

Performance of 'Janani Suraksha Yojana (JSY)' in Udaipur District of Rajasthan

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Abstract

Maternal health is crucial for a healthy family, a healthy society and a healthy nation. Poor maternal health has been a major issue of concern both at the global and national levels and many initiatives have been taken to improve it. It was one of the targets of the Millennium Development Goals (MDGs) and Sustainable Development Goals (SDGs). 'Janani Suraksha Yojana (JSY)' was launched in India in 2005 to reduce the maternal mortality ratio (MMR) by increasing institutional deliveries so that women can have better ante-natal and post-natal care with cash incentives. It is necessary to assess how this scheme has contributed to improvising maternal health parameters, especially in the low-performing areas at the time of its implementation. Thus, this paper tries to analyse the performance of JSY in the Udaipur district of Rajasthan which is majorly a tribal area and poor performing district of the poorly performing state in this regard and compare it with the state performance. For this purpose, the achievements of the five parameters related to maternal health and JSY, i.e., antenatal registration within 12 weeks, at least three antenatal check-ups, institutional deliveries, JSY beneficiaries and immunization were analysed for Udaipur and Rajasthan with the help of secondary data collected from Directorate of Medical, Health & Family Welfare Services, Jaipur from the year 2008-09 to 2018-19. The composite performance index of JSY was also computed and compared to summarise its performance at both levels. It is concluded that the performance of JSY has improved in Udaipur and Rajasthan during the study period. Still, both are far from achieving the targets of JSY, especially of 100 per cent institutional delivery, and have to put in extra efforts to achieve them.

Keywords: Maternal Health, Janani Suraksha Yojana (JSY), Antenatal Checkups, Institutional Delivery, JSY Beneficiaries

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Introduction

'Maternal health' refers to the health of women during pregnancy, childbirth and the postnatal period. Globally, 800 women die per day and approximately one death every two minutes due to pregnancy and childbirth-related complications. A vast majority of maternal deaths (42 per cent) occur in low-income group countries (WHO, 30-31). Improving maternal health was one of the Millennium Development Goals (MDG) adopted by the international community in 2000 (UN General Assembly 1-9) and has continued to be the focus of the Sustainable Development Goals (SDG), 2015 (UN 18). Most maternal deaths can be prevented with timely management by a skilled healthcare worker in resource-rich settings. In the purview of these facts, many international and national movements, programmes and schemes were introduced to reduce maternal mortality and improve maternal health. 'Janani

Suraksha Yojana is such a maternal health scheme launched by the Government of India in 2005, which intends to reduce maternal mortality by increasing institutional delivery through cash incentives and other facilities to women who opt for institutional delivery ("Janani Suraksha Yojna" 1).

Rajasthan was identified as a low-performing state in India in maternal health parameters when JSY was implemented (MOHFW 179-221), and according to Health Status of Districts of India (Bose and Adhikary 43) and Annual Health Survey 2012-13, Udaipur district was identified as a poor performing district in Rajasthan state. The maternal mortality ratio was 388 in Rajasthan as compared to 254 in India according to NFHS-3 (2005-06), which declined to 199 in Rajasthan but was still very high as compared to India (130) as per NFHS-4 (2015-16) (MoHFW). The researcher wants to explore whether the scheme of JSY has actually led to improvement in maternal health parameters in such a poorly performing district of a low-performing state or not. So in this paper, the performance of JSY in the Udaipur district as compared to Rajasthan is analysed with the help of some parameters of maternal health.

This paper is broadly classified into six parts. The first part deals with the introduction and the second part describes the methodology and data used for the research. The third part deals with the parameter-wise analysis of JSY performance of JSY in Udaipur and Rajasthan, the fourth part comprises the comparative analysis of Udaipur district with top and bottom performers in the state and the fifth part discusses the overall performance of JSY in Udaipur and Rajasthan with the help of the composite index. The sixth part of the paper states the conclusion of the research.

Methodology and Data

The performance of any government scheme or programme can be assessed by its achievement in terms of outcomes against set goals for specific parameters. In the present research, the performance of the JSY scheme is evaluated by the percentage achievement of different parameters related to JSY, e.g., antenatal registration within 12 weeks, at least three antenatal check-ups, institutional deliveries, JSY beneficiaries and immunization. This percentage achievement of each parameter has been computed by the simple percentage formula taking the achievement figure for the parameter as the numerator and the target figure as the denominator.

