

Evaluation cum Impact Assessment Study
of
Pradhan Mantri Jan Vikas Karyakram (PMJVK)

Submitted to



अल्पसंख्यक कार्य मंत्रालय
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Executive Summary

Communities that have historically faced persistent development gaps, access to quality education, healthcare, water supply, and social infrastructure becomes fundamental to improving life chances. The Pradhan Mantri Jan Vikas Karyakram (PMJVK) stands as a critical national intervention aimed at bridging these deficits and ensuring an equitable distribution of development benefits in minority-concentrated areas. The present evaluation examines the functioning of PMJVK in this larger context of inclusive growth, reviewing its impact on the ground and assessing the extent to which the scheme has succeeded in strengthening essential public services. The analysis is based on extensive field investigations carried out across selected states and provides insights into achievements, constraints, and opportunities for improvement.

Scope and Methodology

The Ministry of Minority Affairs entrusted the Indian Institute of Public Administration (IIPA) with undertaking an in-depth evaluation of PMJVK across representative districts in Uttar Pradesh, Bihar, Rajasthan, West Bengal, Odisha, Telangana, Arunachal Pradesh, Karnataka. The scope of this study was to assess the scheme's progress in infrastructure creation, its actual functionality, the degree of beneficiary reach and awareness, the variation in implementation across states, and the overall developmental impact on minority communities. To fulfil these objectives, a mixed-method approach was adopted. This included household interactions, facility-level observations, interviews with teachers, doctors, CSC operators, and community members, and discussions with district-level officials. Site visits were conducted to PMJVK-supported schools, hostels, health centers, community halls, and water supply systems to evaluate physical quality, operational readiness, and utilization patterns. The field evidence was complemented by reviews of administrative data and interactions with key stakeholders, ensuring a comprehensive understanding of the scheme's functioning across diverse socio-economic settings.

Focus Areas

The evaluation was guided by PMJVK's redefined sectoral priorities, focusing on education, health, drinking water supply, community infrastructure, and governance and awareness mechanisms. In the education sector, attention was directed towards the adequacy of classrooms, hostels, laboratories, sanitation facilities, digital infrastructure, and accessibility

for students, particularly girls. In health facilities, the analysis examined infrastructure readiness, staffing patterns, diagnostic services, essential medicines, and the degree to which primary healthcare needs were met. Drinking water systems were reviewed in terms of supply reliability, water quality, pumping efficiency, chlorination practices, and ease of access for households. Community assets such as Sadbhavana Mandaps and CSCs were studied for their functionality, maintenance, governance structure, and their role in supporting social cohesion. A cross-cutting area of focus was the level of awareness among beneficiaries regarding PMJVK, the visibility of scheme components, and the institutional mechanisms available to monitor, supervise, and sustain created infrastructure.

Methodology

The methodology adopted for this evaluation study is designed to provide a comprehensive understanding of the implementation and outcomes of the PMJVK in the selected districts. The study has been conducted using a research framework aimed at understanding both the implementation mechanisms at the service-provider level and the real-life experiences of beneficiaries. In order to capture this multidimensional view, a mixed methodological framework combining purposive sampling techniques with both qualitative and quantitative research tools was employed to arrive at a comprehensive assessment of program performance.

Research Design

This evaluation followed an exploratory and descriptive research design aimed at assessing how PMJVK interventions are operating at the grassroots level. The study looked beyond numerical indicators and sought to understand real experiences of implementation and usage. The design allowed flexibility in observing patterns, identifying challenges, and capturing perceptions of key stakeholders, including institutional service providers and community beneficiaries.

Sampling Approach

The study used purposive sampling to select PMJVK-funded projects and facilities for field visits and deeper examination. Facilities were selected based on type of infrastructure, stage of completion, geographical distribution, and relevance to priority sectors such as education, skill development, drinking water, health services, and community facilities. Purposive sampling also enabled direct engagement with stakeholders most closely associated with the project outcomes. By focusing on participants who are directly influenced by the program, the study aimed to capture grounded insights regarding utilisation and impact.

Field investigation was undertaken across states selected in consultation with state minority welfare departments. Districts within these states were chosen based on the concentration of PMJVK projects and representation of diverse settings including rural, semi-urban, and urban regions. Within the selected districts, facilities such as schools, hostels, health centers, community halls, and water systems were visited. Beneficiaries were identified purposively, including students enrolled in PMJVK-supported institutions, residents of hostels, patients accessing upgraded healthcare services, and community members utilising multipurpose public facilities.

Mixed-Methods Approach

Given the multidimensional nature of the evaluation, the study adopted a mixed method approach that integrated both qualitative and quantitative techniques. This combination ensured that the findings were both evidence-based and supported by contextual explanations. While quantitative data helped establish measurable indicators, qualitative narratives provided depth and human perspective.

