performance of the scheme has been evaluated on the output/outcome indicators *viz.* health, medical, dental, veterinary camps, besides distributing medicines to patients, bearing cost of pathological tests, mobilizing sick, pregnant women to the nearest health centres for treatment. However, process-related, financial instrument related information was also sought from the beneficiaries. To improve upon the functioning of the scheme, suggestions were also sought from the beneficiaries on the existing structure of the scheme, particularly the eligibility criteria.

The table 4.1 presents the budget allocated and the actual expenditure incurred over the past five years, *i.e.* from year 2015-16 to year 2019-20, by different BGFs. It has been observed that the share of BSF in total budget allocation has increased continuously over the years, *i.e.* from Rs.104.89 lakh in 2015-16 to Rs. 364 lakh in 2019-20, except in the year 2018-19. The budget allocation to ITBP, on the other hand, has fallen drastically from Rs.268.12 lakh in 2015-16 to just Rs.78 lakh in 2018-19; though it increased next year to Rs. 132 lakh only to fall to Rs.126 lakh the following year. The share of SSB in total budget has remained fluctuating. The actual expenditure incurred by these BGFs is in correspondence with the budget allocation.

Table 4.1: Expenditure and number of beneficiaries covered

(Rs. In Lakh)

Year		BSF	ITBP	SSB	Total
2015-16	BE	104.89 (20.98)	268.12 (53.62)	126.98 (25.4)	500 (100)
	AE	104.89 (22.6)	232.22 (50.04)	126.98 (27.36)	464.10 (100)
	No. of People Benefited	NA	NA	NA	NA
	No. of Programmes conducted	NA	132 (100)	NA	132 (100)
2016-17	BE	260 (52)	140 (28)	100 (20)	500 (100)
	AE	260 (52)	140 (28)	100 (20)	500 (100)
	No. of People Benefited	NA	NA	592896 (100)	592896 (100)
	No. of Programmes conducted	NA	50 (7.54)	613 (92.46)	663 (100)
2017-18	BE	354 (59)	78 (13)	168 (28)	600 (100)
	AE	353.99 (60.32)	64.89 (11.06)	168 (28.63)	586.89 (100)
	No. of People Benefited	NA	22039 (4.27)	494182 (100)	494182 (100)
	No. of Programmes conducted	368 (29.28)	145 (10.34)	889 (70.72)	1257 (100)
2018-19	BE	330 (55)	132 (22)	138 (23)	600 (100)
	AE	329.99 (55.02)	131.79 (21.97)	138 (23.01)	599.79 (100)
	No. of People Benefited	NA	24743 (21.83)	88599 (78.17)	113342 (100)
	No. of Programmes conducted	882 (61.72)	128 (8.96)	419 (29.32)	1429 (100)
2019-20	BE	364 (52)	126 (18)	210 (30)	700 (100)

	AE	363.92 (52)	125.99 (18)	210 (30)	699.92 (100)
	No. of People Benefited	NA	25870 (11.89)	191685 (88.11)	217555 (100)
	No. of Programmes conducted	1600 (74.07)	152 (7.04)	408 (18.89)	2160 (100)

Source: Authors' computation

Programmes Implemented by the Armed Forces in areas other than NE and J&K

Under Civic Action Programme in areas other than NE and J&K, Armed Forces take up a large number of welfare and development projects. The Ministry of Home Affairs spend crores over the years, the forces has succeeded in improving the quality of life of populace and win their hearts and minds. The focus of Programme has been on education, women and youth empowerment, infrastructural development and health and veterinary care. Education and motivational tours across India are undertaken to expose the rich heritage and progress of India for the students, youth and opinion makers. In addition, basic needs like water supply schemes, electrification, providing of toilets in far flung areas are given priority while planning projects based on a participative model involving the local people, their elected representatives and civil administration. Some of the activities carried as part of Civic Action Programme in areas other than NE and J&K are as under:-

Medical Civic Action - A major focus area of is health care and medical needs of the people in the rural areas who do not have excess to specialised medical care facilities. To provide such medical facilities armed forces organise a number of medical camps and establishes a number of health centres. These centres provide essential medical aid to the locals. These centres have been equipped with ultra sound, ECG machines, oxygen cylinders, nebulizers etc. In addition, villagers are regularly educated on family planning, child care, basic hygiene and sanitation and free medicines are provided. Medical exhibitions displaying posters on various fatal / dangerous diseases like AIDS, Cancer, TB etc and screening of life style diseases are regularly organized.

Veterinary Civic Action - Animal husbandry including farm and poultry comprise a significant source of income security to border and far-flung area economy. However, veterinary services have very low or no penetration in far flung border areas. Armed Forces provide veterinary services through free Veterinary Civic Action programmes and camps in following areas:-

- (i) Veterinary camps in villages- Diagnosis and treatment of livestock.

(ii) Distribution of medicines

(iii) Minor surgeries

(iv) Artificial Insemination and breed improvement programme.

Educational and Excursion Tours – Educational tours are organised for students and opinion makers from international border regions to various parts of India with a view to providing them an exposure to the rich cultural diversity and varied traditions of other parts of the country and progress achieved under conditions of peace and stability. This exposure enables them to become responsible “citizens of tomorrow” and gives them an insight to appreciate the vast natural, historical and cultural heritage of our country. These tours enable the young impressionable minds of youth to integrate with the national mainstream and act as catalysts for channelizing their aspirations to achieve higher goals in life.

Women Empowerment - In keeping with the ethos of Armed Forces commitment towards women empowerment and welfare activities, special emphasis has been laid to create vocational training centres, where local women are taught traditional skills / crafts, made aware about personal health, birth control measures, and bringing up their children. Interaction organised with bank and government officials about banking and loan procedures. Adult literacy classes are organised for illiterate women to teach them basic reading and writing. Skill development training like operating of computers, knitting, tailoring, candle making, bag making, carpets / basket weaving, piggery, jam and sauce production, horticulture, fashion designing etc are taught through local women themselves who are employed as guides. This enables the women and community members to become self-reliant and monetarily independent.

Youth Empowerment - Unemployed youth are an ideal target group for subversion and fermenting political unrest in the international border region by inimical elements. In order to help the youth and thwart the nefarious designs of inimical elements, an endeavour has been made to create awareness about various job opportunities, competitions and eligibility criteria for jobs. Competent trainers and counsellors train the youth and assist them to develop skills for seeking jobs and availing employment opportunities on their own merit in government and private sector. Skills training as machine operators, poultry farming, animal husbandry,

compounders, tourist guides, mountaineers, sportsmen are conducted to make them self-sufficient and integrate in the local economy.

Sports - In order to boost sports and nurture potential sportspersons Armed Forces conduct various sports programmes, like cycle rally, half marathon, football, volleyball, cricket and badminton competition etc in these regions from time to time and also distributes Sports items like nets, hockey, football, Volleyball and other sports necessities.

The Figure 6 shows year-wise total number of programmes conducted by BGFs:

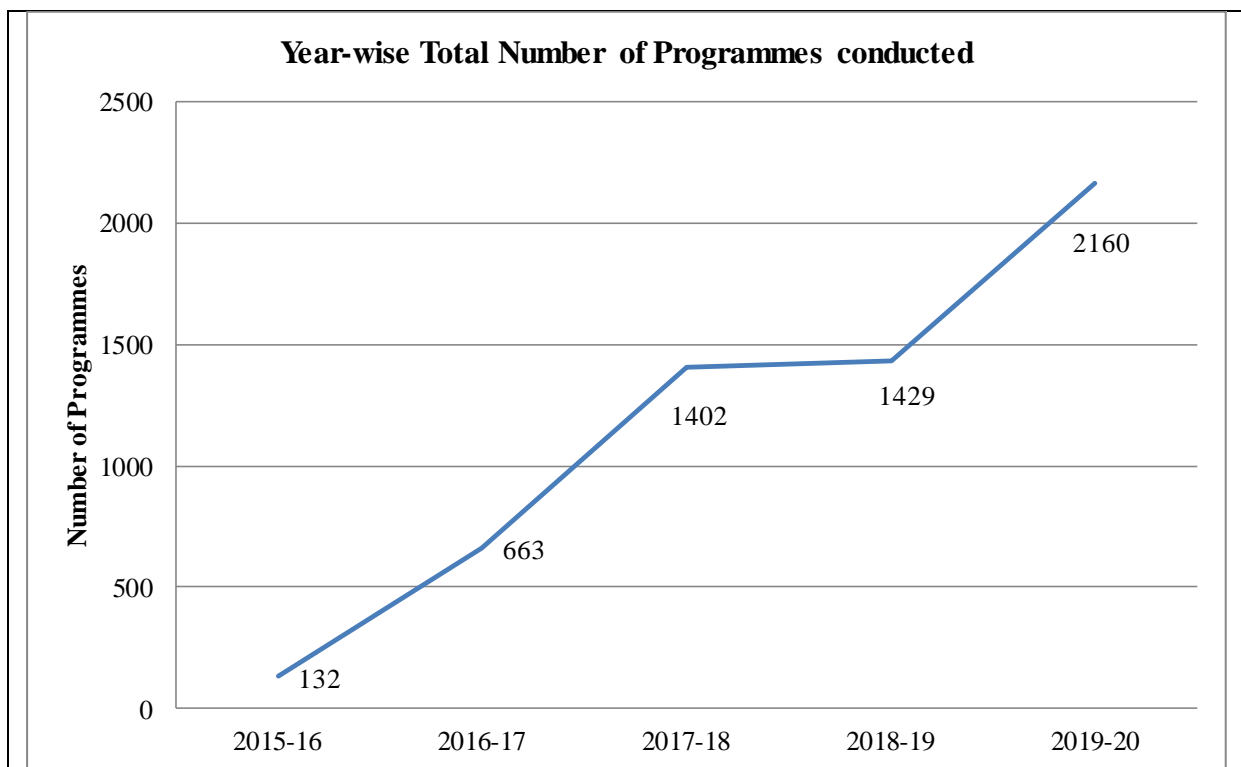


Figure 6: Year-wise Total Number of Programmes conducted by BGFs

Note: For the year 2015-16, the programmes conducted are only of ITBP and for 2016-17 it is of ITBP and SSB