The JSY Scheme was started in 2005 and the impact of any scheme is generally realized in two to three years. To analyse the performance of JSY in Udaipur district and Rajasthan, secondary data for the above-said parameters were collected from the year 2008-09 to 2018-19 (latest available) from the National Health Mission reports available at the official website of the National Health Mission, Medical, Health & Family Welfare Department, Government of Rajasthan, Jaipur (<http://nrhmrajasthan.nic.in/Report.htm>).

The parameter-wise analysis has been done with the help of line graphs and overall analysis has been done by computing a Composite Index of JSY performance. The Composite Index has been computed separately for Udaipur and Rajasthan by taking the average of the percentage achievements of all the five parameters of JSY performance, i.e., antenatal registration within 12 weeks, three antenatal check-ups, institutional delivery, JSY beneficiary and full immunization, for years 2008-09 and 2018-19. It ranges from 0 to 100.

Parameter-wise Analysis of Performance of JSY in Udaipur and Rajasthan

(i) Antenatal Registration within 12 Weeks of Pregnancy

The objective of Antenatal Care (ANC) is preventing, early recognition and treatment of pregnancy-related complications and general medical problems. It also provides an opportunity for reproductive health counselling. For this, early registration within 12 weeks of pregnancy with the help of ASHA or a related link health worker is desirable under the JSY scheme. Registration can be done at Anganwadi Center, Sub-Center, Primary Health Center (PHC), Community Health Center (CHC) or District Hospital.

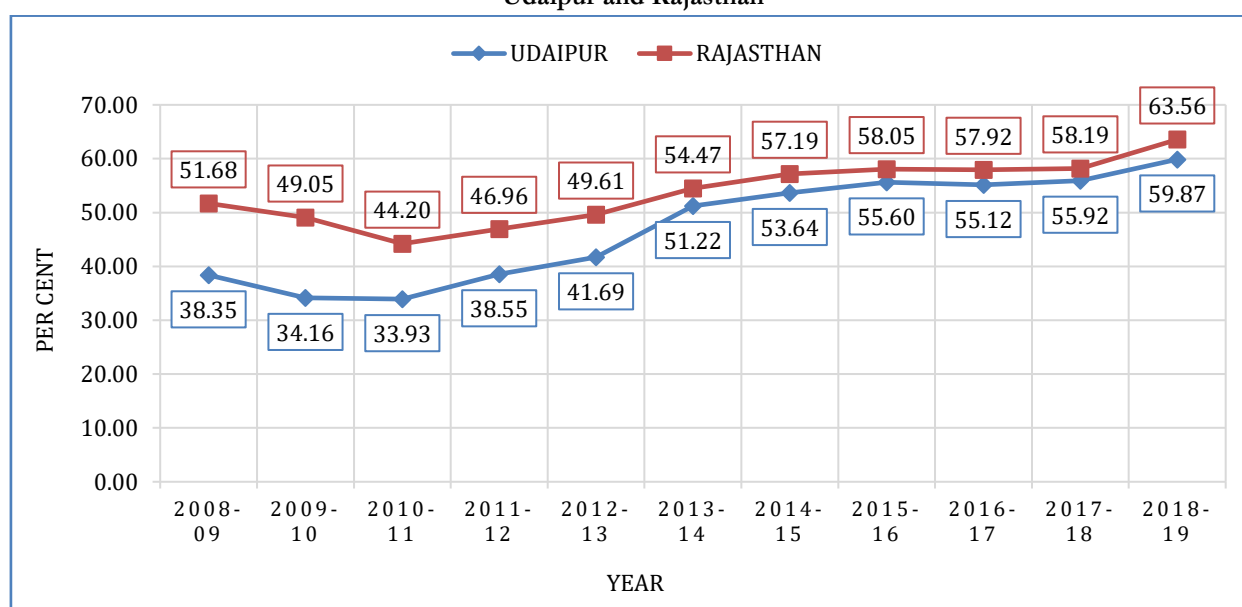
The achievement of Antenatal registration within 12 weeks against the target under the JSY scheme in the Udaipur district has been compared with Rajasthan during the period from 2008-09 to 2018-19 in Table 4.1. As explained

earlier, the JSY scheme started in 2005, so 2008-09 can be considered the initial year of the scheme and a duration of 10 years is sufficient to analyse the impact of JSY.

