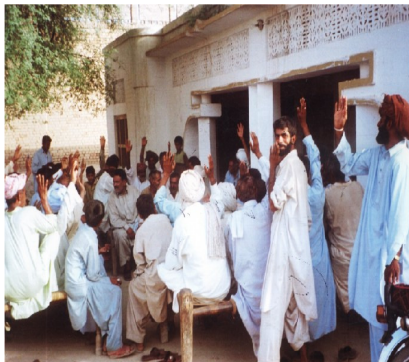




PUNJAB IRRIGATION & DRAINAGE AUTHORITY

AWB/ LCC (EAST) CANAL CIRCLE

**PERFORMANCE MONITORING AND EVALUATION OF
FARMERS ORGANIZATIONS**



**M&E Report
on
3 Years FOs Functioning**

(October 2008)

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1. Background

The deficiencies in effective water resources management had been a matter of great concern for the Government which poses a major hindrance for the developments in the water sector. The Government feelings to adopt new improved practices to manage the water resources in the country with respect to improvement in performance in service delivery and sustainability of the irrigation infrastructure, led the Government towards comprehensive Institutional Reforms in water sector to ensure effective planning, development and management of all water resources within the country. Accordingly, during 1995, the Government of Pakistan decided to introduce Institutional Reforms in the Irrigation Sector, so as to achieve equity in distribution of supplies, improve cost recovery and encourage participatory management of the irrigation system.

On cognizant of the problems in irrigation water management and service delivery in the province, the Govt. of Punjab decided to adopt the institutional reforms in irrigation sector. Hence, during June 1997, the Punjab Provincial Assembly passed the "Punjab Irrigation & Drainage Authority Act". This was an important step in the process of implementing the necessary institutional reforms in the irrigation sector. The reforms area focused on the decentralization of the irrigation system management, through public and private partnership, participation of farmers and resource governance.

The Punjab Irrigation & Drainage Authority (PIDA) has been set up at provincial level with representation of farmers and the government representatives. The Act provides set up of Area Water Boards at Canal Command Levels, including farmers and Government Representatives and establishment of Farmers Organizations at distributary levels, an entirely farmer based entity. Hence this Act focuses on decentralization of a centrally controlled irrigation system (Provincial Irrigation Department-PID) into a three tier public private partnership based management system.

From review of the past studies on Institutional Reforms Initiatives/Schemes it well known that the implementation of Reforms Process, improvement of productivity of irrigation system and sustainable management by transferring management to farmers Organizations needs a

massive drive to provide back up support to make the FOs fully functional and to get quick benefits. Urgent attention to maintenance and rehabilitation, improvement in cost recovery, realignment of expenditures, and capacity building of institutions are required to meet the challenges.

1.1 Legal Framework and New Entities

The reforms in the province started with promulgation of the “Punjab Irrigation and Drainage Authority” PIDA Act 1997, by the Provincial Assembly of Punjab.

For implementation the reforms initiatives a legal framework has been evolved by the PIDA, which is based on the participation of farmers at all levels of irrigation management that is at provincial level, canal command level and at distributary level. This framework legitimizes the reforms process and set out the conditions for establishment of Farmers Organizations and Area Water Boards (AWB) through Rules and Regulations under PIDA Act. The detail of the legal frame work is as under:

- The Punjab Irrigation and Drainage Authority, Act 1997;
- PIDA (Area Water Board) Rules 2005;
- PIDA, AWB (Conduct of Business) Regulations, 2007;
- PIDA, AWB (Conduct of Meetings) Regulations, 2000;
- PIDA, AWB (Elections) Regulations, 2006;
- PIDA (Pilot Farmers Organizations) Rules 1999, replaced Rules, 2005;
- PIDA, Pilot FOs (Elections) Regulations 1999;
- PIDA, Pilot FOs (Registration) Regulations, 1999;
- PIDA, Pilot FOs (Financial) Regulations 2000;
- PIDA, FOs (Conduct of Business) Regulations, 2007;
- Irrigation Management Transfer Agreement between FO and AWB /PIDA.

Under this legal framework the existing management of irrigation system has been converted into multi-tier system.

<p>Punjab Irrigation and Drainage Authority-PIDA at provincial level (representation of farmers and the Govt.)</p>	<ul style="list-style-type: none"> • Chairman (Minister for Irrigation, Punjab) • 6 Farmer Members (Nominated by the Government) • 5 Non-Farmer Members (Chairman P&D Board, Punjab, Secretary, Irrigation & Power Department Punjab, Secretary, Agriculture Department Punjab, Secretary , Finance Department Punjab, Managing Director PIDA)
<p>Area Water Board (AWB) at Main Canal Command level</p>	<ul style="list-style-type: none"> • Chairman (Elected out of Farmer Members) • 10 Farmer members (elected out of Farmers Organizations) • 9 Non Farmer Members. (Representative of allied Government Departments and technical expert) • To become sustainable within 10 years

Farmers Organizations (FOs) at Distributary level (out of Chairmen KPs)	(a) General Body consist of Chairmen of Khal Panchayat (b) Management Committee (elected by General Body) i) President ii) Vice President iii) Secretary iv) Treasurer v) 5 Executive Members (three from tail reaches)
Khal Panchayat (KP) at each watercourse level	<ul style="list-style-type: none"> • To become sustainable within 7 years • Chairman • 4 Members (elected out of farmers of watercourse)

Under the implementation of Reforms process the current functions of the Irrigation Department are being shared by establishing the new institutions viz. Punjab Irrigation and Drainage Authority (PIDA) at provincial level (representation of farmers and the Govt.), Area Water Board (AWB) at Canal Command level, Farmers Organizations (FOs) at Distributary level and Khal Panchayats at Watercourse level. In this scenario, the PIDA as an autonomous body is responsible to carry out all the functions of the Irrigation Wing of the PID, with independent revenue collection and purchasing authority, policy formulation, legal enactment and supervision of the overall management of the irrigation and drainage system in the province with emphasis on improving irrigation service delivery, optimizing water use efficiency, introducing the concept of participatory management, undertaking measures to improve assessment and collection of water charges, and making a Authority self sustaining organization. The Area Water Board (AWB) has to perform most of the aforementioned irrigation management functions at the canal command level, including water supplies to the head of distributaries, monitor equity and take measures for preventing water theft, monitor and review O&M work plan of canals, expenditures against budget allocations, monitor FOs performance, review and supervise the assessment and collection of water rates, to adopt implementation plans and assist in promotion and development of FOs. Farmers Organization (FO) is basic farmer-managed unit responsible to manage, operate and maintain the irrigation channels/canals and infrastructure, receive and supply irrigation water equitably and efficiently to the farmers, settle all farmers disputes relating to water distribution, employ FO staff, water charges assessment and collection, and deposit the agreed share of Abiana to PIDA and utilize their share to carry out functions of FOs.

1.2 Irrigation Management Reforms Implementation

The process of Institutional Reforms is commenced with community development at village level so as to well aware the farming community about Participatory Irrigation Management initiatives and to organize them for establishment of Farmers Organization. The following concerted steps have been undertaken for the development of Farmers Organizations.

- Information dissemination among farming community for promotion of Participatory Irrigation Management.
- Social Mobilization of farming community at each watercourse level and in the area.
- Formation of Khal Panchayats and Farmers Organizations through election process.
- Capacity Building and Training of members and staff of Farmers Organizations and Provincial Irrigation Department staff.
- Dissemination through Workshops, Seminars and Media etc. to create awareness among farmers, public and other stakeholders.
- Operationalization and strengthening of Farmers Organizations
- Coordination and Institutional Support to Farmers Organizations for their efficient functioning.
- Monitoring and evaluation of Farmers Organizations and back up support in weak areas.

The first Area Water Board (AWB) was established in Lower Chenab Canal (East) Canal Command Faisalabad on Pilot basis in February 2000 under PIDA Act 1997. Accordingly, establishment of eighty four Farmers Organizations (FOs) and Irrigation Management Transfer (IMT) of distributaries to them was completed by the end of year 2005. The Irrigation Management was transferred to 84 FOs in three phases. 1st group of 20 FOs signed IMT agreement on 8th March 2005, the 2nd Group of 49 FOs on 28th June, 2005 and for 3rd group of 15 FOs, it was completed on 8th December 2005. The Location Map of FOs including some basic informations of AWB LCC East Circle is shown in Fig-1. FOs start their functioning as soon as transfer agreement is signed between PIDA and management committee of FO. PIDA is providing institutional support, coordination, capacity building and training in technical, revenue, operation and maintenance of infrastructure and organizational development. Further *Monitoring and Evaluation* of the performance of the FOs is being regularly carried out so as to assess the performance of FOs and to provide back up support in identified weak areas. Continuous skill development and training in deficient areas is being provided through extra trainings, workshops and FO to FO dialogues.

2. Performance Monitoring and Evaluation of Farmers Organizations

The following specific steps and activities have been undertaken for implementation of monitoring and benchmarking performance of FOs.

- i. Monitoring and benchmarking system has been delineated for FOs, and identified performance indicators and criteria for evaluation. The developing mechanism introduced to all FOs and concerns staff in training workshops, courses and in various sessions organized for capacity building of FOs.
- ii. Baseline data of all FOs channels in AWB/LCC (East) Circle has been collected.
- iii. FOs monthly and periodic progress report proformas/formats have been prepared and delivered to all FOs. PIDA monitoring and evaluation teams are devised to carrying out internal/on-going monitoring of performance of FOs against their entrusted functions and performance parameters/indicators in order to assess FOs functioning and formulate sub-sequent monitoring and evaluations. The following specific key indicators are incorporated and considered under the monitoring and evaluation of FOs performance:
 - Organizational Development/- Management Aspects
 - Management of Physical Condition of Channels- O&M Works
 - Irrigation Service Delivery - Operation and Regulation of Channels, Monitoring of Outlets and Maintaining Equity
 - Disputes Resolution and Disposal of Revenue Cases
 - Water Charges (Abiana) Assessment and Collection
- iv. PIDA monitoring field teams as per plan visited the FOs offices and carried out physical inspections of channels and identified water delivery performance of channels and outlets from head to tails. The copies of physical inspection sheets were also delivered to FOs and identified weak areas communicated for further necessary action and improvement.
- v. Field inspection reports and FOs progress reports analyzed, and prepared periodical reports on FOs Performance on monthly, quarterly and annual basis. FOs functioning have been communicated through writing and in various meetings.

3. Performance of FOs

FOs overall performance for 3 years FOs functioning (since IMT 2005 to June 2008) covering the key indicators of FOs performance pertaining to organizational development aspects, irrigation service delivery (operation, regulation of channels, equitable distribution of water), management of physical condition of channels (repair & maintenance of channels/works), disputes resolution and disposal of unauthorized irrigation/water theft and revenue cases, water charges (Abiana) collection and funds utilization, are illustrated in following sections.