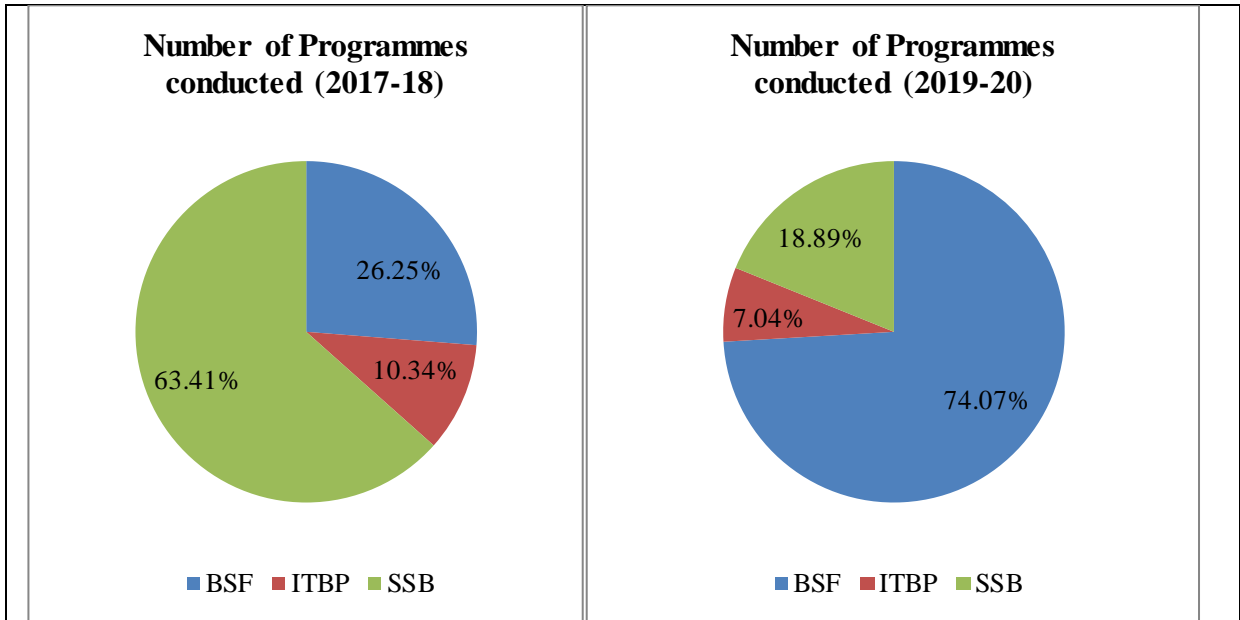


Figure 7: Number of Programme conducted by Implementing Agency

The pie chart above shows the comparison of number of programmes conducted in 2017-18 vis-a-vis number of programmes conducted in 2019-20. Over the last three years, all the implementing agencies have significantly increased the number of programs conducted. BSF has increased their number of programmes to around five times and for SSB the number of programmes have halved in the last three years.

Beneficiaries of the scheme

The following graph shows the number of beneficiaries for each implementing agency:

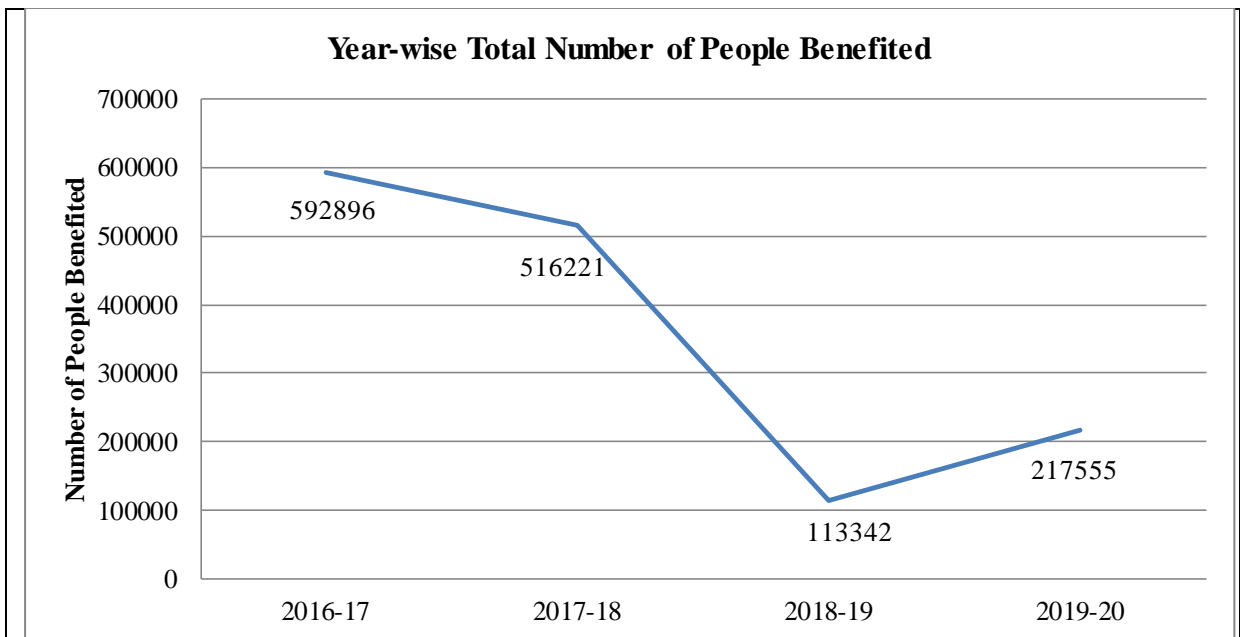


Figure 8: Year-wise Total Number of People Benefited

Note: Excluding BSF Data

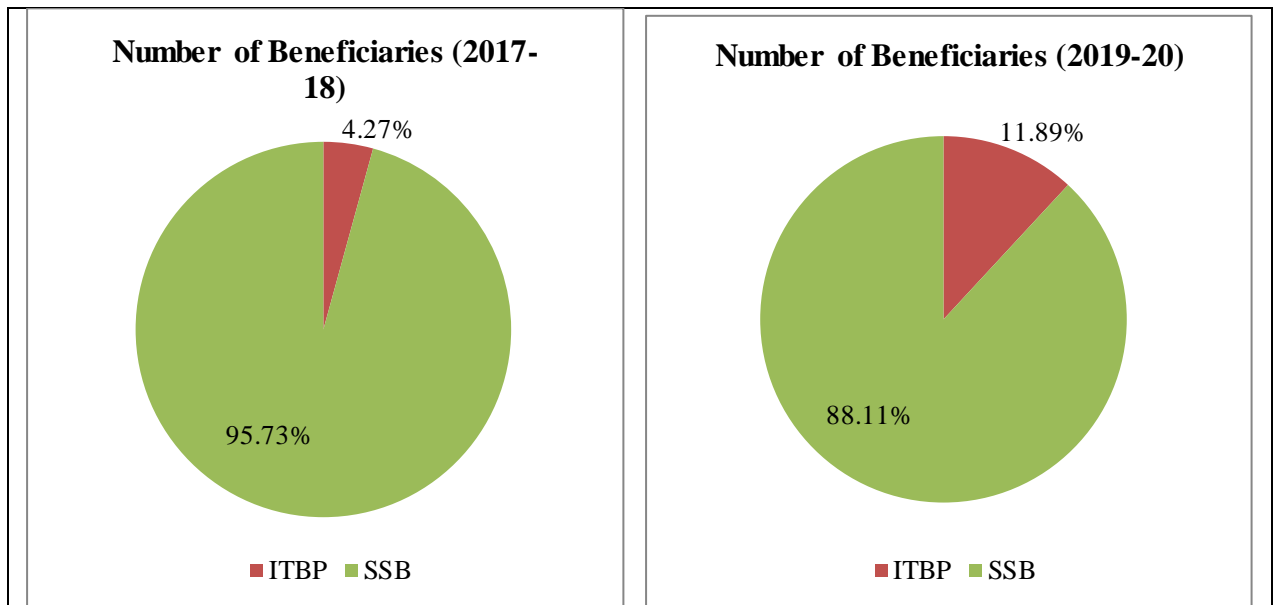


Figure 9: Number of Beneficiaries

The pie chart above shows the comparison between the people benefitted in year 2017-18 and people benefitted in year 2019-20. In the year 2017-18, maximum number of people benefitted was 95.73% through programmes conducted by SSB; however it reduced to 88.11% in the year 2019-20.