Antenatal registrations within twelve weeks have increased in absolute figures over the years, but actual performance can be assessed by the percentage achievement against the target. As per the information provided by the office of the Chief Medical & Health Officer (CMHO), Udaipur to the researcher, the targets for different parameters are provided by the state government to districts based on estimated population and previous trends in that area.

The targets for this parameter are the estimated number of pregnant women in a year. The per cent achievement of antenatal registration within 12 weeks against the target assigned to Udaipur was 38.3 per cent in 2008-09, which remarkably increased to 59.87 per cent in 2018-19. In Rajasthan, this parameter has shown an increment from 51.68 per cent in the year 2008-09 to 63.56 per cent in 2018-19. In 2008-09, there was a considerable difference of 13.33 per cent in the percentage achievement of Udaipur and Rajasthan, which got reduced to 3.69 per cent in 2018-19. Thus, improvement in antenatal registration in twelve weeks is better in Udaipur compared to Rajasthan after the implementation of JSY. Although Udaipur improved its performance more, it is still lagging behind Rajasthan, as shown in Figure 1.

Figure 1: Percentage Achievement of Antenatal Registrations within 12 Weeks of Pregnancy (against Targets) in Udaipur and Rajasthan



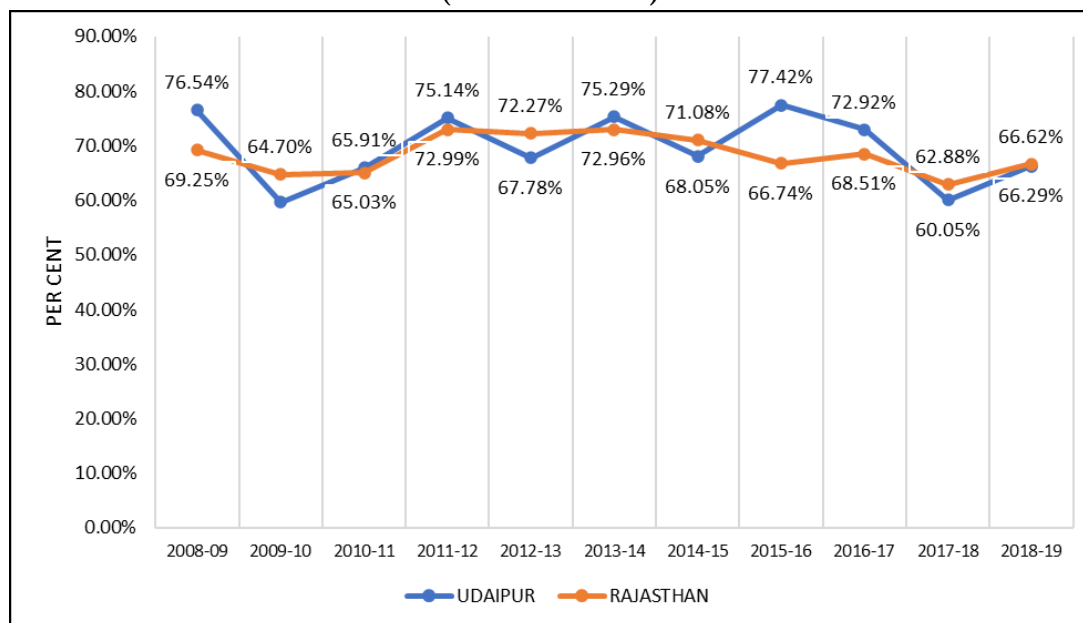
Source: Directorate of Medical, Health & Family Welfare Services, Jaipur, Rajasthan Government

The achievement of antenatal registration within twelve weeks can also be assessed against the total annual registrations done in that year. In the year 2018-19, the percentage of antenatal registration within 12 weeks to total registrations was 65.48 per cent in Udaipur, which was a little less than 65.93 per cent in Rajasthan. Rajasthan and Udaipur successfully registered 2/3rd of pregnant women within twelve weeks of pregnancy in 2018-19; still, one-third of women lag behind others in getting proper antenatal services.

