

# Understanding Programme Impact

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MGNREGA EVALUATION

# Outline

## Why?



- Identify the different reasons for doing an impact assessment.

## How?



- Identify the appropriate approach for impact assessment.

## What?



- Assess the analysis outcome and share with the stakeholders.

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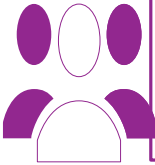
- Assess the analysis outcome and share with the stakeholders.

# Why?...may be of interest to different stakeholders.



## The Decision-makers

- The donor/funding agencies for the programme



## The Implementers

- The programme implementing agency that is receiving the funding.



## The Beneficiaries

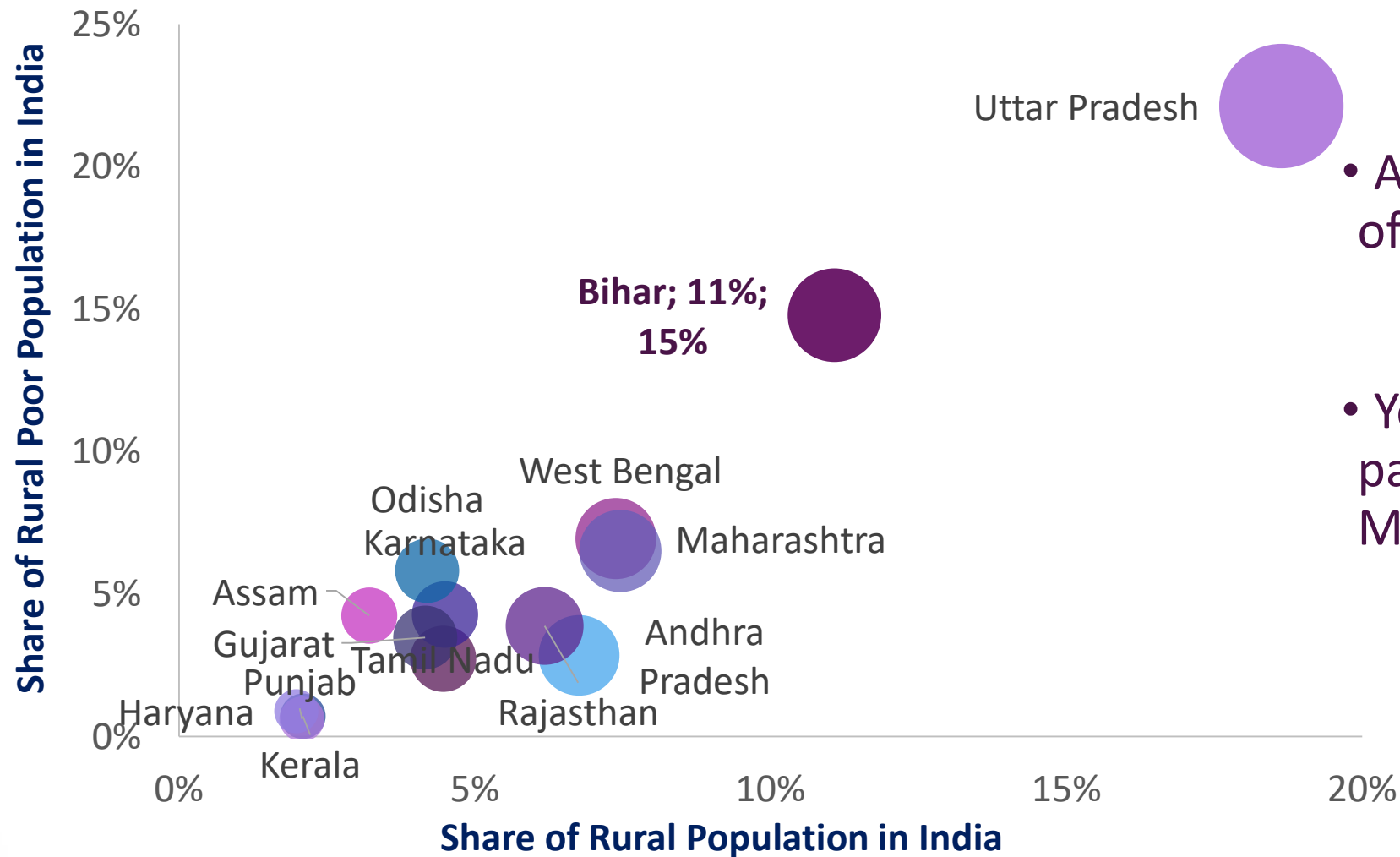
- The programme participants themselves



## The electorate/taxpayers/shareholders

- Provide the funds for rendering. Programme participants and taxpayers may or may not be the same.

# The Plot...



- A disproportionate share of rural poor in Bihar.

- Yet it has a relatively low participation rate in MGNREGA. *Why?*