The performance of different BGFs, in terms of number of programme conducted and number of people benefitted, can be reviewed only for the ITBP and SSB (from 2017-18 to 2019-20) based on collected data. It is observed that for SSB, the number of programme conducted and beneficiaries have declined in 2018-19 from the previous year. There, however, has been a sharp increase in number of beneficiaries in the following year, *i.e.* in 2019-20, even though the programme conducted has registered a marginal decline. For ITBP, on the other hand, the number of beneficiaries has been rising continuously even though the programme conducted has declined from 145 in 2017-18 to 128 in the next year and has risen again to 152 during 2019-20.

The Civic Action Programme activities have been found extremely effective in militant/maoist infested areas where through these activities. CAPF is bridging the gap between the Government and local populace. Through the Civic Action Programme in the areas other than NE and J&K, local welfare activities are conducted which help in winning hearts and minds of the people. Some of the activities undertaken include: (i) providing sports goods/infrastructure and organizing sports tournament in border villages. (ii) Organizing medical camp and providing medical help to chronic patients in border area. (iii) Providing

computers, education aids to schools and educational excursions. (iv) Providing TV, Dish antenna, water cooler, syntax water purifier to Panchayat & Schools. (v) Distributing solar lighting system. (vi) Vocational Training. (vii) Construction and repair of community buildings. (viii) Development activities such as construction of tracks, water supply etc (MHA estimate report 2015-16).

4.2. Additional parameters

(a) Coverage of beneficiaries

All the beneficiaries are from the rural areas as the scheme is meant for the welfare of the border population. As per the table 4.2 about 36% of the beneficiaries in the survey are women and 64% are men (as also shown in Figure 10.). The state with the highest percentage of female beneficiaries is Rajasthan *i.e.* 46% followed by Uttarakhand (38%) and Uttar Pradesh (33%). The highest percentage of male beneficiaries is found in the state of Uttar Pradesh *i.e.* .67% followed by Uttarakhand (62%), and Rajasthan (54%).

Table 4.2: Gender distribution of sampled beneficiaries

State	Female	Male	Total
Rajasthan	96 (45.93)	113 (54.06)	209 (100)
Uttar Pradesh	313 (33.01)	635 (66.98)	948 (100)
Uttarakhand	153 (37.59)	254 (62.40)	407 (100)
Total	562 (35.93)	1002 (64.06)	1564 (100)

Source: Authors' computation

Note: Parenthesis contain percentage share in total

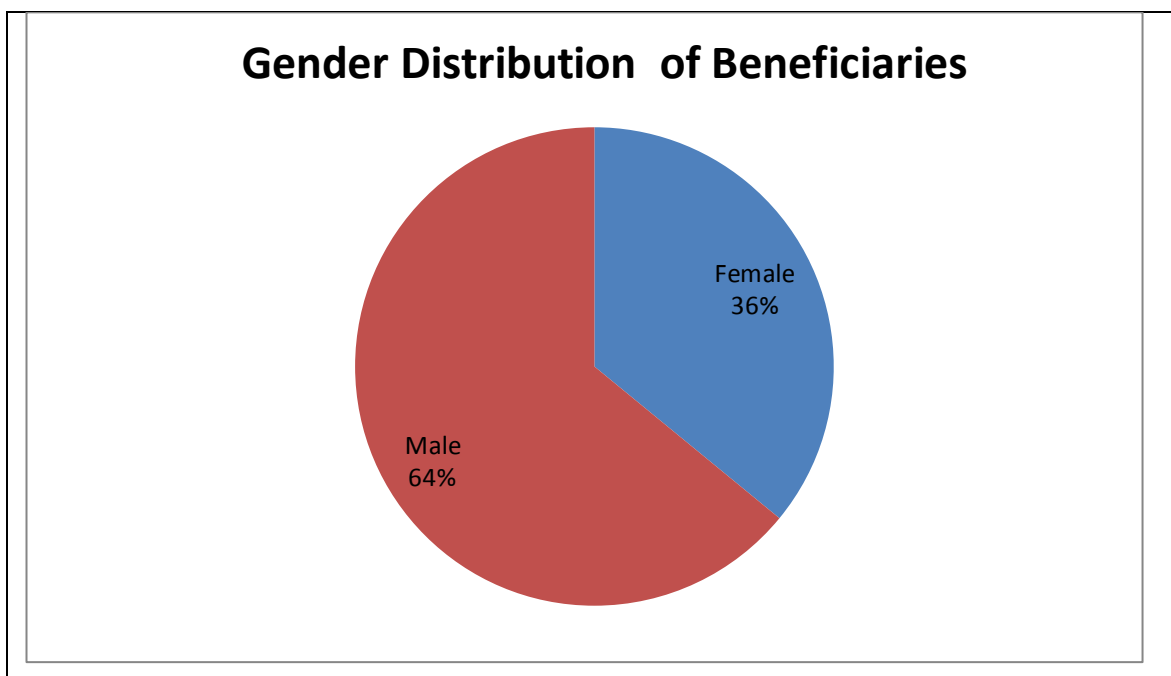


Figure 10: Gender Distribution of Sampled Beneficiaries

Table 4.3 and the figure 11 present social category-wise beneficiaries. OBC category has the highest percentage of people benefiting from the scheme *i.e.* 46% followed by SC (26%), General (18%) and ST (9%). In Rajasthan, out of the sampled beneficiaries, about 83% are from OBC, followed by SC (9%), ST (7%) and General category (2%). In Uttar Pradesh and Uttarakhand, the maximum population is from OBC category, about 37% and 46%, respectively, followed by SC category (28% and 33%, respectively), General category (22% and 17%, respectively) and ST category (13% and 3% respectively).

Table 4.3: Social Category-wise Beneficiaries

State	General	OBC	SC	ST	Total
Rajasthan	4 (1.91)	173 (82.77)	18 (8.61)	14 (6.69)	209 (100)
Uttar Pradesh	212 (22.36)	355 (37.44)	261 (27.53)	120 (12.65)	948 (100)
Uttarakhand	71 (17.44)	189 (46.43)	133 (32.67)	14 (3.44)	407 (100)
Total	287 (18.35)	717 (45.84)	412 (26.34)	148 (9.46)	1564 (100)