(ii) At Least Three Antenatal Check-Ups

Though antenatal registrations within 12 weeks increase the possibility of proper antenatal care for pregnant women, it can be ensured more with at least three antenatal check-ups. A proper antenatal check-up provides necessary care to the mother and helps them in identifying any complications of pregnancy. The JSY programme has recommended at least three antenatal check-ups for every pregnancy. ASHA or related health workers help pregnant mothers in getting three antenatal check-ups. The achievements against the target of three antenatal check-ups in Udaipur and Rajasthan have been presented in figure 2.

Figure 2: Percentage Achievement of Three Antenatal Check-ups (against Targets) in Udaipur and Rajasthan (2008-09 to 2018-19).



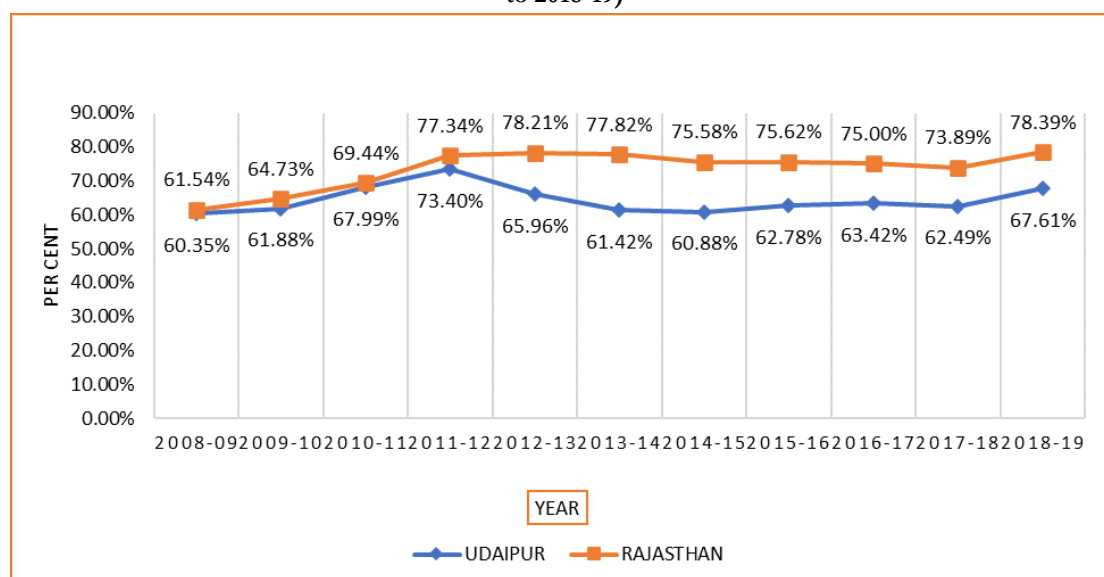
Source: Directorate of Medical, Health & Family Welfare Services, Jaipur, Rajasthan Government

There is an interlacing of both curves in figure 2, which run in a track between 60 per cent to 80 per cent during 2008-09 to 2018-19. Thus, the performance of Udaipur and Rajasthan for this parameter has consistently fluctuated over the period. Still, approximately 34 per cent of pregnant women are not going for three antenatal check-ups in Udaipur and Rajasthan. The major reasons for this identified by the researcher through a primary survey in Udaipur district are lack of awareness, distance from institutions, poor health care facility, no time to go, no companion to go with, money problems etc. (Naval 67-81).

(iii) Institutional Deliveries

The whole focus of the JSY scheme launched by the Central Government is to increase institutional deliveries, which in turn will decrease MMR and IMR. Figure 3 shows the trend of institutional deliveries against its targets in Udaipur and Rajasthan during 2008-09 to 2018-19.

Figure 3: Percentage Achievements of Institutional Delivery (against Targets) in Udaipur and Rajasthan (2008-09 to 2018-19)



Source: Directorate of Medical, Health & Family Welfare Services, Jaipur, Rajasthan Government