# The intervention

## History



## The Act

- To provide **every rural household** a **guarantee** of at least **100 days** of **employment** during a financial year by providing unskilled manual work in rural areas to those members of the rural households who volunteer to do such work.

## Objectives

- 1** Supplement **wage-employment opportunities** in rural areas – provide a safety net to rural poor.
- 2** Create **sustainable rural livelihoods** through rejuvenation of natural resource base – land, water, forests.
- 3** Strengthen **grass-root democratic processes** and infuse transparency and accountability in rural governance.

# The rules of the game

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## ① Universal

- All rural households can apply for work.
- Follows a demand-driven, rights-based approach

## ② Work Related

- No contractors, Manual Labour, not machines
- Wage Material Ratio at GP level 60:40

## ③ Empowering Grassroots

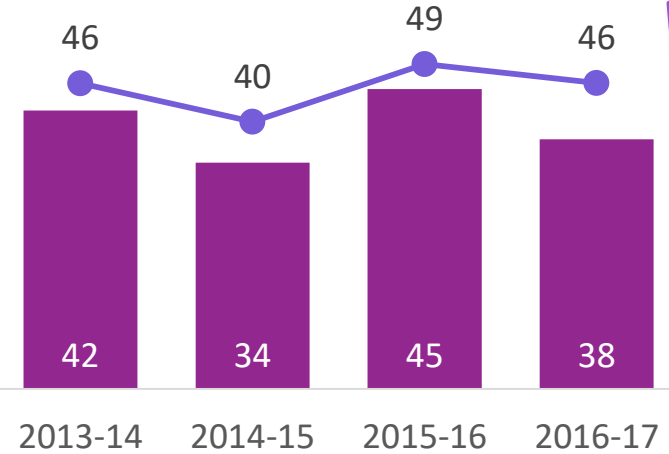
- Decentralized Planning
- Transparency & Accountability features

## ④ Wage Disbursement

- Wage payment through PO/Bank accounts

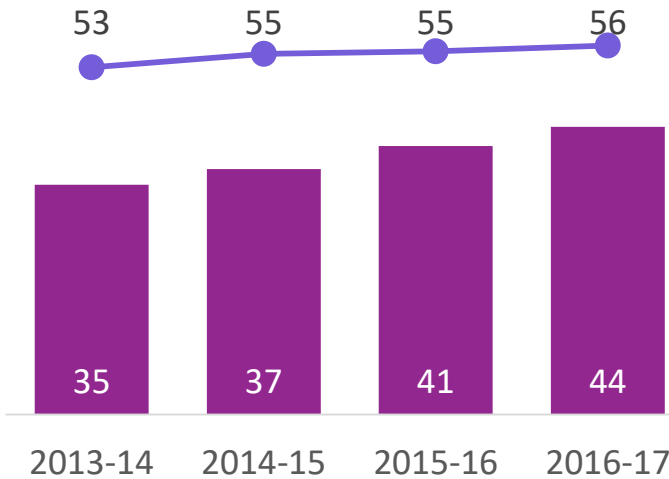
# The plot thickens...