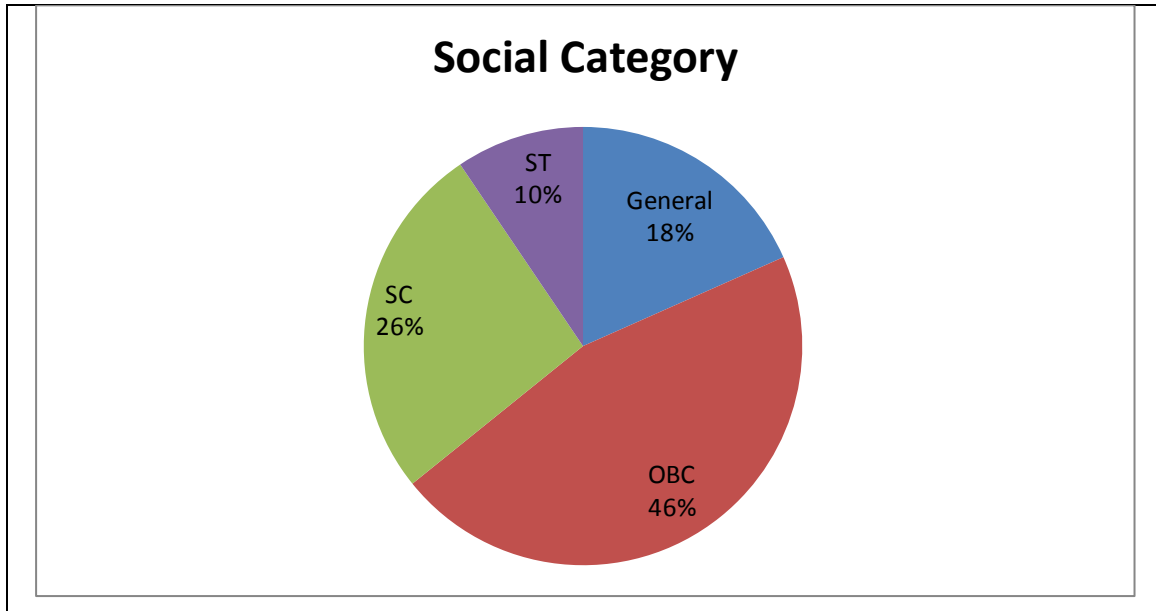


Figure 11: Social Category of sampled beneficiaries

(a) Implementation mechanism

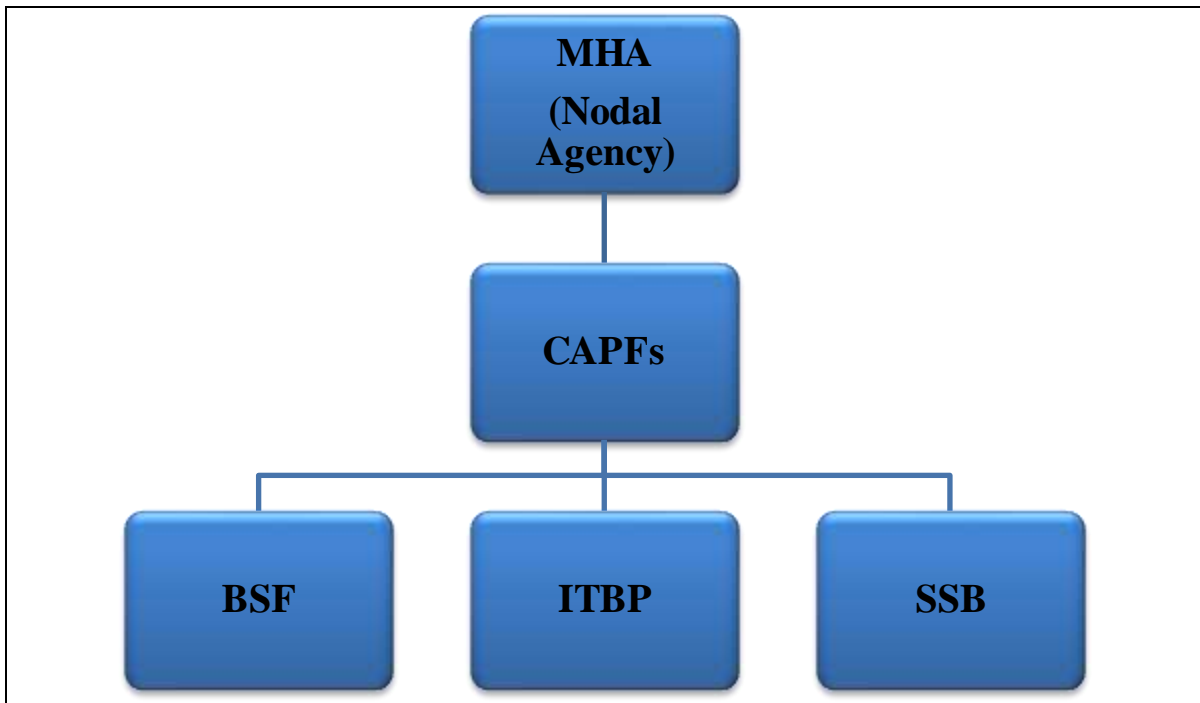


Figure 12: Implementation Mechanism

(b) Training/Capacity Building of Administrators

The aforesaid mentioned component has not been reflected by the stakeholders involved in the scheme. Capacity building is an important channel through which the effectiveness of the Civic Action programme in areas other than NE and J&K can be enhanced. The Training/Capacity building on communication skills and publicity can improve the outreach

of the scheme. The MHA officials require to be trained on optimal utilization of the funds on the one hand and taking up effective means for publicity on the other. The communication between implementing agencies and beneficiaries play a major role in solving the local issues and addressing the grievances. They are required to undergo a capacity building programme on effective communication and responsiveness. The same is required for ministry officials as well. This approach to the scheme can very well be anticipated in the case of beneficiaries. As such, the officials dealing with the scheme are required to be put to capacity building programmes on ‘Time Management’, ‘Skills improvement of border area population’, ‘Communication Skills’ and ‘Grievance Redressal’. Once they learn the tricks of the trade, the scheme will not only improve with its outreach but efficiency as well.

(c) IEC Activities

The Information, Education, and Communication (IEC) strategy aim to build awareness and transmit information pertaining to the various benefits available under various schemes for the socio-economic development of the citizens. This strategy is one of the inevitable ways of taking government policies to the grass-root level and making the common masses aware of the details of the schemes.

It has brought awareness on various scams, built confidence and made self-reliant to the students and youths. As a whole, it has been a knowledge giving medium especially to the students and youths. It connects people and helps communicate one another till the last border. Publicity regarding the last point of the border could be shared and learnt through this kind of system. It also plays the major role for implanting the CAP programme in areas other than NE and J&K for gaining the knowledge.

(d) Assets/ service creation & its maintenance plan

Various assets are created under CAP in areas other than NE and J&K, namely water storage tank, solar street light, community halls, bus stands, market sheds, toilets, and roads. School buildings and hospitals are renovated under the scheme.

(e) Benefits of the scheme

The programme plays an important role in developing the local areas and improving the living conditions of its inhabitants. The presence of military forces in areas sharing international boundaries gives the local population a sense of security, which can be seen in

the reduction of extremism, aggression and foreign disturbances. The programme aims to incorporate local people into the national mainstream, through various cultural and patriotic events and educational excursions. Following the implementation of the programme, access to medical facilities and veterinary facilities has increased dramatically, especially in remote and inaccessible areas. In addition to this, services such as vocational training, computer courses etc. empower local people and help build a community that is self-reliant. In addition, the armed forces have also been active in the repair and maintenance of schools, hospitals, health centres, etc. Such measures have considerably improved the living conditions of people in the target areas.

(f) Convergence with scheme of own Ministry / Department or of other Ministry / Department.

There is no convergence with other schemes of any Ministry/Department.

4.3. Gaps in achievement of outcomes

The border districts of Nepal and Bhutan border like Himachal Pradesh, Uttarakhand, UP, Punjab, Rajasthan, Gujarat have quite a specific national-state geographic territory and are rich in natural resources. It comprises various ethnic and religious communities as far as the social aspect is concerned with various customs, beliefs and practices. The regions have been considered to be less economically defined by national economic assessment standards. The goal of the Civic Action Programme in areas other than NE and J&K is to incorporate the border community into the national mainstream by enhancing the socio-economic status of the border population by introducing different programmes and activities. There are several roadblocks faced during implementation as the scheme is in action. The gaps in achievement and outcomes of the scheme are as follows:

Insufficient Funds

Funding is a major problem that restricts the outreach of the initiative because, due to insufficient funds. Implementing agencies are unable to expand the size of their activities. CAPFs have reported that they wish to include more and more geographic areas under the ambit of their services but are constrained by financial resources.

Lack of career counseling

CAPFs undertake skill development programs such as technical training, sewing, etc., but there is lack of career counselling. The recipients are, thus, unsure of how to capitalize on their skill sets.

Termination of pre-recruitment training

A few years ago, SSB used to provide pre-recruitment training to the beneficiaries, which encouraged them to join the armed forces, but for now it has been stopped and only regular training is provided to them, which is not sufficient to crack the recruitment processes.

Means of publicity to be revised

Newspapers and radio stations are still used as a means of programme advertising. But these are obsolete as they are not used by most of the population, particularly young people. Instead, the promotion of emerging mainstream channels such as social media and the Internet should be used.

4.4. Key bottlenecks & challenges

- During the study, the implementation agencies reported that there is a need to review the guidelines regarding the implementation of the scheme at MHA level.
- The budget allotment is inadequate for the scheme, and disbursement of funds is too late.
- It was shared by most of the Implementing agencies that poor network connectivity affects the government purchasing through government e-marketplace (GEM).
- It was found that the implementation of the program is somehow difficult due to poor road connectivity, and different food habits.

4.5. Input Use efficiency

Input use efficiency, also known as the productivity ratio refers to the extra unit of output generated from an additional unit of input. This indicates as to how efficient the input (funds disbursed in the context of the scheme) was in terms of generating the required output (the programmes covered). The efficiency of input use can be computed by taking a simple ratio of output to input. A higher input use efficiency ratio indicates that output is maximized

without requiring more of any input values or use of input is minimized while satisfying at least the given output levels.

Table 4.4: Input Use Efficiency

Input Use Efficiency	2015-16	2016-17	2017-18	2018-19	2019-20
BSF	0.000000	0.000000	0.000010	0.000027	0.000044
ITBP	0.000006	0.000004	0.000022	0.000010	0.000012
SSB	0.000000	0.000061	0.000053	0.000030	0.000019
CAPF Efficiency	0.000003	0.000013	0.000024	0.000024	0.000031

Source: Authors' computation

From the above table, considering the 'input use efficiency' most efficiency was observed during the period 2019-20 (0.000031), followed by the years 2017-18 and 2018-19, both of which had the same efficiency (0.000024). Least efficiency was observed in 2015-16 (0.000003). Comparing the input use efficiency of the implementing agencies, for the years 2016-19 highest efficiency was observed in SSB, followed by ITBP, and BSF. Only exceptions to this trend were during 2019-20, where BSF had input use efficiency (0.000044), SSB had (0.000019) and ITBP had (0.000012), where BSF had more efficiency (0.000044) other than to SSB and ITBP.