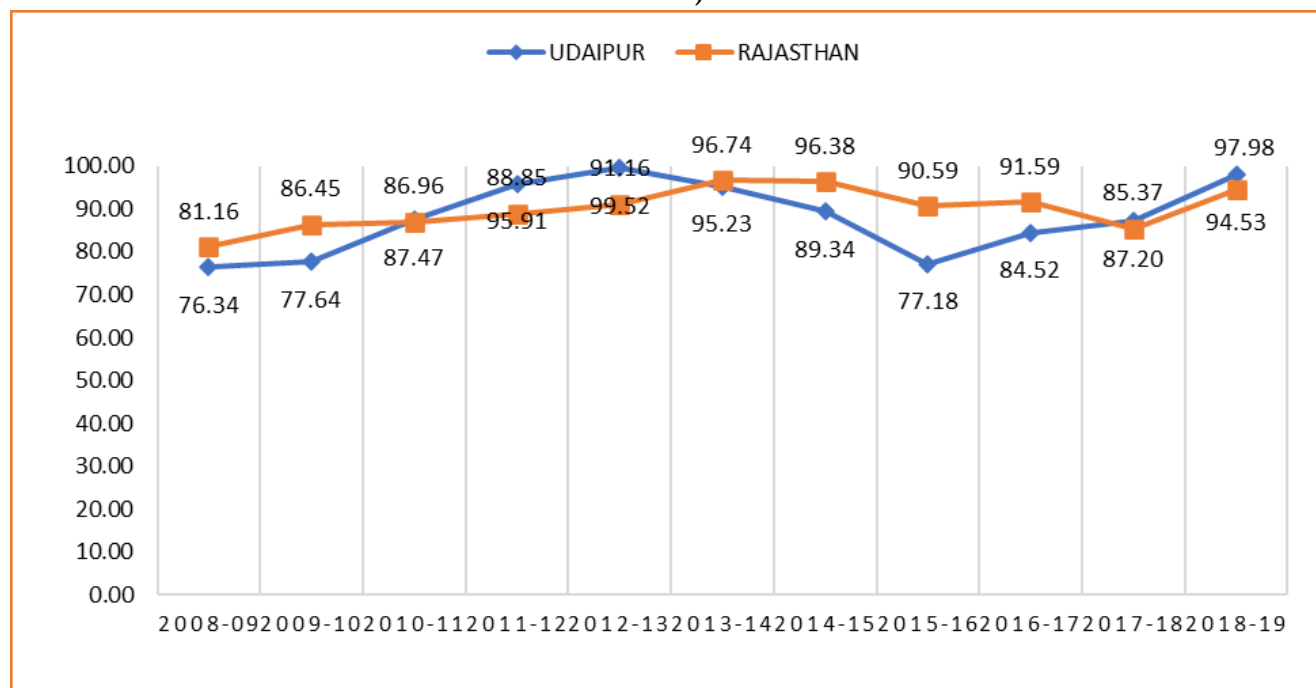
In the year 2008-09, per cent achievement of institutional delivery in Udaipur was 60.35 per cent which got raised to 67.61 per cent in 2018-19, whereas in Rajasthan, it increased from 61.54 per cent to 78.39 per cent. The performance of the state is far better than the district for this parameter over ten years. Though the performance of Udaipur is not as good as Rajasthan, still after JSY, it has also observed performance improvement which is evident from figure 3.

Udaipur district needs to fill a gap of 32.39 per cent to achieve the target of 100 per cent institutional deliveries, while Rajasthan needs 21.61 per cent to achieve the same in the year 2018-19. The summary is that, after the implementation of JSY, the percentage achievement of institutional delivery has increased in Udaipur and Rajasthan. However, still more efforts are required to achieve the target of 100 per cent institutional deliveries.

(iv) JSY Beneficiaries

There is a provision under JSY to provide a cash incentive of rupees 1400/- in the rural area and rupees 1000/- in the urban area to every woman who delivers in the government or accredited private institution (“Janani Suraksha Yojna” 6). The JSY beneficiaries are considered women who get cash incentives for their deliveries in government hospitals or private accredited institutions under the JSY scheme. Figure 4 shows the percentage achievement of this parameter (JSY beneficiaries who get cash disbursement) against the target. Target values for this parameter from 2008-09 to 2012-13 were not available so computed with the linear trend method.

Figure 4: Percentage Achievement of JSY Beneficiaries (against Targets) in Udaipur and Rajasthan ((2008-09 to 2018-19)



Source: Directorate of Medical, Health & Family Welfare Services, Jaipur, Rajasthan Government

*From 2008-09 to 2012-13 target figures were not given so they are computed with the linear trend method and then percentage achievements were calculated.