Average days of employment provided per HDD



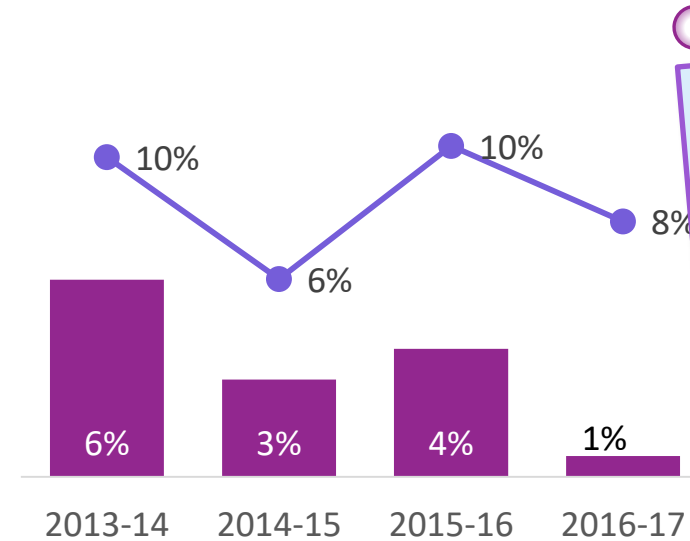
The employment provided per household in Bihar is lower than the national average

Women Persondays out of Total (%)



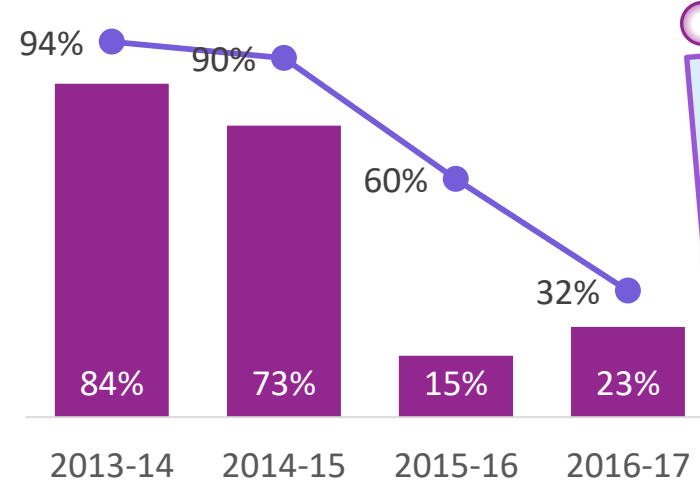
The engagement of poor women in Bihar is way below the national average.

% of HHs completed 100 Days of Wage Employment



Bihar's performance in providing 100 days of wage employment is way below national figure.

Work Completion rate



Bihar's performance in work completion under MGNREGA is way below national figure.

—●— National  
■ Bihar



# In Bihar...

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1

Government of Bihar universalised the programme in first phase itself, when the programme was launched in selected districts across India.

2

Bihar got 22 districts out of a total of 38, simultaneously, it launched the Bihar Rural Employment Guarantee Scheme (BREGS) in the remaining 16 districts with state government funding.

- A strong political will to implement the programme.

# So what...

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- 1 • What project elements are working well?
- 2 • What project elements need attention and support?
- 3 • What project elements can or should continue?
- 4 • What project elements can or should be modified, scaled back or eliminated?

# And the questions that need to have answered...

## What does the project do?

- What needs are being addressed?
- What services are being provided to meet the needs?
- What evidence or research might be available to support the choice of project activities or the use of project services?
- Are the project services or strategies aligned with funder or benefactor priorities?

## Who does the project serve?

- How many and what populations of individuals were (are) served?
- Is there a ripple effect from services (e.g., a train the trainer model with the potential to impact large numbers down the line)?

## Is the project successful (or can/will it be)?

- What are the project's primary outcomes, and did (will) the project achieve them?
- What were (are) the successful components of the project?
- What were (are) the barriers?
- How rigorously were (are) outcomes evaluated?