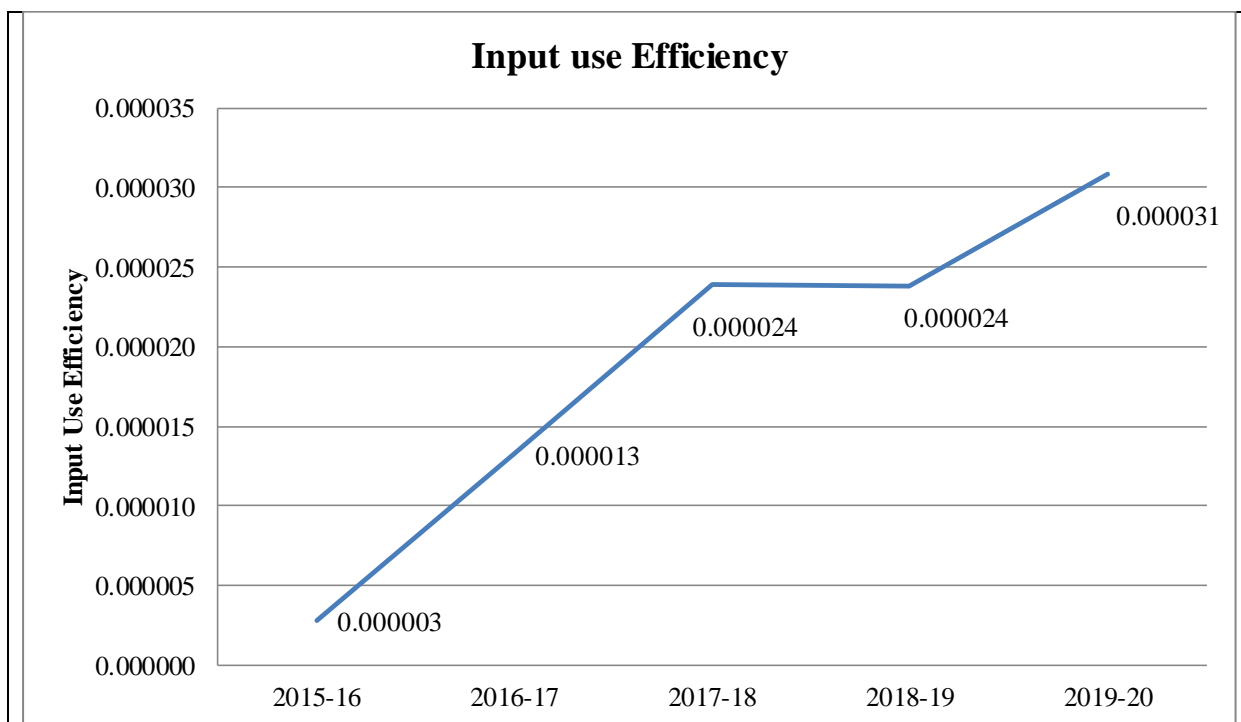


Figure 13: Input Use Efficiency

5. Observations and Recommendations

5.1 Thematic Assessment

Infrastructural Development

Various activities meant to improve the area's infrastructure have been carried out by the armed forces. These include construction of new assets such as water storage tank, solar street light, water sheds, small bridges, market sheds, bus/taxi stands, minor cableways, water supply, electrification schemes, playground etc. Such interventions have improved the mobility and living standard of the people residing in the area. There have also been maintenance and repair of existing infrastructure such as school buildings, hospitals, health centres etc.

Improved Medical Services

Implementing agencies organise medical camps in almost all the areas covered by the programme. These camps provide free basic medical facilities to the local people which are sometimes the only medical facilities in some areas especially in the villages that lie in the international border districts. Therefore, the programme has impacted the local population considerably. There is also presence of mobile medical service in some areas where people don't have efficient transportation system. This increases the medical outreach to the people for whom the nearest medical facilities are inaccessible.

Improved Veterinary Services

Veterinary services like artificial insemination, vaccination are provided to the livestock of the local people. This not only save animals' lives but are also beneficial for the people, as a large part of local income comes from the livestock. Veterinary services have contributed in better health and life expectancy of the livestock. It has also been found that such programmes have increased the quality and quantity of milk, eggs, etc. yielded by the animals which had led to a value addition in the animal products.

Human Resource Development

A large focus of the programme is to uplift the local communities by organising programmes that lead to skill development. Most of these are focused on youth development. Educational excursions are organised for youth wherein they travel all over the country and become aware

of India. Computer trainings are organised to keep local people up to date with the technology. Women are also encouraged to participate in various vocational training programmes like Sewing, Piggery farming etc. to promote their empowerment. The socio-economic development programmes have helped in creating inclusive and sustainable livelihood for inhabitants of international border region.

Livelihood Generation

Many activities are meant to create new sources of income for the local people. These include beekeeping, fisheries and improvement of livestock. Carpet/ handloom weaving training are meant for women beneficiaries, which empowers them by providing them financial independence. There has also been focus on improving agriculture techniques for better produce, development of orchards and forestry etc.

Peace Promotion

The programme has been active in fostering the region's stability through the reduction of terrorism, crime and border tensions in the target areas. The programme is capable not only of fighting insurgencies, but also of reducing local crime in the area. In addition, the presence of armed forces in the border area contributes to the protection of the border population against foreign disturbances and provides a sense of security in the region.

Integrate Border Population

There are several activities in the programme that help in connecting inhabitants of international border districts to other states and union territories. Conducting cultural programmes on the days of national significance, such as Independence Day, Republic Day, etc., make local people aware of the country's rich culture and heritage. Due to these programmes, the trust of local citizens towards armed forces has increased. This has also resulted in increased patriotic fervour among the local people.

Field Observations

(i) BSF

While fighting militancy with an iron hand, the BSF also adopted an empathic attitude towards the local population in Jaisalmer, Rajasthan. The outreach programme in the form of civic actions enabled the force to win the confidence of the local people. The BSF's

confidence building measures involved distribution of school furniture, stationery and the organisation of medical camps in remote areas. Bharat Darshan tours for Kashmiri youths have been organized every year since 1999 by the Jodhpur Frontier. The human element in the strategy of the BSF has been the sine qua non of its operational history in Jaisalmer.

IIPA research team headed by Dr. Saket Bihari, Principal Investigator for the project, “Third Party Evaluation of Civic Action Programme (CAP) in areas other than NE and J&K”, visited the Jaisalmer. The team first visited the Sam, Jaisalmer where the 56th Battalion of BSF had established a Computer Training and Recruitment Facilitation Centre at its own premises under the CAP scheme in 2018, where BSF officials themselves provide not only the computer training, but also the career counselling and recruitment guidance- coaching to children and adults for the government jobs. The duration of course for one batch is 84 days, followed by regular test and final examination. Although BSF is not authorized by MoE (Ministry of Education formerly known as Ministry of Human Resource Development) to issue any certification of course completion of computer training, but BSF had signed MoU (Memorandum of Understanding) with NSDC (National Skill Development Council) in July 2017. Hence, NSDC after evaluating the performance of the students at BSF computer centres can provide the course completion certificate. BSF Jodhpur Frontier IG Ayush Mani Tiwari had also stated that BSF have plans to collaborate with NSDC for such computer training and Recruitment Facilitation centre in coming future.

IIPA research team also had the interaction with beneficiaries of the Computer Training and Recruitment Facilitation Centre established by BSF at Sam, Jaisalmer. Not only children but some adults up to the age of 56 years, especially females were very enthusiastic to join such training programmes. But because of the budget constraints under the CAP scheme, BSF have only four desktops at their Sam Computer Training Centre and considering the people, who are willing to learn the computer skills, four desktops were not appropriate.

BSF Camel Contingent has a specialized battalion-size Camelry Unit in Jaisalmer where a veterinary doctor is always available. Therefore, in nearby villages if any cattle needs any treatment, the villagers directly heads to this Contingent. BSF Veterinary Doctors treats their cattle absolutely free of charge. BSF also keeps organising the medical camps under CAP schemes for the villagers on a regular basis, sometimes in collaboration with local PHC (Primary Health Centre) doctor and distributes the medicines absolutely free of cost. Considering the harshness of the climate, quality of water, scarcity of proper vegetation and

poverty in Jaisalmer, people here are in constant need of medical attention. But again the budget constraint is major hurdle for BSF in organising such medical camps on regular basis.

After Sam, the Research team from IIPA visited the Tanot, Jaisalmer where 139th Battalion of BSF had established a computer centre under the CAP scheme. Here also BSF officials themselves trains the students enrolled at the centre.

At Tanot, Jaisalmer, while interacting with the beneficiaries, the IIPA research team get to know that a primary school has also been adopted by the 139th Battalion of BSF and where BSF had provided benches, tables, chairs, water tanks, sports gear like cricket bat, carom board, football, badminton rackets, etc. BSF had also distributed masks, sanitizers, ration, etc. during the Covid-19 lockdown under the CAP scheme in Jaisalmer.