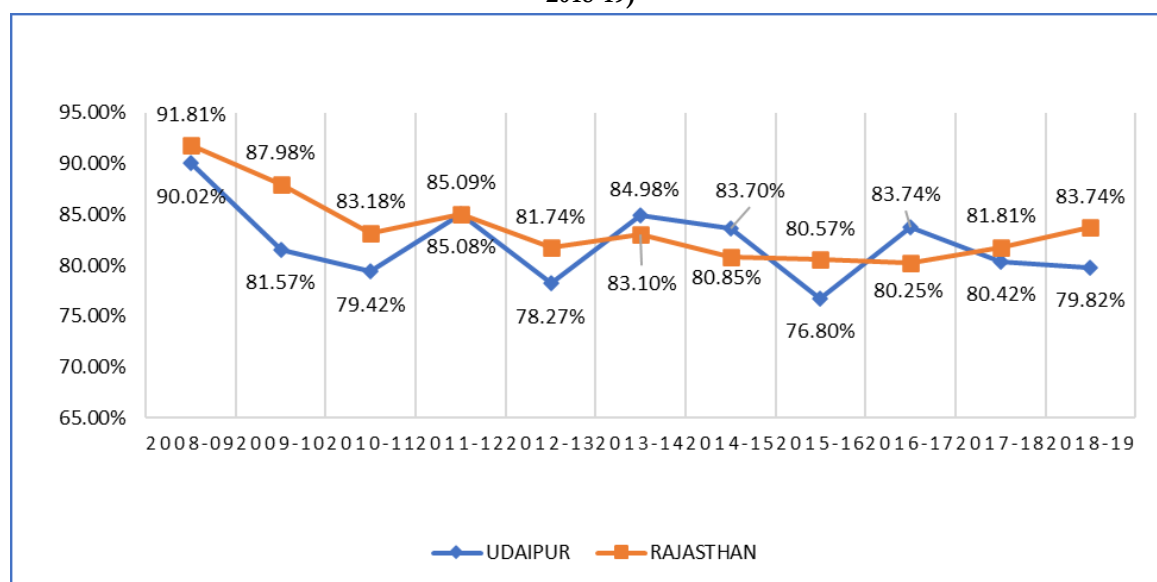
There is a considerable fluctuation in percentage achievement for the number of beneficiaries in Udaipur and Rajasthan. Rajasthan has improved its achievement of cash disbursement from 81.16 per cent in 2008-09 to 94.53 per cent in 2018-19, while during this period, the overall achievement of cash disbursement to JSY beneficiaries in Udaipur increased from 76.34 per cent to 97.98 per cent. The achievement of JSY beneficiaries is better in Udaipur compared to Rajasthan (Figure 4), but the target of 100 per cent is to be achieved yet. The two or three per cent shortfall is due to the incomplete or non-submission of the required documents by the beneficiaries.

(v) Full Immunisation

Immunisation is a cost-effective way to prevent disease and disability and improve childhood survival. The JSY scheme has a goal to reduce IMR. Since the annual data of IMR are not available and immunisation plays a vital role to reduce the IMR. So, the performance of this parameter is also assessed to look at the overall performance of the JSY scheme. It is part of the reproductive child health programme under the National Rural Health Mission.

Figure 5 shows that during 2008-09 to 2018-19, the percentage achievement of full immunisation decreased both in Udaipur and Rajasthan. The numbers of full immunisation in both Udaipur and Rajasthan significantly vary and fluctuate during 2007-08 to 2018-19. The per cent achievement of Udaipur swings up and down more in this duration. The achievement of Udaipur of full immunisation declined from 90.02 per cent in 2008-09 to 79.82 per cent in 2018-19. Similarly, the percentage achievement of Rajasthan for this parameter also decreased from 91.81 per cent in 2008-09 to 83.74 per cent in 2018-19. The probable reason could be the vaccination of children was done at different places, including private hospitals, not adhering to the place of delivery so it is not registered properly.

Figure 5: Percentage Achievement of Full immunisation (against Targets) in Udaipur and Rajasthan (2008-09 to 2018-19)



Source: Directorate of Medical, Health & Family Welfare Services, Jaipur, Rajasthan Government

Comparative Analysis of Performance of JSY in Udaipur District

The performance of the Udaipur district under various parameters of JSY is compared with the top and bottom-level performer districts of Rajasthan so that it can be found out how the Udaipur district is performing to achieve the targets of JSY (Table 1).