Quantitative information was collected through secondary data sources, including official documents, utilisation reports, enrolment records, infrastructure inventories, and demographic details. Structured observation checklists were also used to assess physical infrastructure such as availability of equipment, classroom utilisation, maintenance conditions, drinking water facilities, and service delivery readiness. These numerical assessments offered an objective benchmark to compare designed inputs with actual status.

Qualitative methods formed a key component of the evaluation framework. Field interactions, informal discussions, and semi-structured interviews were conducted with students, teachers, local community members, and administrative staff to understand perceptions and experiences. These discussions provided insights on accessibility, awareness, satisfaction, challenges faced, and perceived benefits of PMJVK interventions. Case studies were also prepared to highlight lived realities and illustrate change at the household or individual level.

Through this qualitative exploration, the study assessed issues such as how facilities are being utilized, whether beneficiaries feel empowered, how community engagement is evolving, and how the programs have changed everyday life ranging from improved learning environments to better access to essential services.

The methodology specifically emphasized assessment at two levels:

1. Service Provider Level, interacted with 91 service provider that focused on the operational side of the program, including project management, construction timelines, availability of staff, adequacy of resources, functional status of facilities, and challenges faced during implementation. This perspective helped evaluate planning efficiency, accountability mechanisms, and institutional readiness.
2. Beneficiary Level, interacted with 700 beneficiaries that examined how PMJVK interventions are impacting real users. This component looked at accessibility, frequency of use, satisfaction, perceived benefits such as improved education, better connectivity to opportunities, health improvements, and community participation. Understanding the beneficiary perspective allowed the study to move beyond physical completion and assess social and developmental outcomes.

Key Findings

The study reveals that PMJVK has substantially expanded access to essential infrastructure in minority-dominated regions by constructing schools, classrooms, hostels, health facilities, drinking water systems, and community centers. Many of these assets represent long-awaited developments in localities where public investment had been limited for decades. However, while the infrastructure itself is generally well constructed, there is a visible gap between physical creation and functional utilisation. Several schools have improved buildings but lack trained teachers, wardens, laboratory technicians, and functional digital rooms. Health centers often operate with minimal staff and limited diagnostic facilities, reducing them to basic outpatient points with irregular medicine availability and insufficient maternal and child health services. Drinking water systems have generated strong positive impact—improving water quality, reducing drudgery for women, and lowering incidence of waterborne diseases—yet sustainability concerns persist due to electricity-dependent pumping, occasional leakages, and inadequate maintenance arrangements. Community centers show potential but remain underutilised in many locations due to the absence of management structures and limited public awareness.

Across states, one of the most significant findings is the low level of awareness about PMJVK among beneficiaries, with many users unaware that the facilities they depend on were created under this scheme. This reduces transparency, diminishes citizen engagement, and limits the possibilities for community-based monitoring. At the same time, the evaluation notes meaningful improvements in educational access, especially for girls residing in PMJVK-supported hostels, and enhanced trust in public health institutions where facilities are

functional. Overall, the scheme has been effective in addressing infrastructure deficits but requires stronger emphasis on operational readiness and support systems.

Recommendations

The evaluation highlights the need to reinforce the operational dimensions of PMJVK to ensure that infrastructure translates into effective service delivery. Functional readiness must be prioritized by ensuring adequate staffing of health centers, schools, and hostels, along with timely provisioning of equipment, medicines, furniture, and learning materials. Operation and maintenance of drinking water systems, community centers, and physical infrastructure should be strengthened through clear accountability mechanisms, dedicated funds, and locally managed maintenance arrangements. Enhancing community awareness about PMJVK is essential, and this can be achieved by improving scheme visibility, installing information boards, and conducting outreach campaigns through local institutions. Strengthening monitoring systems through regular inspections, digital tracking of project progress, and timely redressal of delays would contribute significantly to improving overall implementation. The scheme would also benefit from gender-responsive planning, including deployment of female healthcare staff, enhanced maternal health services, and girl-friendly educational infrastructure.

Conclusion

The evaluation concludes that PMJVK has made commendable progress in addressing long-standing infrastructure gaps in minority-concentrated areas and has created critical public assets that have improved access to education, healthcare, and drinking water. These contributions have had positive socio-economic implications, particularly for women, children, and lower-income households. However, the full transformative potential of PMJVK remains dependent on strengthening operational capabilities, human resources, maintenance systems, and public awareness. By focusing on these dimensions, PMJVK can evolve from a primarily infrastructure-driven scheme to a more service-oriented programme that guarantees equitable and sustainable improvements in the quality of life for minority communities across the country.