It was observed during the visit that the education and medical facilities are the two key areas where the BSF battalions are focusing on keeping the need of the local area/ people in mind.

(ii) SSB

Beneficiaries

- Beneficiaries acknowledged the presence of SSB in their villages.
- Major occupation was agriculture.
- In many villages people have availed the services of distribution drive by SSB. Distribution item includes seeds, spraying machine, agricultural equipments and sports equipments.

Observations

- Demands of beneficiaries vary along the border villages. However, the common demand can be narrowed down to coaching/tuition classes for youth to generate employment opportunities.
- Awareness amongst people also vary across the border villages. For instance, in one village people demanded for the organization of awareness camps to educate people against the patriarchal mindset. In the other village people were not aware about how to avail essential services.
- Employment remains the biggest issue amongst the youth due to which they indulge in illegal activities like smuggling, human trafficking, drugs etc, across the Indo-Nepal border.

Implementing agency

- SSB has been active in organizing camps on regular basis. They also carry out demand assessment and hold meetings with frontline implementing personnel which help in optimal utilization of resources. For instance - distribution of sports equipments, spraying machine, coaching for SSC.
- Dichotomy of CAP as a burden or not exist amongst the officials. Officials of higher ranks in some Bn were of the view that CAP is “extra” burden on the force as it is not the mandate of the force; rather than guarding the borders, SSB is doing all sorts of work like, election duties, VIP duties, CAP, deployment in J&K etc. Whereas on the other hand the personnel at border outpost and the one who implements the program on ground, appreciates its significant contribution in trust building between the force and civilians
- They feel budget is too limited to effectively implement the program. It requires more budgetary push to realize its desired objectives.
- CAP should have a share in BADP and their coordination can achieve the desired goals effectively and efficiently.
- There should be separate provisions for the maintenance of distributed items like solar lights, hand pumps etc.

Observations

- Shortage of human resource at the border outpost/ company.
- SSB is not only just concentrating on MCA and VCA but also proactively organizing distribution drives.
- Budgetary allocation should be enhanced

(iii) ITBP

Beneficiaries-

- They recognize the presence of ITBP and have availed the benefits of MCA and VCA.
- Due to migration to other villages in harsh cold weather (September to March), beneficiaries could not optimally get the benefits of services.

- Common occupations of beneficiaries are agriculture and tourism (mule/horse provider during the Gangotri darshan). However both are seasonal in nature and depend on many other external factors. For example, in this year of pandemic, there was no tourism activity in these areas, thus people suffered a lot.

Observations

- Beneficiaries migrate to more than 5-6 villages which makes it difficult for the implementing agency to reach them.
- Not a single person in the village remains aloof of services provided under MCA and VCA i.e. there is no shortage of medicines in the camps.
- Most of the village population have cows, but its milk productivity is very low. One cow gives 1-2 ltrs of milk, only. Thus artificial insemination or cross breeding can help them in improving the productivity and making it sustainable.

Implementing agency

- CAP must continue it builds essential relations between the forces and civilian
- Due to extreme cold weather conditions, people of border villages migrate to lower regions for six months (approx.) which poses the biggest challenge while implementing the program.
- Then, ITBP has to organise its camp in the villages where they have migrated. Another reason for the same is the late budget allocation to the implementing agency. It is released in September to organise the events under CAP but it is the same time when villages start migrating to other villages to beat the harsh climatic conditions
- There should be separate budgetary heads for the procurement of medical equipments.
- There should be separate provisions for the maintenance of distributed items.
- Units should be given more say/ autonomy/ flexibility in deciding the programs rather than it being centralized from headquarters.

Observations

- **ITBP** largely focuses on Medical and Veterinary Camps.
- Shortage of Veterinary doctors was felt due to which a single doctor gets many attachments to other units and becomes overburdened.
- People recognize ITBP and were happy with the way medical and veterinary camps are organised. However the distribution drives were not that successful.

- There was nearly no vocational and skill up-gradation training programs.
- Lack of institutional educational system; thus tuition of coaching of competitive exam can be included in the CAP.
- Training programs should be promoted through CAP for employment opportunities.
- Not much satisfied with the GeM portal and procurement therein.
- Minor Construction activity could be included in the program eg. Construction of community halls, library, playground etc.

5.2 Externalities

Providing promising future

The programme through, educational excursions, computer training, study material distribution, sports events etc. puts much of its emphasis on youth development. People from a very young age get exposed to the India's development journey by travelling and exploring the India. They get acquainted with the knowledge of computers which is imperative in fast changing world. In addition to this, involvement in sports and cultural activities contribute to holistic development of youth. This will ensure that the future generations of the region are progressive and will contribute in future development prospects.

Looking beyond financial support

The Civic Action Programme in areas other than NE and J&K needs to broaden its objective. By, not only providing financial support but also focussing on guidance, mentoring, capacity building will serve the purpose. The programme may consider to provide for personal and professional growth through workshops and customized training courses.

Human resources development

Programmes like developmental, educational, health & hygiene, infrastructure programmes on Indo-Nepal, Indo-Bhutan, Indo-Bangladesh border region will help in harnessing the potential of human resource of the region.

Knowledge Transfer

Personnel of the armed forces get opportunities to share their knowledge and skills while interacting with the local communities. Skill in sports is one of the arena. Youth gain skills in sports when sports meet are organised by CAPFs.

Building an inclusive society

Most of the activities under the programme require mass participation of the locals. This participation is irrespective of the caste, religion, gender and ethnicity. This brings a sense of togetherness for collective development. During the execution of these programmes people work and interact with each other. This enriches their experiences which would not have been possible without these programmes.

Capacity Building

The programme should aim at building capacity and leadership skills over and above providing financial support. This would lead beneficiaries under the scheme to imbibe innovative skills to build upon their potential to create long term change.

Intelligence Gathering

Although gaining intelligence is not a primary role of the personnel involved in the Civic Action Programme in areas other than NE and J&K, indulging with local people gives them insights of ground realities. Local people have access to many covert information that is out of reach of armed forces. These programmes act as impetus for information exchange between CAPFs and local communities.

6. Conclusion

6.1. Issues and Challenges

Insufficient funds

Funding is a major issue that restricts the outreach of implementing agencies to the initiative due to insufficient funds, they are unable to expand the scope of the programmes. The implementation agencies have indicated their intentions to include more beneficiaries and to carry out more initiatives in the regions, but they are constrained by financial resources.

More research needed

Youth in these areas are interested in sports, but the funds have been used to coordinate cultural activities that are of less interest to local people. This contributes to less engagement. It is important that regional evaluation is carried out and that programmes are coordinated accordingly, leading to better usage and allocation of funds.

More focus should be put on capacity building

The programme should aim to develop capacity and leadership skills above and above financial needs. This will lead beneficiaries to implement new skills under the scheme in order to draw on their ability to drive long-term change. Training in human resource development should be stressed further in the curriculum.

Frequent Relocation

Some recipients, as well as implementing agency officials, have raised the question about the transfer of staff deployed in a given region as and when they get to know the local area. New staff lacks clear knowledge of the requirements of the region and often takes time to establish trust with people. The programme should concentrate on the transfer of information to a few chosen local residents who are permanent in an area. They can then carry on with the programme's development works and also guide new personnel about it.

No follow-up after skills development programmes

There is a shortage of guidance for recipients after skills development programmes. In the area, many operators carry out skill development programmes such as technical training, sewing, etc., but there is a shortage of career advice involved. The recipients are, thus, unsure of how to draw on their talents. The variety and opportunities that profit should be better channeled to improve the efficacy of the programme.

6.2 Vision for the future

Short term goals

The guidelines of the scheme need to be updated, to accommodate the new demands and aspirations of the target beneficiaries. Reorientation of programmes under the scheme is required while discontinuing the redundant programmes like distribution of transistors, and including new programmes for increasing youth participation. Furthermore, greater emphasis should be given on human resource development and recruitment training programs of armed forces to engage people in meaningful livelihood activities. It would act as an impetus for employment and economic growth.

Mid-Term goals

Civic Action Programme is one of its kind programme that acts as an engine of trust building between central armed police forces and civilians. Thus it needs to be strengthened with utmost priority. Its outreach and coverage has to be extended to bring in maximum populace of border areas into its ambit. The frequency of programmes organized, also needs to be increased to keep the people engaged and connected. To achieve this, more allocation of funds as well as timely disbursement of funds to the implementing agencies is prerequisite for the effective and efficient implementation of the scheme.

The youth oriented programmes under CAP would help in filling the security and development vacuum in the border areas. These national building programmes would also facilitate in building trust between armed forces and people residing in the regions near international border. It may prove as a bulwark in countering the expansionist policies of neighbouring countries.