Table 1: Comparison of Udaipur District's Performance with Best and Least Performer District under Various Parameters

JSY parameter	Performer	Year					
		2008-09			2018-19		
		Percentage achievement	Rank	Name district	Percentage achievement	Rank	Name district
Antenatal Registration in 12 weeks	Best performer	83.41%	1	Bhilwara	79.07%	1	Baran
	Udaipur	38.35%	30	-	59.87%	22	-
	Least performer	31.07%	33	Jaisalmer	45.62%	34	Bharatpur
	Rajasthan	51.68%	-	-	63.56%	-	-
3-Antenatal Check-ups	Best performer	88.75%	1	Karauli	96.08%	1	Jodhpur
	Udaipur	76.54%	9	-	66.29%	16	-

	Least performer	41.13%	33	Chittorgarh	44.25%	34	Bharatpur
	Rajasthan	69.25%	-	-	66.62%	-	-
Institutional delivery	Best performer	87.14%	1	Jaipur	92.68%	1	Jaipur 1
	Udaipur	60.35%	20	-	67.61%	32	-
	Least performer	31.67%	33	Jaisalmer	66.54%	34	Jaipur 2
	Rajasthan	61.54%	-	-	78.39%	-	-
JSY beneficiary	Best performer	NA	NA	NA	105.53%	1	Tonk
	Udaipur	76.34%	NA	-	97.98%	8	-
	Least performer	NA	NA	NA	76.30%	34	Jaisalmer
	Rajasthan	81.16%	-	-	94.53%	-	-
Full immunisation	Best performer	109.85%	1	Sirohi	96.71%	1	Ganganagar
	Udaipur	90.02%	25	-	79.82%	28	-
	Least performer	70.06%	33	Jaisalmer	71.87%	34	Jaisalmer
	Rajasthan	91.81%	-	-	83.74%	-	-

Source: Directorate of Medical, Health & Family Welfare Services, Jaipur, Rajasthan Government

As shown in table 4.6, Bhilwara, Karauli, Jaipur and Sirohi districts were the best performer and Chittorgarh and Jaisalmer were the least performer districts for various parameters in 2008-09, whereas, in 2018-19 Baran, Jodhpur, Jaipur 1, Tonk and Ganganagar were identified as the best performer and Bharatpur, Jaipur 2 and Jaisalmer as the least performer.

Although Udaipur has improved its rank in per cent achievement of antenatal registration within 12 weeks from 30th in the year 2008-09 to 22nd in 2018-19, it is still among the bottom districts. There was a vast difference between the best performer district and Udaipur in 2008-09, which got reduced in 2018-19.

Both Rajasthan state and Udaipur district are backward in attaining hundred per cent in three Antenatal Check-ups, and both achieved nearly 66 per cent in 2018-19. The ranking of Udaipur in three Antenatal Check-ups achievement is moderate, which is 16 in the year (2018-19).

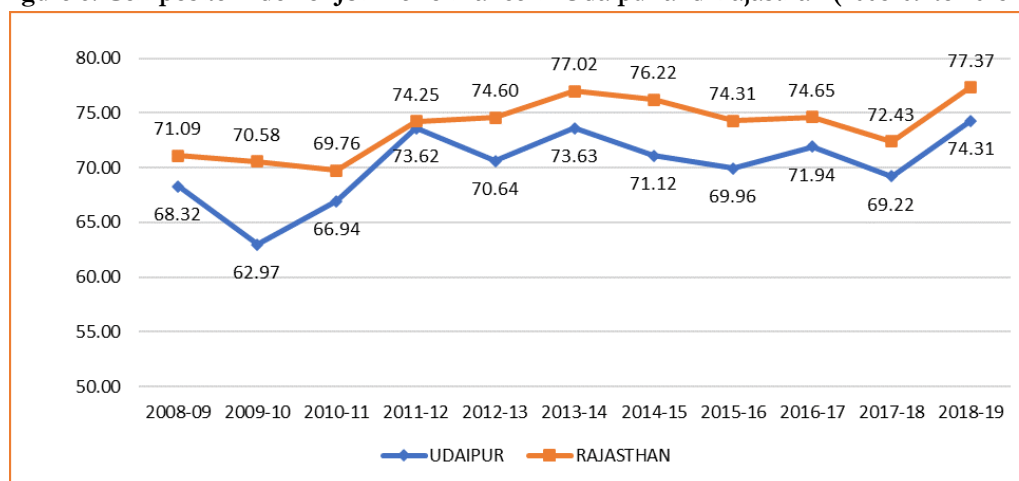
There is a good thing about institutional delivery that both Udaipur district and Rajasthan state are persistently trying to improve their achievement against targets, albeit the changes are small and both are far from reaching the goal of hundred per cent institutional delivery. Although institutional delivery of Udaipur increased from 60.35 per cent in 2008-09 to 67.61 per cent in 2018-19, the rank of Udaipur among districts became poor from 20th in 2008-09 to 32nd in 2018-19. Moreover, Udaipur lags the state average in institutional delivery throughout the period and stands among the bottom districts.