3.1 Organizational Development (FOs Management Activities):

3.1.1 FOs Management Committee and General Body Meetings: It observed that the FOs have conducted total 2736 Nos. of Management Committee Meetings with an average of 33 Nos. meetings by each FO during the 3 years functioning. The minimum required meeting of management committee of FO is one in every month, therefore for the period of 3 years FOs functioning it required atleast total 36 meetings. 30 FOs have conducted equal to or more than the minimum required 36 meetings, and 15 Nos. of FOs conducted less than 50% (<18 Meetings). The FOs meetings of their General Body conducted total 1019 Nos. with an average of 12 meetings by each FO. Among them, 62 FOs held their general body meetings equal to or more than the minimum required 6 meetings, and 10 FOs remained on 50% or less then that against the required meetings. The frequency of these meetings and extent of participation level of members of FOs are observed differs from FO to FO. However extent of participation level of members in these meetings remained at an average of about 73%. The records of FOs have been checked and it observed that 26% FOs (22 FOs) have not maintained the record of conducted meetings properly. The members of the Management Committee are generally taking interest in the affairs of FO. In some cases the office bearers of Management Committee do not attend the meetings regularly and some lacking in interest among the members of FOs was observed due to the dominant role of their FO Presidents. FOs better functioning has been observed where the Management Committee is jointly and collectively working and harmony among the members existed. The interaction and cooperation amongst FOs members and farming community has also been recorded which reveals that about 63% FOs have satisfactory and good interaction and cooperative approach and about 37% FOs

have poor to adequate level of interaction and cooperation. The quantitative summary of the FOs meetings is given in following Table-1 and detail is enclosed at Annex.-A.

Table-1: Status of FOs Meetings Conducted

Meetings	Minimum Required (Nos.)	Average Meetings Conducted (Nos.)	Total Meetings conducted (Nos.)	Members Attendance
1. Management Committee Meetings	36 (for the period of 3 years)	33	2736	73%
2. General Body Meetings	6 (for the period of 3 years)	12	1019	
Summary/Analysis				
1. Management Committee meetings (%)			Nos. of FOs	
Equal or > Minimum Required meetings-36			30	
Above 75%			17	
50%-75%			22	
Less than 50%			15	
2. General Body Meetings (%)			Nos. of FOs	
Equal or > Minimum Required meetings-6			62	
Above 75%			5	
50%-75%			7	
Less than 50%			10	

3.1.2 FOs Standing Committees Formation and Functioning: For better performance of the FOs functional activities, more than 75% FOs have established various standing committees regarding operation & regulation (watch & ward of channels), maintenance, water charges collection, finance and special works etc. Among them only 60% standing committees are found functional and are carrying out the activities in their assigned areas/aspects. However the capacity and skills of standing committees are needed to be improved in such a way that they could perform their assigned functions/ responsibilities as per procedures under the rules and regulations. Different standing committees as formed and functioning in FOs is summarized in following Table-2 and detail is Annexed at 'A'.

Table-2: Standing Committees of FOs

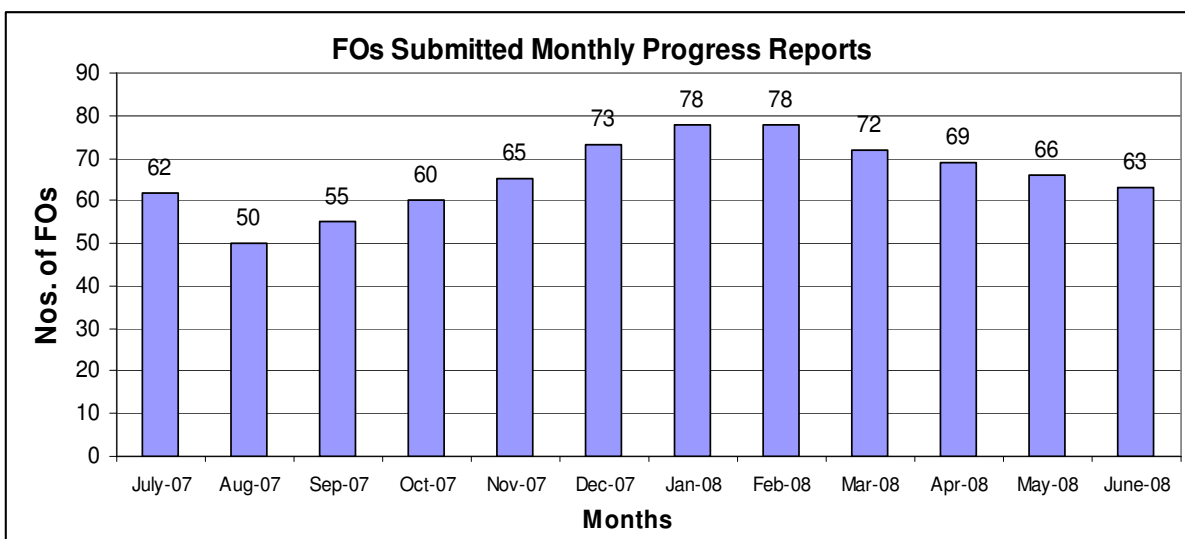
Name of Standing Committee	Nos. of FOs			
	Formation		Functioning	
	Formed	Not Formed	Yes	No
Operation/Regulation Committee	76	8	61	23
Maintenance Committee	67	14	51	33
Water Charges Committee	78	6	61	23
Financial Committee	65	19	47	37
Special Works Committee	72	12	55	29

3.1.3 Staffing of FOs: The total strength of FOs recruited staff is 557 Nos. serving FOs. Among them, 24 Managers Technical, 32 FO-Assistants cum computer operator, 25 Revenue Assistants, 146 Patwaries, 220 Baildars, 24 Gauge readers, 25 Revenue Assistants, and 27 Security Gaurds, 39 Naib Qasid and 20 Other staff i.e Dak-Runner, Driver, Gardener, Sweeper etc. hired by the FOs. As regards Technical Managers, FO Assistants and Revenue Assistants are being shared by the group of FOs constituted at IMT Unit level. 32 IMT Units of FOs Map is placed on next page. At each IMT unit, one technical manager and FO Assistant are required as per staffing plan of FOs. The total hired staff of FOs is 557 Nos. which is less than as per IMT Agreement (Staffing Plan) as it requires about 608 Nos. in total. Therefore, for better performance of FOs the requisite staff, specially technical and revenue, should be recruited immediately by the FOs as per IMT agreement-Staffing plan. It is observed that at more than 50% FOs the staff relating to technical & revenue matters, have poor and weak capacity and skill in performance of their duties/responsibilities as per procedures under the rules and regulations. Therefore effective on job training and capacity building of staff of FOs are required. The detail of the FOs staffing is Annexed at 'A'.

3.1.4 Capacity Building Trainings of FOs: All 84 FOs have got about 9 Nos. of trainings in various aspects of irrigation management for their capacity building in performance of functions efficiently i.e i) Organizational Development and management skills; ii) Operation and Maintenance of channels/works; iii) Operation and Regulation aspects of irrigation water supply/channels; iv) Water Charges assessment and collection; v) Process of Disputes resolution and disposal of revenue cases; vi) Financial Management; and vii) Record maintenance. FOs also attended various lectures & training courses and workshops for their capacity and skill development. The institutional support, coordination and trainings for better functioning and improvement of FOs performance is continuously provided by PIDA/AWB. It observed that with the passage of time FOs and their staff have realized the need for their further trainings for efficient working and improving performance. Further, special on job trainings of FOs are being planned, especially in account management, and technical support provided by PIDA/AWB staff for O&M of works execution.

3.1.5 Status of Progress Reports Submission by FOs: FOs are submitting monthly progress of their activities on the specific format of Proformae/ Forms set. The progress reports include information/data regarding organization development for conduct of meetings, disputes & cases resolution, O&M of Channels/works, monitoring

and recording of water delivery of channels & outlets, water charges assessment and collection and expenses detail. Progress reports are scrutinized and deficient areas of FOs performance are communicated to management of FOs and PIDA/AWB concerned field staff for improvement and ensuring of received qualitative and quantitative performance informations. The status of progress reports submission by the FOs reveals that out of all 84 FOs, only 28 FOs have submitted their monthly progress reports regularly. However, an average 66 Nos. FOs submitted their monthly progress reports. The FOs who were not regularly submitted their monthly progress reports, have been stressed and proper support and guidance has been provided to them for progress reports submission and accordingly the record maintenance. FOs progress report returns for the months of January and February 2008 reached up to maximum 93%. The status of progress reports submission by the FOs, AWB LCC East Canal Circle, during the period July 2007 to June 2008 are presented in graphical form hereunder;



3.1.6 FOs Records Management/ Maintenance Status: The records of all 84 FOs includes general records (*minutes of meetings, attendance, complaints, receipt & dispatch, progress reports*), operation/ regulation records (*guage/discharge, outlets check, cuts/breach, special charges, warabandi*), disputes & resolution record, execution of works records (*measurement & level books, sanctioned estimates, tender register*) and accounts records (*works expenditures, cash books, ledger, water charges assessment & collection, agreements*) have been checked and the detail status of each FO records is Annexed at 'A'. The analysis of such data reveals that an average 36 FOs have not maintained properly their over all records and found weak in records management/maintenance. The general records and operation/regulation of channels records of an average 26 FOs was found

not maintained properly. Similarly, the records of execution of works disputes resolution, in an average 34 FOs were not maintained properly and overall accounts records of 20 FOs not maintained properly. All 84 FOs prepared their annual business plans/budgets for the years 2005-06, 2006-07 and 2007-08, and got them approved from their General Bodies. All FOs prepared their annual Budgets and proposed on the basis of their 40% share of water charges assessment and allocated expenditures on the major areas i.e staff salary, administrative, repair and maintenance works as per prescribed schedule of limits 70% for administrative & operating expenses and 30% for repair and maintenance of channels and structures. PIDA/AWB provided support to FOs in preparation of annual business plans/ budgets. The records maintenance status of FOs is summarized in the following Table-3.