Long Term

The full potential of Civic Action Program can be harnessed if state of the art infrastructure is available in all parts of the region. The border areas covered under the scheme lacks basic infrastructure facility which hampers the effectiveness and efficiency of the programmes. This causes the targeted beneficiaries to remain aloof of availing services under the scheme. The geographical uniqueness and remoteness make it imperative to extend internet services to boarder areas. This would enable the populace of the region to access the government's digital services like, E-education, telemedicine, Government e-market place (GeM) etc. A holistic long-term policy in the areas of security, development, ensuring rights and entitlements of local communities, improving governance and perception management should be in place to promote peace and harmony. It would not only improve their socio-economic condition but also contribute in national integration.

Suggestions for improvement of the scheme

Mutual Consent

The signing of the agreements is done after the mutual acceptance of the government and the insurgent groups. Therefore, it becomes incumbent to the insurgent groups to adhere to the

ground rules and in turn the appropriate checks by the government monitoring committees are carried out.

Role of the Government

In spite of the fact that there have been a number of surrenders and agreements, there is still insurgency in the region. The government authorities prolong the negotiations with the aim to wear out the insurgents and once the battle fatigue sets in, agreements are signed whose provisions are rarely implemented. This gives respite to the state government but alternatively it gives an opportunity to the insurgent leaders to gain power directly or indirectly. It is, thus, the onus of the government to ensure that the agreements are implemented in letter and spirit. The government can adopt measures to wean away the warring groups by exploiting ethnic differences.

Civil Society

There is a need to incorporate civil society or the citizens to become a part of the agreement framework. This will increase the faith of the population in the system.

More Initiatives to be taken

Government and the armed forces must generate initiatives to bring about the awareness of the insurgency and the actions being taken to the children in the schools and the colleges.

Development in the Region

There is a requirement of good governance and capacity building mechanism to bring an end to insurgency which will ensure development in the region.

Modernization of the CAPFs

The modernization of the CAPFs in all respects is the need of the day as the insurgents have the latest technology in terms of arms, communication equipment and are well trained to carry out his assigned task.

Rehabilitation

The government must ensure that the surrendered insurgents get what they are promised to include rehabilitation otherwise they will return to the insurgency mode. There should be a surrender policy in the insurgency ridden states.

Publicity

The Government must publicize the surrenders which will have a positive effect on the confidence of the public, raise the morale of the security forces and instill doubts in the minds of the insurgents.

Utilisation of the Funds

The Government must ensure that there is fair utilization of the essential funds and the same must be audited by the concerned agencies.

Legal Actions

The legal prosecution of the apprehended must be monitored at all levels.

6.3 Recommendations for the scheme with reasons

The scheme is considered inclusive in view of the participation of among others, women, SC, ST, OBC and large rural population. In addition, the scheme has following strengths:

- the scheme being the only programme that bridges the gap between civilians and armed forces;
- promotes humanitarian approach;
- works in international border region;
- promotes peace and harmony;
- receives overwhelming support from civilians;
- reduces feeling of alienation of inhabitants of international border population and
- counters false propaganda of anti-peace elements.

In view of above findings, **the study team of IIPA recommends for the continuation of Civic Action Programme in areas other than NE and J&K. This could be considered 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:

- Additional allocation of financial resources coupled with improved outreach

- More autonomy to ground level CAPFs for selection of programmes
- Widening ambit of the programme
- Civilians' training of recruitment as part of CAP

Annexe-1: Research Tools

Interview Schedule

Indian Institute of Public Administration, New Delhi

Third Party Evaluation of Civic Action Programme (CAP) in areas other than
NE and J&K

INTERVIEW SCHEDULE FOR IMPLEMENTING AGENCY

I. BASIC INFORMATION

1	Name of Respondent				
2	Designation				
3	Name of Implementing Agency				
		BSF	ITBP	SSB	
4	Address:				
5	Phone		Email id		
6	State		District		

II. THEMATIC DETAILS

7 Funding Details					
Year	Budgeted Expenditure (Rs. in lakh)	Revised Expenditure (Rs. in lakh)	Actual expenditure (Rs. in lakh)	Number of People Benefited	Number of Programmes conducted
2015- 16					
2016- 17					
2017- 18					
2018- 19					
2019- 20					

III. IMPLEMENTED PROGRAMMES

8 Mention major programmes conducted/ events organised as part of Civic Action Programme(CAP) in areas other than NE and J&K					
Year	List of Programmes implemented	Districts, States of implementation	Rural/ Urban (R/U)	Population targeted (Women/ Children/ Divyang Jan/ Insurgent affected households/ Tribal group (specify, if any)	No. of people benefitted
2015-16					
2016-17					
2017-18					
2018-19					
2019-20					

IV. MULTIPLE RESOURCES (2019-20)

	Category	Budget	Expenditure	No. of Programmes	No. of people benefitted
9A	Medical Civic Action (MCA)				
9B	Veterinary Civic Action (VCA) including Artificial Insemination				
9C	Human Resource Development Programmes (Vocational Training, Career counseling & Pre-recruitment Training)				
9D	Initiation of Small Projects (Beekeeping, fisheries, agriculture techniques, orchards, forestry, carpet & handloom weaving, hosiery etc.)				
9E	Sanitation & Hygiene through extension services & social education				
9F	Construction/Repair works of schools, hospitals, health centres, community hall, road/tracks etc.				
9G	Providing of Drinking water & System of Storage				
9H	Development of Sources of Non-Conventional Energy				
9I	Development of Handicrafts & Cottage Industries				
9J	Water Harvesting Structures				
9K	Assistance during Natural Calamities				
9L	Sports Facilities & Creation of Infrastructure for sports				

9M	Distribution of Transistor				
9N	Providing of Agriculture Tools & Seeds				
9O	Education Excursion/ Study Tours				
	Total				

III. Beneficiary Details

Provide programme-wise details of at least 30 beneficiaries.

Category	Programme Name	Beneficiary Name	Phone	Address	Email(If available)
Medical Civic Action (MCA)					

Veterin ary Civic Action(VCA)				
Human Resour ce Develo pment Progra mmes				

lowest; 5=highest)				
1	2	3	4	5

21	Please arrange in sequence, the below major challenges faced during programme.				
	A=Planning	B=Asset creation	C=Local Support	D= Implementation	E=Sustainability
	Please arrange the respective codes in descending order (most challenging first) :				
	<input style="width: 150px; height: 20px;" type="text"/>				
22	What are the major strengths of the programme? i. ii. iii.				
23	What are the major weaknesses of the programme? i. ii. iii.				
24	Have you collaborated with NGOs /organisations/local communities/others (Yes/No)? If yes, give details.				
25	What is the role of information education and communication (IEC) in scheme implementation?				
26	What changes do you recommend in the Guidelines of Ministry of Home Affairs with respect to the programme in areas other than NE and J&K?				
27	Do you want this scheme to be continued? If yes, given reasons. i. ii. iii.				

Interview Schedule

Indian Institute of Public Administration, New Delhi Third Party Evaluation of Civic Action Programme in areas other than NE and J&K

INTERVIEW SCHEDULE FOR BENEFICIARY

I. BASIC INFORMATION							
1	Name of Respondent-						
2	Sex-	Male		Female			
3	Physical Ability-	Abled		Divyang jan			
4	Category of Respondent-	General		OBC		SC	ST
5	State-						
6	District-	International Border District			Yes		No
7	Type of Region-	Rural		Urban			
8	Phone-						

II. THEMATIC DETAILS		
A. Have you received the following (please tick)		
Food	Yes ()	No ()
Medical support	Yes ()	No ()
Study material	Yes ()	No ()
Computer with accessories	Yes ()	No ()
CTV or DVD	Yes ()	No ()
Sports item	Yes ()	No ()
Transportation facility	Yes ()	No ()
Electricity	Yes ()	No ()
Transistor	Yes ()	No ()
B. Have you Participated in the following (please tick)		
Vocational training	Yes ()	No ()
Health/medical/dental camp	Yes ()	No ()
Career counseling session	Yes ()	No ()
Adult education centers	Yes ()	No ()
Pre-recruitment training	Yes ()	No ()
Awareness programme on patriotic programme	Yes ()	No ()
Educational excursion tours	Yes ()	No ()
Custom & cultural programme	Yes ()	No ()
Veterinary camps/centers	Yes ()	No ()

Sanitation and hygiene drive	Yes ()	No ()
Sports meet	Yes ()	No ()
Socio-economic issues	Yes ()	No ()
Has the CAPF built/maintained the following (please tick)		
Water storage tank	Yes ()	No ()
Roads, bridges and school buildings	Yes ()	No ()
Community Halls	Yes ()	No ()
Library-cum-reading room	Yes ()	No ()
Hospitals	Yes ()	No ()
Health centers	Yes ()	No ()
Market sheds	Yes ()	No ()
Bus/taxi stands	Yes ()	No ()

III	MULTIPLE RESOURCE- Please rate each one of the following (tick the appropriate box)								
10	Food								
	Excellent		Good		Fair		Average		Poor
11	Medical Camp								
	Excellent		Good		Fair		Average		Poor
12	Transportation								
	Excellent		Good		Fair		Average		Poor
13	Repair in school/bridges/community hall								
	Excellent		Good		Fair		Average		Poor
14	The awareness level of coordinator: Career counseling session/Vocational training/ Pre-recruitment training								
	Excellent		Good		Fair		Average		Poor
15	Infrastructural Development Program								
	Excellent		Good		Fair		Average		Poor
16	Border Development Program								
	Excellent		Good		Fair		Average		Poor
17	Social transformation through programmes in your area?								
	Excellent		Good		Fair		Average		Poor
18	How would you rate the level of trust over the period in armed forces?								
	Excellent		Good		Fair		Average		Poor

IV	COMMON CONCERN				
19	Is there any need of program/repair work in your area?				
				Yes ()	No ()
20	If Yes please specify				
21	In your opinion, what is the effectiveness and outreach of the Programme?				
	Highly Effective	very Effective	Effective	Less Effective	Least Effective
22	What are the major strengths of the Programme?				

i	
ii	
iii	
23	What are the major problems of the programme?
i	
ii	
iii	
24	In your opinion, is the programme able to benefit the local people? Yes () No ()
25	If yes then, what were the benefits you received by the programme?
26	What problems were faced by you before the intervention of the programme? i. ii. iii.
27	Give some suggestions to improve the efficiency of the programme. i. ii. iii.
28	Do you want this scheme to be continued? If yes, given reasons. i. ii. iii.