Udaipur district provided JSY incentives to 97.98 per cent of eligible women, which is fairly good, and it also holds the eighth rank in delivering JSY incentives in 2018-19. Jaisalmer is a very poor performing district in providing JSY incentives to only 76.30 per cent of eligible women, thereby pausing a major hindrance in achieving the objective of the scheme. Overall, 94.53 per cent of eligible women in the state of Rajasthan got benefits of the JSY incentive in 2018-19 which is good enough but still below a hundred per cent.

Both Rajasthan state and Udaipur district perform poorly in achieving a hundred per cent target for full immunisation. The rank of Udaipur is continuously worsening among its fellow districts from 25th in the year 2008-09 to 28th in 2018-19 and persistently holding its position among bottom districts. Overall, there needs a lot to improve in immunization and if it is due to the incomplete data then data collection system should be improved.

Overall Performance of JSY in Udaipur and Rajasthan

Finally, the researcher tried to analyse the overall performance of JSY in Udaipur and Rajasthan with the help of the Composite Index of JSY Performance. The values of this index for Udaipur and Rajasthan have been presented in figure 6.

Figure 6: Composite Index of JSY Performance in Udaipur and Rajasthan (2008-09 to 2018-19)

Source: Directorate of Medical, Health & Family Welfare Services, Jaipur, Rajasthan Government

As shown in figure 6, although there are some fluctuations over the period, however, there is an overall improvement in the composite measure of JSY performance for both Udaipur and Rajasthan. The Composite Index of JSY performance of Udaipur was 68.32 in 2008-09, which raised to 74.31 in 2018-19, with the lowest dip to 62.97 in 2009-10. Similarly, the value of the Composite JSY Performance Index for Rajasthan was 71.09 in 2008-09, which got raised to 77.37 in 2018-19. The data show that the performance of both Rajasthan state and Udaipur district under JSY has little increased during the period from 2008-09 to 2018-19. The mean value of composite measures from 2008-09 to 2018-19 for Udaipur is 70.24, and for Rajasthan is 73.84 per cent. The overall performance of Rajasthan under JSY is a bit better than Udaipur during this period.

Conclusion

The parameter-wise analysis of the performance of JSY shows that all parameters have shown improvement in the study period both for Udaipur and Rajasthan except for immunisation. Although the performance of both the district and the state has improved, they are still far from targets. Still, approximately one-third of pregnant women do not register within 12 weeks of their pregnancy, 34 per cent of pregnant women are not going for three antenatal check-ups and 20 to 30 per cent of women are not delivering in institutions in Udaipur and Rajasthan. Udaipur has exceeded the state only for the institutional delivery parameter. The comparative analysis of Udaipur with other districts shows that the Udaipur district is far behind the best-performing district in all parameters. It is still a poor-performing district in most of the parameters of JSY as compared to the state average. Worth noticing, Udaipur stands at third last hold among 34 districts in institutional delivery in 2018-19 but holds the eighth rank in JSY beneficiaries. Based on the analysis of the Composite Index of JSY performance it can be concluded that the overall performance of JSY in Udaipur has remained lower as compared to Rajasthan during the whole period, but the gap between them declined, so both Rajasthan and Udaipur improved their overall performance but Udaipur improved it little faster as compared to Rajasthan. The main concern is that still, they both are far from achieving the major target of JSY which is 100 per cent institutional deliveries. The improvement in maternal health cannot be claimed until early registrations of pregnant women are done, they receive at least three antenatal check-ups and all deliveries are taken place in institutions so that post-natal care can also be given to them. The work done under the JSY are commendable, but there is still a lot of scope for improvement. Therefore, extra efforts should be made to overcome the shortcomings so that the expectations of maternal health can be met.

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Conflict of Interest

There is no conflict of interest.

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