Table- 3 : Records Management/ Maintenance Status

Records	Nos. of FOs					
	100% Maintained	>90% Maintained	70-90% Maintained	50-70% Maintained	<50% Maintained	Not Maintained
General Records	41	9	8	7	10	9
Minutes of Meetings	47	7	8	9	12	1
Complaints Register	32	1	7	8	11	25
Receipt & Dispatch	60	13	4	3	2	2
Monthly Progress submission	28	16	18	9	13	--
Operation/Regulation Records (Average)	40	8	8	5	5	18
Gauge/Discharge	53	14	4	4	5	4
Outlets Check Register	40	7	10	5	7	15
Cuts & Breach Register	42	7	10	6	5	14
Special Charges Register	24	6	7	4	4	39
Disputes Resolution	35	9	7	4	10	19
Execution of Works Records (average)	29	7	13	7	4	24
Measurement Books & Level Books	34	6	17	7	3	17
Sanctioned Estimates	41	11	12	6	2	12
Tender Register	13	3	11	7	6	44
Accounts Records Maintenance (overall)	32	9	23	8	7	5
Works Expenditures	46	10	6	4	1	17
Cash Books	56	8	12	0	5	3

Records	100% Maintained	>90% Maintained	70-90% Maintained	50-70% Maintained	<50% Maintained	Not Maintained
Ledger	50	9	16	2	5	2
Water Charges Assessment	57	9	15	2	0	1
Water Charges Collection	65	7	6	1	4	1
Agreements Record	24	6	13	9	7	25

3.2 Irrigation Service Delivery:

For operation/ regulation of channels water supply and watch and ward of their channels, 76 FOs have established operation committees and 67 FOs established maintenance committees. Among them 61 operation committees and 51 maintenance committees were found functional. Out of 32 required Technical Managers in 32 IMT units, 24 Technical Managers have been appointed by the FOs. 80 FOs have hired channels watch and ward staff-220 Baildars against the required 260 Baildars and 15 FOs hired 24 gauge readers. Among them 49 FOs Technical staff is not functioning properly and they do not have a proper skill to perform their functions and knowledge regarding procedures/methods, rules and regulations. These factors contributed lackings in the operationing and regulation of channels, ensuring equitable water distribution up to tails of channels, watch and ward of channels and works, addressing of problems regarding water delivery at head, responsiveness in emergency/ maintenance of channels and records maintenance thereof.

3.2.1 Monitoring & Repairing of Outlets and Ensuring Channels Operations/Equitable Distribution of Water:

It observed that 71 FOs have maintained daily gauge/discharge registers and 57 FOs maintained the outlets check registers up to level of satisfactory and good. 74 FOs checked total 4525 Nos. of outlets, and among these, 47 FOs have identified 1146 Nos. of defective & tampered outlets. 45 FOs have repaired 996 defective and tampered outlets. During field visit, most of FOs informed to the field inspectors that they had checked their channels and outlets regularly and whenever they found any defects/tampering and obstacles in flow they repaired and removed it but they did not recorded in their office registers. Therefore such entries in outlets check register regarding checking of outlets parameters, delivery performance ratios (DPRs) and after repairing of outlets the design parameters checking not being recorded by FOs. Some particular activities carried out by the FOs for ensuring and maintaining of operation of channels is illustrated in following Table-4 and detail of each FO is Annexed at 'B'.

Table- 4 : Checking and Repairing of Defective & Tampered Outlets and Breach/ Cuts

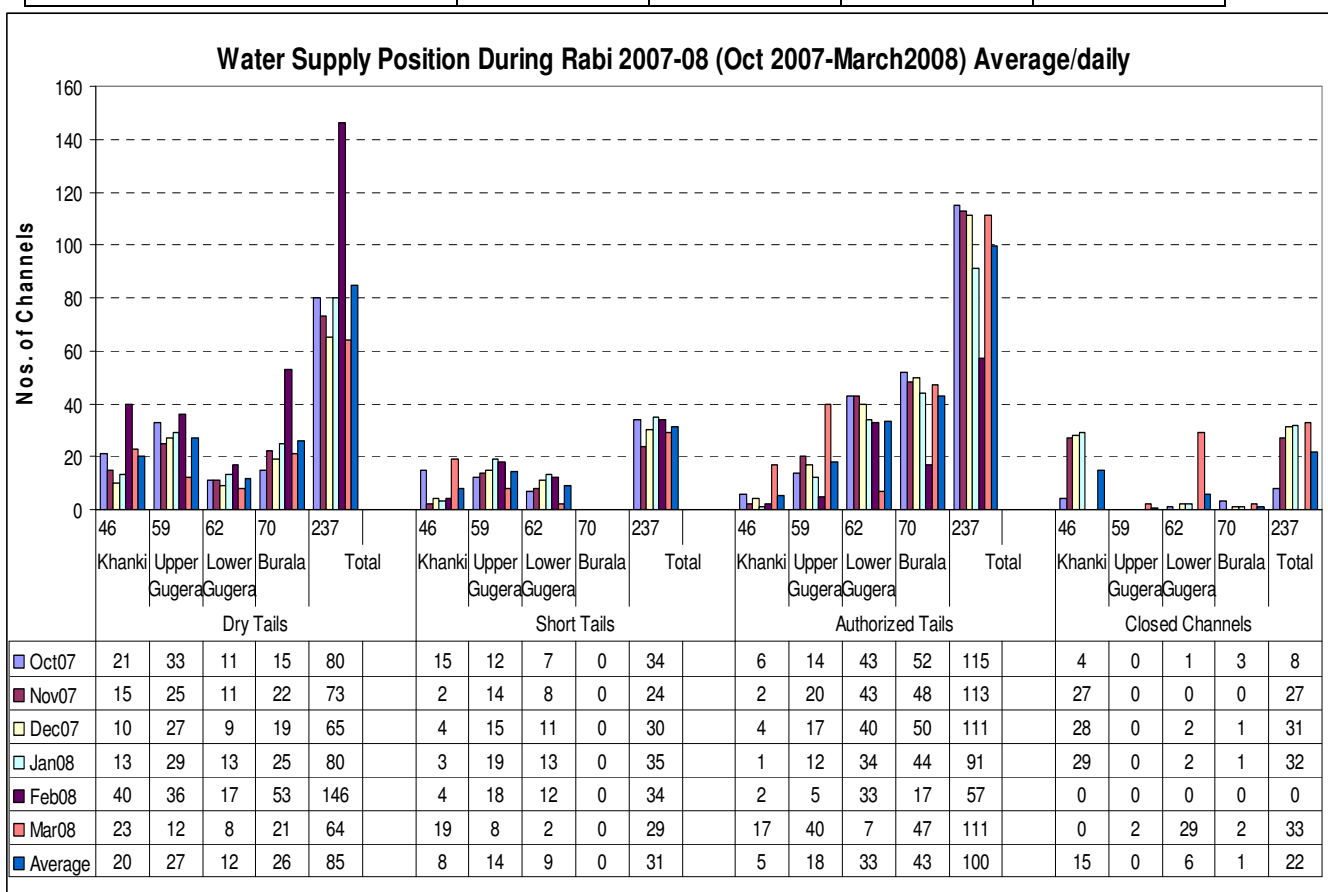
Activity	Nos.	Nos. of FOs
Outlets Checked by FOs	4525 Outlets	74 FOs
Defective & Tampered Outlets Identified	1146 Outlets	47 FOs
Defective & Tampered Outlets Repaired	996 Outlets	45 FOs
Syphons/Extra pipes/Ghurloo Identified	987 Nos.	36 FOs
Syphons/Extra pipes/Ghurloo Removed	973 Nos.	36 FOs
Breach/Cuts Repaired	214 Nos.	25 FOs

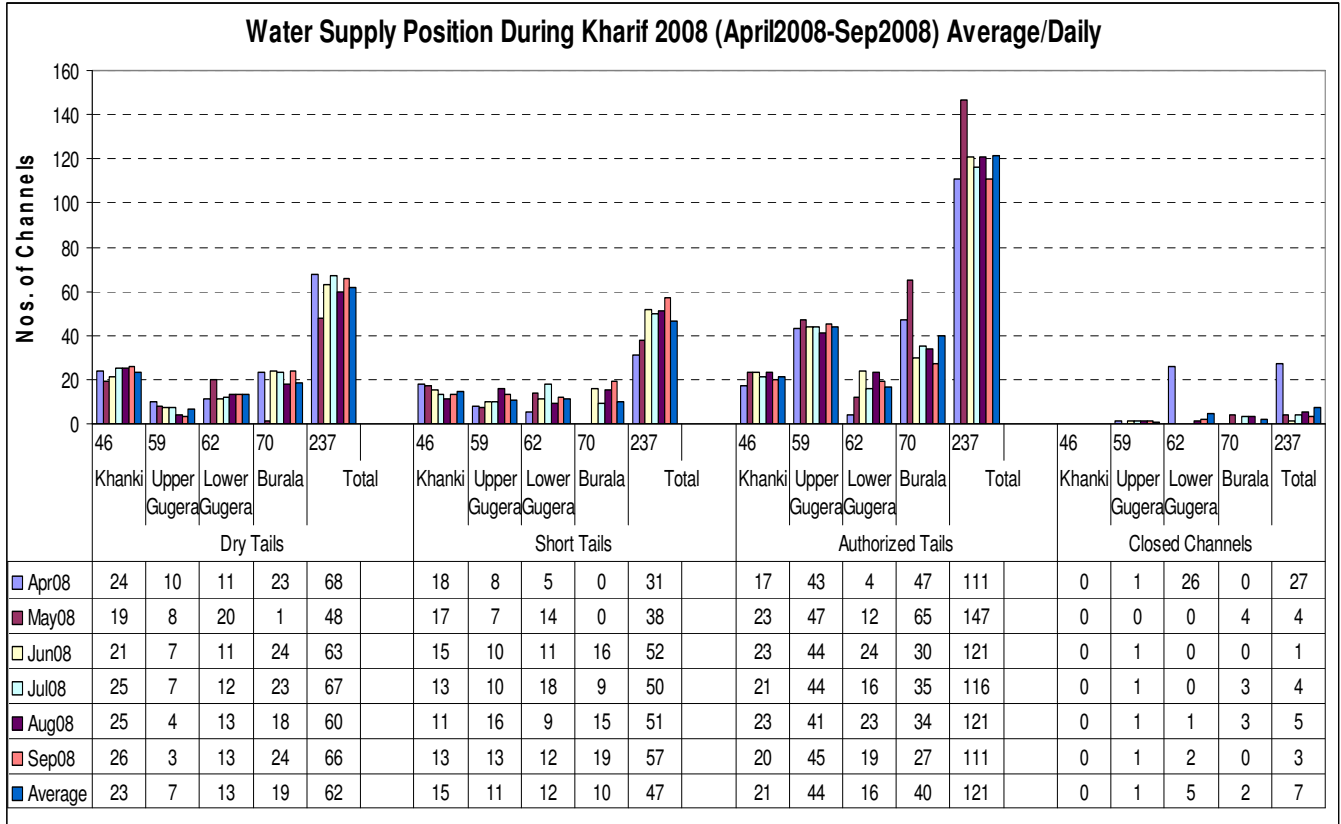
The collected informations about the water running at tails of channels indicates that 60 FOs distributaries tails were running and 24 FOs distributaries tails remained dry most of the time. The status of FOs performance on maintaining of water delivery up to tails (Annexed 'B') have been evaluated and showed that 46 FOs have maintained water supply up to tails satisfactory & good and they made efforts/actions taken to control water theft, repairing of outlets, carried out desilting and watch and ward activities, whereas 38 FOs performance remained poor as they did not take remedial actions/steps for improvement or in some cases they faced problems.