Annex –II: Scheme Guidelines

SCHEME OUTLINE

1. Scheme Outline

1.1 Title of the scheme

Civic Action Programme area other than NE & J&K for Border Guarding Forces (BSF, ITBP and SSB).

1.2 Sponsoring Agency (Ministry/Department/Autonomous Body or Undertaking.

MHA (BSF, ITBP and SSB).

1.3 Total cost of the proposal scheme

Rs. 6.00 Crore for the year 2017-18, Rs. 20 Crore till 2019-20

1.4 Proposed duration of the scheme

2017-18 – 2019-20

1.5 Nature of Scheme: Central Sector Scheme/Centrally Sponsored Scheme.

Central Sector Scheme.

1.6 For Central Sector Schemes, Sub-Schemes/Components, if any, may be mentioned.

For Centrally Sponsored Schemes, Central and State Components, if any may be mentioned.

N/A.

1.7 Whether a New or a Counting Scheme? In case of a Continuing Scheme, whether the old scheme was evaluated and what were the main findings?

This is a counting scheme since 2003 for welfare or border population as per this Ministry's Guidelines dated 15.1.2003, 9.12.2011 and 17.5.2013 (Annexure- I, II&III).

1.8 Whether in-principal approval is required? If yes, has it been obtained?

This is not a new scheme. Hence in-principal approval is not required.

1.9 Whether a Concept Paper or a Detailed Paper has been prepared and stakeholders consulted? In case of new centrally Sponsored Schemes, whether the State Governments have been consulted?

N/A

1.10 Which existing schemes/sub-schemes are being dropped, merged or rationalized?

N/A

1.11 Is there an overlap with an existing schemes/sub-schemes? If so, how duplication of effort and wastage of resources are being avoided?

N/A

1.12 In case of an umbrella scheme (program) give the details of schemes and sub-schemes under it along with the proposed outlay components-wise.

Note: *It may kindly be noted that the word scheme here is used in a generic sense. It includes programs, schemes and sub-schemes, which, depending on need, can be appraised and approved as stand-alone cost centers.*

NA

2. Outcomes and Deliverables

2.1 Stated aims and objectives of the scheme

Funds under CAP are allocated to Border Guarding Forces (BGFs) i.e. BSF, ITBP and SSB for welfare of border population as per this Ministry's Guidelines dated 15.1.2003, 9.12.2011 and 17.5.2013 (Annexure I,II & III). The allocated fund is to be spent for carrying out repair to community buildings, imparting vocational training, initiation of cottage industries, improvement of road/tracks, sanitation & hygiene, assistance during natural calamities and pre-recruitment training in the border areas.

2.2 Indicate year-wise outputs/deliverables in a tabular form:

(Rs. in Crore)

Component s	Year-1		Year-2		Year-3		Total
	Physica l	Financia l	Physica l	Financia l	Physica l	Financia l	
CAP							
		6.00		6.90		7.10	20.00

2.3 Indicate Outcomes of the Scheme in the form of measurable indicators which can be used to evaluate the proposal periodically. Baseline date or survey against which such outcomes should be benchmarked should also be mentioned.

The outcomes include the following:-

- (i) Repair to community buildings to include schools, hospitals, health centers, community halls etc.
- (ii) Running of health, medical, dental, veterinary camps to include the provisioning of medical equipment and stores etc. to existing hospitals/nursing homes

- (iii) Human resources development to include imparting of vocational training, conduct of education excursions by the students to places of national interest and the like, organised career counseling, training and coaching etc.
- (iv) Initiation of small projects in improvement and care of livestock, beekeeping, fisheries, agriculture techniques, orchards, forestry carpet and/or handloom weaving, hosiery etc.
- (v) Improvement of roads/tracks
- (vi) Sanitation and hygiene through extension services and social education
- (vii) Drinking water, basic precautions and system of storage
- (viii) Development of handicraft and cottage industries
- (ix) Assistant during natural calamities
- (x) Water harvesting structure
- (xi) Sports facilities
- (xii) Distribution of transistor (added on 9.12.2011)
- (xiii) Pre-recruitment training (added on 17.5.2013)

2.4 Indicate other schemes/sub-schemes being undertaken by Ministries/ Departments which have significant outcome overlap with the proposed scheme. What convergence framework has been evolved to consolidated outcomes and save public resources?

NA

3. Target Beneficiaries

3.1 If the scheme is specific to any location, are and segment of population, please give the details and basis for selection.

The scheme is for border population; hence border areas are selected for the scheme.

3.2 Please bring out specific interventions directed in favour of social groups, namely SC, ST, differently abled, minorities and other vulnerable groups.

NA

3.3 If the scheme has any gender balance aspects or components specifically directed at welfare of women, please bring them out clearly?

NA

3.4 In case of beneficiary oriented schemes, indicate the mechanism for identification of target beneficiaries and the linkage with Adhaar/UID numbers.

NA

3.5 Wherever possible, the mode of delivery should involve the Panchayati Raj Institutions and Urban Local Bodies. Where this is intended, the preparedness and ability of the local bodies for executing the proposal may also be examined.

NA

4. Cost Analysis

4.1 Cost estimates for the scheme duration: both year-wise, component-wise segregated into non-recurring and recurring expenses.

The scheme involves welfare of border population as per this Ministry's Guidelines

4.2 The basis of these cost estimates along with the reference dates for normative costing.

NA

4.3 In case the land is to be acquired the details of cost of land and cost of rehabilitation/resettlement, if any.

NA

4.4 In case pre-investment activities or pilot studies are being carried out, how much has been spent on these?

NA

4.5 In case the scheme involves payout of subsidy, the year wise and components wise expected outgo may be indicated.

NA

4.6 In case committed liabilities are created, who will or has agreed to bear the legacy burden? In case assets are created, arrangements for their maintenance and upkeep?

NA

5. Scheme financing

5.1 Indicate the sources of finance for the scheme: budgetary support, extra-budgetary sources, external aid, state share, etc.

Demand no. 46; head of account- 03.03.50 other charges (Civic Action Programme area other than NE & J&K for border guarding forces.

5.2 If external sources are indented, the sponsoring agency may indicate, as also whether such funds have been tied up?

NA

5.3 Indicate the component of the costs that will be shared by the state governments, local bodies, user beneficiaries or private parties?

NA

6. Approvals and Clearances

6.1 Requirements of mandatory approvals and clearances from various local, state and national bodies and their availability may be indicated in a tabular form (land acquisition, environment, forestry, wildlife etc.)

NA

7. Human Resources

7.1 Indicate the administrative structure for implementing the scheme. Usually creation of new structures, entities etc. should be avoided

NA

7.2 Manpower requirement, if any. In case posts, permanent or temporary, are intended to be created, a separate proposal may be sent on file to pers. Division of Department of expenditure (such proposal may be sent only after the main proposal is recommended by the appraisal body)

NA

7.3 In case outsourcing of services or hiring of consultant is intended, brief details of the same may be provided.

NA

8. Monitoring and Evaluation

8.1 Please, indicate the monitoring framework for the scheme and the arrangements for statutory and social audit (if any).

MHA and border guarding forces (BSF, ITBP&SSB) monitor the scheme. The forces submit Utilization Certificate and same is monitored by MHA regularly.

8.2 Please indicate the arrangement for third party/independent evaluation? Please note that evaluation is necessary for extension of scheme from one period to another.

NA

9. Comments of the financial advisor, NITI Ayog, Department of Expenditure and other Ministries/Departments may be summarized in tabular form along with how they are being internalized and used to improve this proposal.

NA

10. Approval Sought:

Approval for continuation of Civic Action Programme (CAP) for border guarding forces in area other than J&K, NE&LWE for an amount of 20 Crore upto 2019-20.