3.2.2 Water Supply Position: The daily status of water supply at tails of all 237 channels (distributaries, minors and sub minors) for the period from October 2007 to September 2008 were obtained from PMIU I&P Department and evaluated monthly average water supply status of tails covering entire period of Rabi 2007-08 (Oct 2007-March 2008) crop season and for the Kharif 2008 (April 2008-September 2008) crop season. *It assessed that the tails of about 36% channels remained dry, 13% Channels tails short, 42% Channels tails run as per designed discharge, while an average 9% channels remained close most of the time during crop season Rabi 2007-08. During the crop season Kharif 2008, the tails of about 26% channels remained dry, 20% channels tails short, 51% channels tails run as per designed discharge, while an average 3% channels remained close. However, the canal division wise water supply position at tails of channels analysis showed that in upper part i.e Khanki and Upper Gugera Divisions the 45% channels tails during Rabi 2007-08 and 28% channels tails during Kharif 2008 remained dry and that percentages of dry tails are higher than those channels tails status remained dry in lower part (Lower Gugera and Burala Divisions).* The data summary/analysis is given in following Table-5, detail Annexed at 'B' and graphically presented here under;

Table- 5 : Water Supply Position during the Crop Seasons Rabi 2007-08 and Kharif 2008 (Average). Nos. of Distributaries, Minors/Sub Minors = 237

Status of Tails	Rabi 2007-08 (Oct 2007-March 2008)		Kharif 2008 (April 2008-Sep. 2008)	
	Average Nos. of Channels	FOs Main Distys. (Nos.)	Average Nos. of Channels	FOs Main Distys. (Nos.)
Channels run at full supply/ discharge from head				
Dry Tails	85	30	62	24
Short Tails	31	11	47	18
Authorized Tails	100	40	121	41
Channels Remained Closed	21	03	07	01
Total	237	84 FOs	237	84 FOs





3.3 Disputes Resolution and Disposal of Revenue Cases

Most of FOs are progressively and attentively resolving water relevant disputes. During the period of 3 years (since IMT-2005-June2008), 67 FOs have received/entered total 2127 Nos. of disputes, and among these, 64 FOs resolved 1674 disputes and 38 FOs initiated 136 numbers of Chakbandi/ revenue cases and 30 FOs decided 82 cases. In percentage, 79% disputes have been resolved and 60% Chakbandi cases decided. 27 FOs resolved all received 471 disputes. 69 FOs identified/entered 4000 unauthorized irrigation/ water theft cases, and among these, 44 FOs reported 2496 cases to police, and police registered 1262 FIRs. Besides reporting of water theft cases to police, 25 FOs initiated/finalized 1881 cases for special charges and levied/ imposed Rs. 32.59 /= Million. The categorical summary regarding disputes resolution and water theft cases is illustrated in following Tables-6 & 7 and detail is Annexed at 'C'.

Table- 6 : Categorical Summary of Disputes Resolution and Water Theft Cases

Disputes Cases			Water Theft Cases	
Disputes Resolution %age	Nos. of FOs	Nos. of Disputes Resolved	Water Theft %age Cases reported to police	Nos. of FOs
100% Resolved	27	471	100% cases reported to police	19
75% - 100%	23	926	75% - 100%	5
50% - 75%	10	255	50% - 75%	11
Less than 50%	4	22	Less than 50%	9
No Disputes	20 FOs: 3 FOs no resolved & 17 FOs not received/ recorded any dispute		No case reported to police	25
Total	64	1674	15 FOs not identified/detected any water theft case	

Table- 7 : Numbers of Water Theft Cases Reported to police

Categories	Nos. of FOs	Nos. of Cases reported to police
More than 100 Nos. Cases reported to police	6	1759
75 – 100 Nos. cases	3	276
50-75 Nos. cases	1	60
Less than 50 Nos. cases	34	401
Total	44	2496

It observed, in general, during Kharif season when high delta crop i.e rice is sown, the incidence/frequency of unauthorized irrigation / water theft increases through cuts in channels, tampering of outlets, fixing unauthorized pipes, etc which results shortage of supply at tails. In lower part of the LCC canal system where Lower Gugera & Burala Canal Divisions exist, the number of incidence of water theft relatively less, while in upper part- Khanki & Upper Gugera Canal Divisions where rice commonly implanted and water theft incidences are higher and are not effectively controlled.

3.4 Management of Physical Condition of Distributaries- O&M of Channels/Works

During the entire period of 3 years (since IMT 2005 to June 2008) almost all FOs faced the problems regarding the delivery of water from head to tails of the channels and ensuring of equity. During the first year, FOs mobilized their community resources- labour and farm machinery for maintenance activities on self help basis. The weak banks, chocking of

channels especially tail reaches and huge numbers of defective/tampered outlets were identified during the pre-condition survey-2006. All 84 FOs carried out desilting, jungle clearance, sarkanda/weed/vegetation growth removing and banks strengthening, berms cutting/trimming etc. on self help basis through deploying tractors and volunteer labour. In some cases, the FOs (at starting first year functioning) collected funds on self help basis from farmers (share holders) and members of FOs for emergent repairs of banks and desilting of channels. FOs carried out repair maintenance activities on self help basis in worth about 3.8 Million rupees. The farming community fully participated in desilting activities, repairing of weak banks of the channels. It is pertinent noted during the entire period of 3 years that most of FOs could not control cattle trespassing/entry into channels, caused damages in most of channels.

All 84 FOs prepared their annual business plans/budgets consequent for the years 2005-06, 2006-07 and 2007-08 and carried out O&M works, and expenses incurred out of collected Water Charges /income for management of physical condition of their channels (O&M Works), on Admin. and paid salaries to their staff. During entire period of their 3 years (since IMT2005 to June 2008) all 84 FOs have spent total Rs. 148.05 Million which is in aggregate 99.5% of the all 84 FOs total income Rs 148.78 Million. The expenses incurred on Admin., staff salary etc. Rs. 102.04 Million (68.6% of total FOs income), and on repair & maintenance works Rs. 46.01 Million (30.9% of the all 84 FOs total income).

3.4.1 Major O&M Works: FOs have carried out different repair and maintenance works at their channels i.e desilting, banks strengthening, berms cutting/trimming, outlets repairing, inspection road/path repairing, breach/cuts repairing, bushes/serkanda growth removing and installation & repairing of gauges. The year wise major repair and maintenance works and expenses incurred on these, is illustrated in following Table-8 and detail Annexed at 'D' which shows that in total 82 FOs have carried out major repair and maintenance works, and the major expenses incurred Rs 25.55 Millions on desilting and berms repairing which is 56% of the total O&M works expenditures Rs 46.01 Million. About 17% expenses incurred on breach/cuts repairing, 18% expenses incurred on banks strengthening and outlets repairing, and 5% expenses incurred on inspection path/road repairing and jungle/bushes/Sarkand clearance.

Table- 8 : Major O&M Works carried out and Expenses Incurred by the FOs

Major O&M Works carried out by FOs	Expenses Incurred (Rs. In Million)				
	Year 2005-06	Year 2006-07	Year 2007-08	Total of 3 Years	Nos. of FOs
Desilting of Channels	3.46	3.57	3.95	10.98	56
Banks Strengthening/ Embankment Section	1.25	2.17	1.30	4.73	57
Berms Cutting/Trimming	4.58	6.97	3.02	14.57	47
Outlets Repairing	0.78	1.61	1.49	3.88	61
Inspection Road/path	0.23	0.10	0.37	0.70	13
Breach/ Cuts Repairing	2.41	3.20	2.32	7.94	60
Serkanda/Bushes Removing	0.25	0.27	0.72	1.25	23
Total of above major O&M Works Expenses	12.97	17.89	13.18	44.04	82
Nos. of FOs carried out above Major O&M Works during the year	68 FOs	77 FOs	72 FOs	82 FOs	---
Total O&M Works Expenses (including above majors and others O&M)	13.60	18.90	13.51	46.01	84
Nos. of FOs	71 FOs	79 FOs	77 FOs	84 FOs	---

3.4.2 Funds/Income and Expenses Incurred: The year wise consolidated detail of income and expenses of FOs is enumerated in following Table-9, and detail is Annexed at 'D'. Through analysis it transpired that some of 16 FOs in the first year 2005-06 have incurred expenses more than their share/income and utilized PIDA Share Rs 2.58 Million and during the 2nd year 2006-07 the Nos. of FOs increased to 30 Nos. and at the end of 3rd year 2007-08 the 39 Nos. of FOs came under such category, who after using their share/income they also utilized PIDA Share. For the year 2007-08 these 39 FOs had their balance income/funds Rs 9.66 Million and they spent total 32.38 Million by utilizing PIDA Share Rs 22.72 Million. As of aggregate of 3 years income and expenditures of these 39 FOs is given in Table-11 reveals that they have spent their total 3 years income (6 Crops) Rs 61.95 Million and further utilized PIDA Share Rs 22.72 Million. Out of these 39 FOs, 27 FOs have incurred more than 80% expenses on Administrative and operating system, and in total they have spent 59.3 Million (96% of their total income) on Admin, staff salary etc. and Rs 25.38 Million on O&M Works which is 41% of their total share/income of 3 years. However, 45 FOs have utilized their total share/income Rs 86.83 Million of 3 years (since IMT2005 to up till June 2008) and out of it they have spent Rs 63.38 Million (73% of their share/income).

Table 9: The year-wise detail of total expenses incurred by FOs:

- (i) Who have utilized their share/collected Funds
(ii) FOs- utilized PIDA Share after using their share/collected funds.

(i) FOs Utilized Their Share/Collected Funds													(Rs. In Million- M)	
Year	Income of FOs/ Collected Funds							Expenditures of FOs			Balance Available at the end of Year (Rs. M)			
	Nos. of FOs	FO Share- 40% of Abiana (Rs. M)	Special Charges (Rs.M)	Income form other Source (Rs. M)	FOs Total Income (Rs. M)	FOs Previous year Balance Carry forward (Rs. M)		Grand Total Funds retained for the year (Rs. M)	O&M Works (Rs. M)	Admin., Salary etc. (Rs. M)		Total Expenses (Rs. M)		
						+ve	-ve							
2005-06	68	46.91	0.167 (4-FOs)	0.305	47.38	---	---	47.38	9.38 (20%)	9.84 (21%)	19.23 (41%)	28.16		
2006-07	54	31.95	0.063 (4-FOs)	0.623	32.63	22.36 (51-FOs)	0.45 (3-FOs)	54.54	8.68 (16%)	23.01 (42%)	31.69 (58%)	22.85		
2007-08	45	25.59	0.004 (1-FO)	1.091	26.69	21.50 (44-FOs)	0.18 (1-FO)	48.01	6.77 (14%)	17.79 (37%)	24.56 (51%)	23.45		
(ii) FOs Spent more than their Share and utilized PIDA Share														
Year	Nos. of FOs	FO Share- 40% of Abiana (Rs. M)	Special Charges (Rs.M)	Income form other Source (Rs. M)	FOs Total Income (Rs. M)	FOs Previous year Balance Carry forward (Rs. M)		Grand Total Funds Retained for the year (Rs. M)	O&M Works (Rs. M)	Admin., Salary etc. (Rs. M)	Total Expenses (Rs. M)	PIDA Share Utilized (Rs. M)		
						+ve	-ve							
	2005-06	16	6.30	000	0.04	6.34	---	---	6.34	4.22 (67%)	4.70 (74%)	8.92 (141%)	-2.58	
2006-07	30	15.50	0.059 (3-FOs)	0.32	15.88	5.80 (17-FOs)	2.13 (13-FOs)	19.55	10.21 (52%)	21.06 (108%)	31.27 (160%)	-11.72		
2007-08	39	19.30	0.132 (5-FOs)	0.42	19.86	1.35 (10-FOs)	11.54 (29-FOs)	9.66	6.74 (70%)	25.64 (265%)	32.38 (335%)	-22.72		
Total of (i)+(ii)	84	145.55	0.43	2.80	148.78				46.01 (30.9 %)	102.04 (68.6 %)	148.05 (99.5%)			

The aggregate of 3 years categorical status of expenses incurred by 45 FOs who have utilized their own share/collected funds and 39 FOs who have spent more than their share/income are illustrated here under in Table-10 & Table-11. The aggregate of 3 years (since IMT2005-June 2008) status of expenses of 45 FOs shows that they have spent total Rs 63.38 Millions out of their share/collected funds Rs. 86.83 Million and as of end June 2008 they have balance amount Rs. 23.45 Million. The following Table-11 indicates the status of expenses of other 39 FOs who has spent more than their share/income Rs. 61.95

Million and they also utilized PIDA share Rs. 22.72 Million, so in aggregate they have spent Rs 84.67 Million.

Table- 10: The Categorical Status of expenses of O&M Works and total expenditures incurred by 45 FOs who have utilized their Share/income (Aggregate of 3 years- as from IMT2005 to June 2008)

Expenses Status of O&M Works (30% Minimum Required)	No. of FOs	Balance /Funds Available (Rs. M)	Total, 3 Years Income of FOs (Rs. M)	Total Abiana Collection (%)	General Admin & other Expenses (Rs. M)	Staff Salary (Rs. M)	Total Admin.+ Salary etc.	O&M Works Expenses (Rs. M)	Grand Total Expenses (Rs. M)
30% and Above	11	5.56	34.36	83%	6.13 (18%)	9.48 (28%)	15.61 (45%)	13.19 (38%)	28.80 (84%)
25%-30%	2	0.42	2.74	87%	0.53 (19%)	1.08 (40%)	1.62 (59%)	0.70 (26%)	2.32 (85%)
20%-25%	6	2.30	10.24	79%	2.49 (24%)	3.10 (30%)	5.59 (55%)	2.35 (23%)	7.94 (78%)
15%-20%	9	6.02	13.60	79%	1.71 (13%)	3.52 (26%)	5.24 (39%)	2.34 (17%)	7.58 (56%)
10%-15%	5	2.72	10.29	57%	1.89 (18%)	4.46 (43%)	6.35 (62%)	1.21 (12%)	7.57 (74%)
5%-10%	5	2.07	7.36	57%	1.38 (19%)	3.33 (45%)	4.71 (64%)	0.59 (8%)	5.30 (72%)
> 5%	7	4.36	8.24	85%	1.25 (15%)	2.38 (29%)	3.63 (44%)	0.25 (3%)	3.88 (47%)
Total	45	23.45	86.83	75%	15.39 (18%)	27.35 (32%)	42.75 (49%)	20.63 (24%)	63.38 (73%)

Table- 11: The categorical status of expenses of Administrative/ establishment and total expenditures incurred by the 39 FOs who have spent more than their Share and utilized PIDA Share (aggregate of 3 Years- as from IMT2005 to June 2008)

Expenses Status of Admin, Salary etc. (70% Maximum Required)	Nos . of FOs	PIDA Share Utilized (Rs. M)	Total, 3 Years Income of FOs (Rs. M)	Total Abiana Collection (%)	General Admin & other Expenses (Rs. M)	Staff Salary (Rs. M)	Total Admin.+ Salary etc.	O&M Works Expenses (Rs. M)	Grand Total Expenses (Rs. M)
70% and less	9	-2.98	18.36	68%	3.96 (22%)	6.56 (36%)	10.52 (57%)	10.83 (59%)	21.35 (116%)
70%-80%	3	-0.72	5.82	58%	1.07 (18%)	3.21 (55%)	4.28 (74%)	2.26 (39%)	6.54 (112%)
80%-90%	9	-4.51	12.18	53%	3.14 (26%)	7.10 (58%)	10.24 (84%)	6.44 (53%)	16.68 (137%)
90%-100%	4	-0.96	4.78	64%	1.46 (31%)	3.11 (65%)	4.57 (96%)	1.17 (24%)	5.74 (120%)
100%-125%	6	-1.97	5.87	57%	3.33 (57%)	3.46 (59%)	6.80 (116%)	1.05 (18%)	7.84 (134%)
125%-150%	4	-4.03	6.70	60%	3.30 (49%)	5.74 (86%)	9.04 (135%)	1.69 (25%)	10.74 (160%)
> 150%	4	-7.55	8.23	80%	8.26 (100%)	5.58 (68%)	13.84 (168%)	1.94 (24%)	15.78 (192%)
Total	39	-22.72	61.95	63%	24.52 (40%)	34.77 (56%)	59.29 (96%)	25.38 (41%)	84.67 (137%)

The performance of FOs on overall management of physical condition of channels/ O&M Works execution has been evaluated, and it observed that majority of 70 FOs performance is conditional-adequate and poor level. Only 14 FOs managed physical condition of their distributaries and O&M Works executed satisfactory and good level. Majority of FOs have not maintained accounts record properly. These lacking in capacity is due to non availability and in-experienced technical staff specially Managers Technical recruited and non-formation/ functioning of special works committees of FOs.

Under the guidance and support of PIDA/ AWB staff, 32 FOs have now maintained their accounts record and the remaining FOs account maintenance process is underway. Further the prioritization action plan for the FOs internal Audit by PIDA is being implemented and Audit of 20 FOs have been completed. The lacking/deficient areas in record maintenance/ account maintenance, execution works record, non adherence with procedures as per Financial Regulations, in-experienced & no recruited Technical Managers and non-functioning of special works committees have been identified and communicated for further improvement.

3.5 Status of Water Charges (Abiana) Collection

Water charges assessment and collection function is entrusted to FOs so as to enable them to generate their income/funds for management of their channels and efficient functioning of FOs.

The performance of FOs regarding water charges collection revealed that an overall collection of six crops is 71%. 6 FOs collection is 100% in all crops, 34 FOs collected more than 80% water charges, 25 FOs collection remained in the range of 60%-80% and 19 FOs collected water charges less than 60%. The crop wise progress of FOs regarding assessment and collection of water charges (Abiana) up to end August 2008 is given in following Table-12 and detail is Annexed at 'E'.

Table- 12 : Water Charges Collection Performance of FOs.

i) CCA for Rabi Crop: 1593772 Acres * 65 FOs- CCA for Rabi 2004-05: 1166817 Acres
 ii) CCA for Kharif Crop: 1715699 Acres

Crop Season	Nos, of FOs	Assessed Amount (M. Rs.)	Remission (M. Rs.)	Collected Amount (M. Rs.)	%age	FOs Performance
Rabi 2004-05*	65* FOs	51.74	3.95	42.19	88.3%	28 FOs: 100% collection 17 FOs: 90-100% collection 8 FOs: 80-90% collection 8 FOs: 60-80% collection 4 FOs: < 60% collection
Kharif 2005	84 FOs	123.62	11.07	90.97	80.8%	25 FOs: 100% collection 19 FOs: 90-100% collection 7 FOs: 80-90% collection 18 FOs: 60-80% collection 15 FOs: < 60% collection
Rabi 2005-06	80 FOs	68.08	8.89	47.38	80.0%	23 FOs: 100% collection 12 FOs: 90-100% collection 8 FOs: 80-90% collection 25 FOs: 60-80% collection 12 FOs: < 60% collection
Kharif 2006	84 FOs	123.56	11.19	71.53	63.7%	20 FOs: 100% collection 13 FOs: 90-100% collection 7 FOs: 80-90% collection 10 FOs: 60-80% collection 34 FOs: < 60% collection
Rabi 2006-07	80 FOs	68.18	---	56.79	83.3%	38 FOs: 100% collection 14 FOs: 90-100% collection 5 FOs: 80-90% collection 11 FOs: 60-80% collection 12 FOs: < 60% collection
Kharif 2007	84 FOs	123.63	---	61.10	49.4%	6 FOs: 100% collection 10 FOs: 90-100% collection 10 FOs: 80-90% collection 10 FOs: 60-80% collection 48 FOs: < 60% collection
Total	84 FOs	558.82	35.11	369.96	70.6%	6 FOs: 100% collection** 23 FOs: 90-100% collection 11 FOs: 80-90% collection 25 FOs: 60-80% collection 19 FOs: < 60% collection

** 100% Collection in all six crops by FOs- Yakkar, Rassiana, Bhun, Janiwala, Kallar, Kalera.

FOs performance is also categorized based on their CCA area (small, medium, large) given in the following Table-13, indicates that 4 FOs who have CCA area less than 15000 Acres considered as small FOs collected 100%, 2 FOs having CCA in range 15000-30000 Acres (medium FOs) collected 100%, none of any large FO having CCA more than 30000 Acres collected 100% water chages. Similarly, the proportion of higher Nos. of FOs, who have CCA less than 15000 Acres and in the range 15000-30000 Acres, collected water charges more than 90% and their performance ranked as “good”.

Table- 13 : Water Charges collection performance categories of FOs based on Cultivable Commanded Area (CCA)

Categories of FOs based on CCA	Nos. of FOs collected water charges %age					Total FOs
	Good		Satisfactory	Adequate	Poor	
	100%	90%-100%	80%-90%	60%-80%	Less than 60%	
Small FOs: Less than 15000 Acres	4	16	5	15	10	50
Medium FOs: 15000– 30000 Acres	2	5	4	2	5	18
Large FOs: More than 30,000 Acres	0	2	2	8	4	16
Total	6	23	11	25	19	84

The performance of water charges collection by FOs as canal division-wise location (Khanki, Upper Gegeera, Lower Gugera & Burala) including the districts, have also been analysed and their performance legend in a Map given on next page, which showed that majority of FOs in upper part of LCC i.e Khanki and Upper-Gugera Divisions- collected less than 80% water charges of six crops and evaluated their performance as below than satisfactory level, while in lower part i.e Lower-Gugera and Burala Divisions, the water charges of six crops by majority of FOs is collected more than 80% and ranked as good and satisfactory level. It further revealed that the FOs particularly in Hafizabad and Sheikhpura Districts are found weak and poor performance as compared with the FOs located in lower part/ districts i.e Nankana-Sahib, Faisalabad and Toba Tek Singh.

Water charges collection as indicated in Table-12, showed crop wise variation and declining trend in collection of water charges, as FOs collected more than 88% water charges of first crop season Rabi 2004-05, declined to less than 64% in Kharif 2006. The collection of water charges for the crop Rabi 2006-07 was up to 83.2% and again declined to less than 50% for the crop Kharif 2007. The declining trends in water charges collection particularly for Kharif crop seasons observed as for Kharif 2005- collection was stand on 80.8%, Kharif 2006 collection 63.7% and for Kharif 2007 it was 49.4% collection. The reasons of this decrease in water charges collection and some concerted actions/steps for improvement, are illustrated here under;

- Non-compliance of the existing revenue laws and actions for recovery of such water

charges/dues from defaulters, KPs chairmen, members of FOs who collected water charges but not deposited to FOs. This apathy resulted in emboldening others not to pay their respective water charges/dues. However, this short coming has now been recognized and necessary amends are being made at the institutional level. In that, the Recovery Cell AWB, LCC(E) is being strengthened for initiation of legal proceedings and issuing the notices to the defaulters under the prevailing law. This effort is being pressed on as a campaign at the AWB level and is being fully supported and monitored by PIDA H/Qs. Further, a Committee at Area Water Board has been formed to expedite the remission cases pending in the FO's offices. The Committee is expected to visit FOs and provide guidance to dispose of the remission cases as per rules and regulations. The AWB is also rendering its help in the recovery of water charges.

- It is pertinent to point out that the sycho-social impacts of the prevailing security situation and electoral activities in the country hampered the water charges collection process, specially Kharif 2007 collection, as bills of water charges could not distribute timely and consequently collection being delayed.
- As the tenure of 3 years of FOs have completed, therefore FOs were not showing much interest in the success of the water cahrges collection and FOs functioning.
- For the improvement of FOs functioning It is improtant and realized to improve upon the institutional strength and support of the AWB, LCC(E) by empowering, encouraging and involving the Farmer Members of AWB in resolution of water disputes, control over water theft, enhancing water chareges collection and motivation/rallying the support of all farmers for strengthening the system.
- Making the AWB a dynamic institution capable of vigorous response to the ever increasing and multitudinal problems of FOs.
- Developing a realization amongst the farmers that the sustainability of the Irrigation System and its qualitative / equitable service delivery depends largely on the funds generated through their water charges. Therefore, they must ensure timely and voluntary payments by all for an efficient and responsive system.

4. Social Survey of FOs Functioning, AWB/ Lower Chenab Canal East Circle

A social survey was conducted by PIDA/AWB-LCC (E) during October 2008 to get the responses/ viewpoints from stakeholders of Institutional reforms i.e. common farmers, Management Committee member of FOs and Area Water Board members regarding the awareness of Institutional reforms and FOs functioning.

For the above purpose a set of questionnaire for each target group was developed.

- Farmers Organizations (36 Nos) were selected on the basis of performance regarding Water charges collection covering all four canal divisions i.e. Khanki, Upper Gugera, Lower Gugera and Burala. FOs were stratified in to three categories i.e. FOs having good performance, FOs with Medium performance and FOs with poor performance. 12 FOs from each category were selected and to make sample more representative farmers randomly from head, middle and tail reaches were interviewed. 18 Nos Field teams were constituted to carry out interviews. Total 1835 farmers were interviewed; out of these 569 farmers belonged to head reach, 568 farmers from middle reach and 698 farmers from tail reach of FOs managed channels.

Sr. No.	FO Name-Distributary	Canal Division	Category of FOs	Nos of Farmers Interviewed		
				From Head Reach of Channels	From Middle Reach of Channels	From Tail Reach of Channels
1	Jandoki	Khanki	Poor	15	15	20
2	Kot Chian	Khanki	Poor	14	15	20
3	Mancher	Khanki	Good	18	12	20
4	Shah Jamal	Khanki	Medium	15	15	20
5	Vanike	Khanki	Good	16	15	20
6	Dangali	Upper Gugera	Poor	11	21	19
7	Ghour Dour	Upper Gugera	Medium	15	15	20
8	Gujjiana	Upper Gugera	Poor	19	20	20
9	Jalalana	Upper Gugera	Medium	15	15	20
10	Jurian	Upper Gugera	Medium	13	15	21
11	Khurrianwala	Upper Gugera	Poor	29	17	13
12	Lagar	Upper Gugera	Medium	16	14	21
13	Manawala	Upper Gugera	Poor	20	21	19
14	Kabarwala	Upper Gugera	Medium	26	15	10
15	Rodi	Upper Gugera	Good	7	19	20
16	Shah Kot	Upper Gugera	Medium	14	24	19
17	Sharagpur	Upper Gugera	Poor	11	21	14
18	Tarkhani	Lower Gugera	Poor	15	15	20
19	Awagat	Lower Gugera	Medium	15	15	21
20	Bhail	Lower Gugera	Good	15	15	20
21	Bhun	Lower Gugera	Good	15	16	20
22	Buttiwala	Lower Gugera	Good	15	15	20
23	Kaluana	Lower Gugera	Good	16	14	15
24	Khanuana	Lower Gugera	Medium	18	14	12
25	Mungi	Lower Gugera	Medium	16	15	19
26	Russiana	Lower Gugera	Good	15	15	20
27	Samundri	Lower Gugera	Medium	21	9	22
28	Bhalak	Burala	Poor	15	15	29
29	Bhoja	Burala	Poor	15	15	20

Sr. No.	FO Name-Distributary	Canal Division	Category of FOs	Nos of Farmers Interviewed		
				From Head Reach of Channels	From Middle Reach of Channels	From Tail Reach of Channels
30	Farooq	Burala	Good	15	14	20
31	Kabirwala	Burala	Good	14	20	22
32	Kalera	Burala	Good	14	15	20
33	Nourang	Burala	Poor	15	15	20
34	Nupewala	Burala	Medium	16	13	21
35	Obhal	Burala	Good	15	14	21
36	Ranjiana	Burala	Poor	15	15	20
Total				569	568	698

- 64 Nos office bearers from 12 FOs were also interviewed and recorded their responses/ viewpoints about their FOs functioning and cooperation from PIDA/AWB and PID staff.

Sr. No.	Name of FO	Canal Division	Nos of MC Members Interviewed
1	Vanike	Khanki	6
2	Jalalpur	Khanki	6
3	Hafizabad	Khanki	5
4	Kheowala	Lower Gugera	2
5	Koru	Lower Gugera	4
6	Bharatiana	Lower Gugera	4
7	Pauliani	Lower Gugera	6
8	Balochwala	Burala	7
9	Pervaiz	Burala	6
10	Munianwala	Burala	6
11	Killianwala	Burala	7
12	Tandlianwala	Burala	5

- 7 Nos Farmer Members of Area water Board LCC (E) Faisalabad have also been interviewed regarding FOs and AWB functioning.

All collected information / data through interviews, have been analyzed and key findings are enumerated in here under sections:

4.1 Common Farmers view points and responses: The viewpoints of the farmers of head, middle and tail reaches of channels regarding their concerned FOs functioning parameters i.e. disputes resolution, Irrigation service delivery (water supply at tails), control over water theft, physical condition and maintenance of channels and water charges assessment and distribution of bills is given in following table.

FOs Functioning	Satisfied				Not Satisfied			
	Head	Middle	Tail	Total	Head	Middle	Tail	Total
Disputes Resolution	494 (87%)	507 (89%)	580 (83%)	1581 (86%)	75 (13%)	61 (11%)	118 (17%)	254 (14%)
Irrigation Service Delivery at head of disty	476 (84%)	468 (82%)	473 (68%)	1417 (77%)	93 (16%)	100 (18%)	225 (32%)	418 (23%)
Feed The Tails	436 (77%)	434 (76%)	462 (66%)	1332 (73%)	133 (23%)	134 (24%)	236 (34%)	503 (27%)
Control over water theft	459 (81%)	458 (81%)	533 (76%)	1450 (79%)	110 (19%)	110 (19%)	165 (24%)	385 (21%)
Maintenance of Channels	498 (88%)	500 (88%)	587 (84%)	1585 (87%)	71 (12%)	68 (12%)	111 (16%)	250 (13%)
Assessment and billing of water charges in time	499 (88%)	498 (88%)	592 (85%)	1589 (87%)	70 (12%)	70 (12%)	106 (15%)	246 (13%)

It reveals that more than 83 % farmers out of 1835 farmers showed their satisfaction on disputes resolution of FOs. More than 68% farmers were satisfied with the irrigation service delivery at head of channels. It was also observed that 34% farmers of tail reach were not satisfied with the availability of water at tail. In the opinion of more than 76% farmers FOs are able to control water theft. More than 84% farmers satisfied with the efforts made by FOs for repair and maintenance of channels. More than 85% farmers were satisfied with the assessment and billing of water charges in time by the FOs.

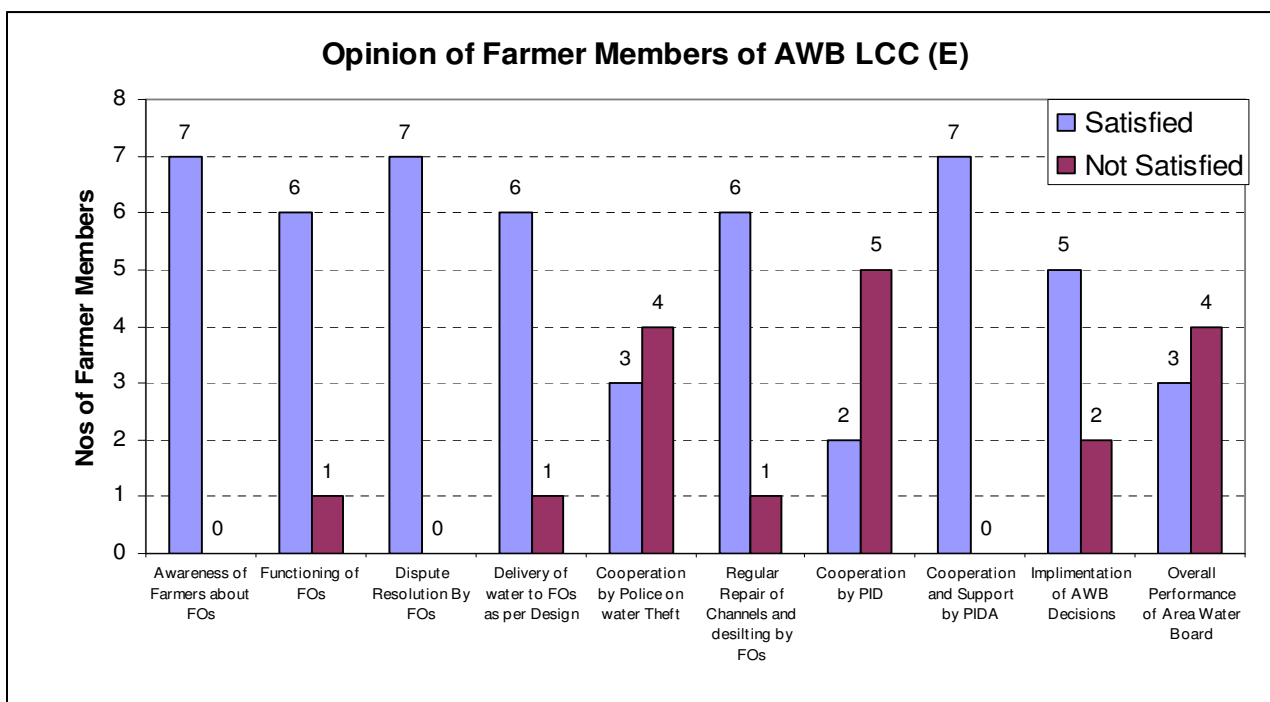
4.2 Management Committee Members of FOs view points and responses: The viewpoints of the Management Committee regarding disputes resolution, availability canal water, registration of FIRs against culprits, working of standing committees and FO staff and cooperation from PID and PIDA staff are given in the following table.

FOs Functioning	Satisfied/ Yes	Not Satisfied / No
Disputes Resolution	53 (83%)	11 (17%)
Irrigation Service Delivery at head of disty	32 (50%)	32 (50%)
Feed The Tails	16 (25%)	48 (75%)
Registration of FIRs	37 (58%)	27 (42%)
Political Influence in water Theft	16 (25%)	48 (75%)
Special works Committee working	64 (100%)	0 (0%)
Technical Manager Performance	53 (83%)	11 (17%)
Water Charges collection by KP Chairman	53 (83%)	11 (17%)
Cooperation by PID	16 (25%)	48(75%)
Cooperation by PIDA/AWB	53 (83%)	11 (17%)
Socio Cultural Implications	48 (75%)	16 (25%)
Overall Performance of FOs	53 (83%)	11 (17%)

83% management committee members were of the view that they are resolving the water related disputes of the farmers. 50 % of Management Committee members were not satisfied regarding the availability of canal water at head of their distributary. In view of 42%

Management Committee member, Police is not registering FIRs against the offenders of water theft. 25% Management Committee members of FOs opinion is that the political pressure and influence is an obstacle in controlling water theft. Majority of the management committee members think that PID staff is not cooperative with them. 75% of management committee members said that they are facing pressure in decision making from their caste group, local leaders and elders of the area. However 83% management committee members are satisfied with their FOs overall performance.

4.3 Farmer Members of Area Water Board view points and responses: The viewpoints of 7 Farmer Members of Area Water Board regarding different issues are depicted in the following graph:



Majority of the Farmer Members of AWB are satisfied with the functioning of FOs. They are satisfied with the performance of FOs regarding disputes resolution. 6 of the Farmer Member think that FOs are getting their authorized supply of canal water at head of their distributaries. 4 Farmer members articulated that Police is not cooperating with FOs in combating water theft. In the opinion of 5 members they need more cooperation and support of PID staff. Majority of the Farmer Members think that the decisions of AWB are not implemented. Majority of the members were not satisfied with the overall performance of Area Water Board.

5. Performance Evaluation/ Ranking of FOs Functioning:

5.1 Evaluation Criteria: The criterion of FOs performance evaluation and system of monitoring and benchmarking of FOs performance is developed and documented in M&E, PIDA report February 2007. According to the developed ranking criteria the overall performance of FOs is synchronized into four broader legends as under:

Ranking/ Grading Legend	FO performance- Description of Legend/Ranking	Weightage Score
Poor	FO is not performing adequately in this aspect and requires further support and guidance. The PIDA/AWB should intervene to investigate and boost performance	Less than 55%
Adequate	FO has reached the minimum acceptable standard in this aspect, but remains vulnerable and their progress should be monitored	55%-70%
Satisfactory	FO is performing well in this aspect, FO in this category is considered to be sustainable. Continue monitoring & support.	70%-85%
Good	FO performance very good, mature, fully sustainable and model for other FOs. FO able to develop further or accept additional responsibilities	Greater than 85%

For evaluation of performance of FOs against performance indicators are allocated weightage scores and developed criteria of performance in view of their importance.

Sr. No.	Performance Indicator	Weighted Score (Marks)	Evaluation Criteria of Indicator			
			Good	Satisfactory	Adequate	Poor
1	Organizational Development;	15	> 90%	70% - 90%	50% -70%	< 50%
2	Irrigation Service Delivery; <i>operation & regulation of channels, monitoring of water delivery of channels and outlets to maintain equity and water supply at tails</i>	45	> 90%	80% - 90%	70% -80%	< 70%
3	Management of Physical Condition of Channels: <i>O&M of channels/works</i>	20	> 80%	70% - 80%	60%- 70%	< 60%
4	Disputes Resolution and Disposal of Revenue Cases;	5	> 80%	60% - 80%	40%-60%	< 40%
5	Water Charges (Abiana) Assessment and Collection;	15	> 90%	80% - 90%	60%- 80%	< 60%
	Total	100	> 85%	70% - 85%	55%- 70%	< 55%

5.2 Performance Ranking of FOs

The performance of all 84 FOs, AWB/LCC (East) Circle is evaluated against each performance indicators/parameters and criteria. The evaluated performance of each FO is Annexed at 'F'. The performance ranking of FOs is tabulated here under and overall each FOs performance Base Map is placed at next page;

Performance Indicator	Nos. of FOs under the Category			
	Good	Satisfactory	Adequate	Poor
1. Organizational Development; <i>(meetings conduction, staff functioning, records maintenance, interaction & cooperative approach)</i>	5 FOs (6%)	39 FOs (47%)	34 FOs (40%)	6 FOs (7%)
2. Irrigation Service Delivery: <i>(Maintaining water delivery, tails supplies)</i>	32 FOs (37%)	14 FOs (17%)	14 FOs (17%)	24 FOs (29%)
3. Physical Condition of Channels: <i>(O&M of Channels/Works)</i>	6 FOs (7%)	8 FOs (10%)	62 FOs (73%)	8 FOs (10%)
4. Disputes Resolution and Disposal of Revenue Cases;	3 FOs (4%)	34 FOs (40%)	33 FOs (39%)	14 FOs (17%)
5. Water Charges (Abiana) Collection	29 FOs (34%)	11 FOs (13%)	25 FOs (30%)	19 FOs (23%)
Overall Performance	19 FOs (23%)	28 FOs (33%)	23 FOs (27%)	14 FOs (17%)

The performance of FOs ranking as summarized in above table indicates that out of total 84 FOs, 56% FOs performance is "Satisfactory" and "Good", and 44% FOs performance fall under "Adequate" and "Poor" categories. The performance legend/ranking of each FO is also highlighted in colours on the location Map of FOs Distribuatrics on next page, which indicates that in upper part of LCC i.e Khanki and Upper-Gugera Divisions the proportion of majority of FOs performance is below than satisfactory, while the FOs in lower part i.e Lower-Gugera and Burala Divisions, their majority proportion exist in satisfactory and good level of performance. It further revealed that the FOs existed in Hafizabad and Sheikhpura Districts particularly has "Poor" performance as compared with the FOs located in lower part/ districts i.e Nankana-Sahib, Faisalabad and Toba Tek Singh. Similarly the majority proportion of FOs located in District Nankana Saheb has "Adequate" level of performance, and majority

proportion of FOs of Districts Faisalabad and Toba Tek Singh has performance “Satisfactory” and “Good” respectively.

For the improvement of FOs functioning, there is need to evolve effective and sustainable mechanism of back up support, capacity building & trainings of FOs specially in the technical aspects of management of physical condition of channels-O&M works, water theft control and records preparation/maintenance and follow-up monitoring system so as to ensure gradual improvement in performance of FOs for instance from poor and adequate to satisfactory and good performance towards the sustainable.

6. Review of Performance Evaluation of FOs (JICA and Third Party Consultants-NDC Studies)

The independent external/ third party; M/S National Development Consultants (NDC) have carried out case studies of FOs, LCC East pilot AWB for monitoring of DPR value of Channels and performance evaluation/ engineering audit of M&R Works and submitted reports in August 2008. 10 FOs were selected from LCC East Pilot AWB for case studies.

Farmers Organizations Surveys has been carried out by Development Consulting Services (DCS) nominated by Japan International Cooperation Agency (JICA). The reports on performance categorization of FOs Distys and guidelines/solutions for benefit of FOs are submitted in March 2007 and March 2008 respectively. JICA carried out baseline survey of all 84 FOs and categorized FOs performance. Out of these 84 FOs, 15 representative FOs were selected from different categories i.e. performance, quality of groundwater, lined / un-line distributaries for subsequent study/survey and identified detailed status including issues and guidelines/ solutions for functioning of FOs and AWB activities pertaining to institutional, managerial, operational, and training & capacity building aspects.

For the above case studies and survey, the following Farmers Organizations from LCC East Circle were selected by the above two independent forums;

JICA- Selected Representative FOs for subsequent study/survey			Third Party Consultants- Selected FOs for Case Studies		
Sr.No.	FOs Selected	Canal Div.	Sr.No.	FOs Selected	Canal Div.
1	Jalalpur Disty	Khanki	1	High Level Channel	UpperGugera
2	Shahjamal	Khanki	2	Innuana	UpperGugera
3	Vanike	Khanki	3	Nillianwala	UpperGugera
4	Hafizabad	Khanki	4	Kabarwala	UpperGugera

JICA- Selected Representative FOs for subsequent study/survey			Third Party Consultants- Selected FOs for Case Studies		
5	Nillianwala	UpperGugera	5	Sharqpur	UpperGugera
6	Buchiana	LowerGugera	6	Mullay	UpperGugera
7	Talyara	LowerGugera	7	Yakkar	LowerGugera
8	Rassiana	LowerGugera	8	Tarkhani	LowerGugera
9	Naurang	Burala	9	Khanuana	LowerGugera
10	Arif	Burala	10	Kamalia	Burala
11	Bhalak	Burala			
12	Farooq	Burala			
13	Waghi	Burala			
14	Kamalia	Burala			
15	Balochwala	Burala			

The key performance indicators and criteria for evaluation of FOs performance used by these two forums is tabulated below, which are slightly different from PIDA benchmarking indicators and their assigned weightage score/value (*PIDA Monitoring and Benchmarking System Report Feb. 2007*).

JICA- Benchmarking Indicators	Weighted Score	Third Party Consultants- Benchmarking Indicators	Weighted Score
1. Organizational Development	26	1. FOs Formation, Development and Management. 2. Availability of Staff with FOs	18 5
2. Irrigation Service Delivery; (i) Operation and Regulation Channels (ii) Monitoring and recording of water delivery of channels to maintain equity	20 (10+10)	3. Equity in Water Delivery 4. Control over water theft	20 5
3. Management of physical condition of disty- O&M of Channels/Works	20	5. Management of physical condition of distributary	12
4. Disputes Resolution and Disposal of water theft and canal revenue cases	5	6. Disputes Resolution	5
5. Water Charges (Abiana) Assessment and Collection	14	7. Water Charges (Abiana) Collection	25
6. FOs Assets	5	8. FOs Assets	5
7. Proper Procedure for works execution	10	9. Works Executed	5
Total	100		100

The overall performance of FOs was evaluated by using the following criteria, which are also marginally different from PIDA criteria for performance evaluation of FOs described in *PIDA Monitoring and Benchmarking- Report, Feb. 2007*.

PIDA Criteria for Performance Evaluation of FOs/ Ranking (Feb 2007)		JICA Criteria for Performance Evaluation of FOs/ Ranking		Third Party Consultants Criteria for Performance Evaluation of FOs/ Ranking	
Good	> 85%	Good	> 85%	Good	> 80%
Satisfactory	70-85%	Satisfactory	65-85%	Satisfactory	65-80%
Adequate	55-70%	Adequate	50-65%	Adequate	50-65%
Poor	< 55%	Poor	< 50%	Poor	< 50%

Performance evaluation of FOs in LCC East AWB carried out by JICA, Third party consultants and PIDA are enumerated here under;

JICA Survey March 2007 Overall Performance of 84 FOs			Third Party Consultants Case Studies May 2008- Overall Performance of selected FOs			PIDA M&E 3 Years Overall performance of 84 FOs (2006-2008)		
Sr. No.	Name of FO	Performance	Sr. No.	Name of FO	Performance	Sr. No.	Name of FO	Performance
1	Vanike (NP)	Satisfactory	1	High Level(U/G)	Adequate	1	Vanike (NP)	Satisfactory
2	Manchar (NP)	Satisfactory	2	Innuana	Poor	2	Manchar (NP)	Satisfactory
3	High Level Channel (NP)	Satisfactory	3	Nillianwala	Adequate	3	High Level Channel (NP)	Adequate
4	Gajar Gola (NP)	Poor	4	Kabarwala	Satisfactory	4	Gajar Gola (NP)	Adequate
5	Gujiana	Good	5	Sharqpur	Poor	5	Gujiana	Poor
6	Ghour Dour	Satisfactory	6	Mullay	Adequate	6	Ghour Dour	Poor
7	Lagar	Satisfactory	7	Yakkar	Good	7	Lagar	Satisfactory
8	Jurrian	Satisfactory	8	Tarkhani	Adequate	8	Jurrian	Adequate
9	Kassoki	Adequate	9	Khanuana	Satisfactory	9	Kassoki	Adequate
10	Shah kot	Satisfactory	10	Kamalia	Good	10	Shah kot	Adequate
11	Buttiwala	Satisfactory				11	Buttiwala	Good
12	Kheowala	Satisfactory				12	Kheowala	Good
13	Pauliani	Good				13	Pauliani	Satisfactory
14	Khanuana	Satisfactory				14	Khanuana	Adequate
15	Awagat	Satisfactory				15	Awagat	Good
16	Mungi	Satisfactory				16	Mungi	Satisfactory
17	Yakkar	Good				17	Yakkar	Good
18	Dabbanwala	Good				18	Dabbanwala	Good
19	Tandlianwala	Satisfactory				19	Tandlianwala	Adequate
20	Killianwala	Satisfactory				20	Killianwala	Adequate
21	Shah Jamal	Poor				21	Shah Jamal	Adequate
22	Dohatta	Satisfactory				22	Dohatta	Poor
23	Jalal Pur	Poor				23	Jalalpur	Poor
24	Jandoki	Satisfactory				24	Jandoki	Poor
25	Madhora	Adequate				25	Madhora	Poor
26	Hafizabad	Satisfactory				26	Hafizabad	Poor
27	Kot Chian	Adequate				27	Kot Chian	Poor
28	Channi	Satisfactory				28	Channi	Poor
29	Bath	Adequate				29	Bath	Poor
30	Sharqpur	Satisfactory				30	Sharqpur	Adequate
31	High Level(U/G)	Satisfactory				31	High Level	Adequate
32	Kabarwala	Satisfactory				32	Kabarwala	Satisfactory
33	Innuana	Adequate				33	Innuana	Satisfactory
34	Buchiana	Adequate				34	Buchiana	Good
35	Nillianwala	Adequate				35	Nillianwala	Satisfactory

JICA Survey March 2007 Overall Performance of 84 FOs			Third Party Consultants Case Studies May 2008- Overall Performance of selected FOs			PIDA M&E 3 Years Overall performance of 84 FOs (2006-2008)		
Sr. No.	Name of FO	Performance	Sr. No.	Name of FO	Performance	Sr. No.	Name of FO	Performance
36	Rodi	Adequate				36	Rodi	Good
37	Jaranwala	Adequate				37	Jaranwala	Good
38	Jasuana	Good				38	Jasuana	Satisfactory
39	Satiana	Good				39	Satiana	Satisfactory
40	Dangali	Poor				40	Dangali	Adequate
41	Bhartiana	Adequate				41	Bhartiana	Adequate
42	Kaluana	Satisfactory				42	Kaluana	Satisfactory
43	Talyara	Satisfactory				43	Talyara	Adequate
44	Padhiara	Good				44	Phadyara	Satisfactory
45	Koru	Satisfactory				45	Koru	Good
46	Nasri	Good				46	Nasri	Good
47	Bhail	Satisfactory				47	Bhail	Satisfactory
48	Rassiana	Good				48	Rassiana	Satisfactory
49	Tarkhani	Good				49	Tarkhani	Adequate
50	Bhun	Good				50	Bhun	Good
51	Janiwala	Good				51	Janiwala	Good
52	Hamza	Satisfactory				52	Hamza	Good
53	Dulchi	Satisfactory				53	Dulchi	Satisfactory
54	Mataba	Good				54	Mataba	Adequate
55	Nupewala	Good				55	Nupewala	Adequate
56	Ranjiana	Adequate				56	Ranjiana	Satisfactory
57	Duravan	Satisfactory				57	Duravan	Adequate
58	Pithurana	Satisfactory				58	Pithurana	Satisfactory
59	Naurang	Adequate				59	Naurang	Satisfactory
60	Arif	Satisfactory				60	Arif	Satisfactory
61	Obhal	Good				61	Obhal	Satisfactory
62	Mohlan	Satisfactory				62	Mohlan	Good
63	Pervaiz	Satisfactory				63	Pervaiz	Satisfactory
64	Balochwala	Good				64	Balochwala	Satisfactory
65	Muniawala	Satisfactory				65	Muniawala	Good
66	Bhoja	Satisfactory				66	Bhoja	Adequate
67	Samundari	Satisfactory				67	Summundri	Satisfactory
68	Farooq	Satisfactory				68	Farooq	Satisfactory
69	Bhalak	Satisfactory				69	Bhalak	Poor
70	Jalalana	Satisfactory				70	Jalalana	Adequate
71	Khanqha	Adequate				71	Khanqa	Adequate
72	Mullay	Satisfactory				72	Mullay	Poor
73	Khurrianwala	Satisfactory				73	Khurrianwala	Adequate
74	Mananwala	Satisfactory				74	Mananwala	Poor
75	Nahra	Poor				75	Nahra	Poor
76	Rajana	Satisfactory				76	Rajana	Good
77	Pirmahal	Satisfactory				77	Pirmahal	Good
78	Gharak	Satisfactory				78	Gharak	Adequate
79	Kamalia	Good				79	Kamalia	Good
80	Wahgi	Good				80	Wahgi	Good
81	Ditch	Satisfactory				81	Ditch	Satisfactory
82	Kallar	Good				82	Kallar	Satisfactory
83	Kabirwala	Satisfactory				83	Kabirwala	Satisfactory
84	Kalera	Satisfactory				84	Kalera	Satisfactory

Performance evaluation of 84 FOs by JICA and PIDA as listed above reveals that 28 FOs performance being evaluated and ranked in same grade by these two forums, while 56 FOs performance ranking indicated variation in results. However among these 56 FOs, majority of 41 FOs performance has shown small variation as their performance level being changed both in increasing and decreasing level from one step performance level/rank to next level

grade consecutively, while a big variation or a change in overall performance of 15 FOs was observed as difference of minimum two level score of performance ranking evaluated, 12 FOs decreased performance and 3 FOs increased their performance when comparing the results of performance evaluation by JICA (survey 2007) and PIDA evaluation 2008. The external and internal M&E of FOs performance carried out by JICA, Third Party Consultants-NDC and PIDA in different times during the entire 3 years of FOs functioning indicated mixed results as summarized in the following table.

Performance Ranking Standard	Internal M&E FOs Performance: PIDA Evaluation			External M&E: JICA and Third Party Evaluation	
	PIDA M&E (2006) 84 FOs	PIDA M&E (2007) 84 FOs	PIDA M&E 3 Years Performance of 84 FOs (2006-2008)	JICA Survey (March 2007) 84 FOs	Third Party Case Studies (May 2008) 10 FOs
<i>Criteria Of Evaluation</i>	<i>(Criteria- 2006) Good: >85% Satisfactory: 65-85% Adequate: 50-65% Poor: < 50%</i>	<i>(Criteria modified- Feb2007) Good: > 85% Satisfactory: 70-85% Adequate: 55-70% Poor: < 55%</i>		<i>Good: > 85% Satisfactory: 65-85% Adequate: 50-65% Poor: < 50%</i>	<i>Good: > 80% Satisfactory: 65-80% Adequate: 50-65% Poor: < 50%</i>
Good	13 (16%)	25 (30%)	19 (23%)	19 (23%)	2 (20%)
Satisfactory	34 (40%)	19 (22%)	28 (33%)	47 (56%)	2 (20%)
Adequate	26 (31%)	25 (30%)	23 (27%)	13 (15%)	4 (40%)
Poor	11 (13%)	15 (18%)	14 (17%)	5 (6%)	2 (20%)