## What are the opportunities to enhance or expand the project's success?

- What is needed to replicate or scale-up the project in a different setting?
- What factors might influence replication or scale-up?
- What will replication or scale-up cost?
- How are project results being disseminated?

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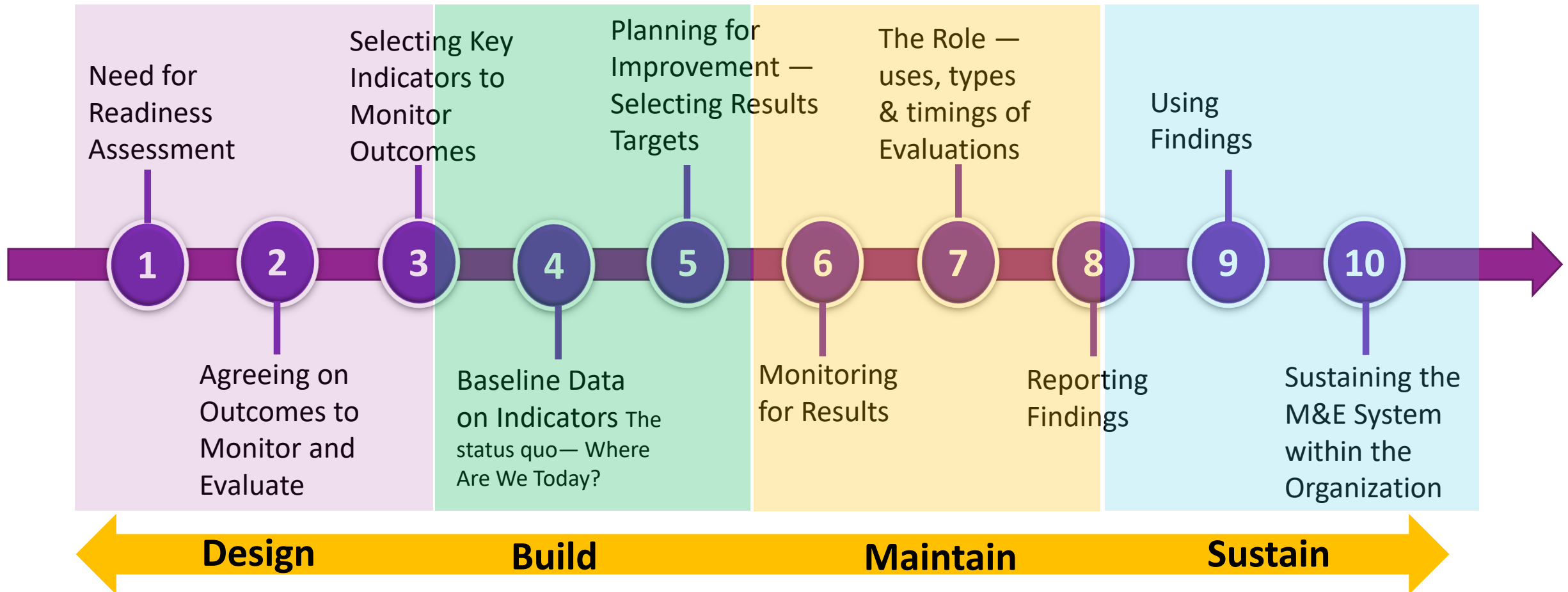
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# Results-Based M&E System



Adapted from Kusek & Rist (2004), Ten Steps to a Results-Based Monitoring and Evaluation System

# The Key Questions...

**1**

- What are the factors influencing the low penetration of the scheme?

**2**

- What are the process gaps to form ideal conditions to be met in practice?

**3**

- How can the scheme bridge the demand and supply gap?

**4**

- What are measures for enhancing both the scale and scope?

# Methodology



## Descriptive

- Combines a survey of MGNREGA wage seekers including, both job card and non-job card holders at the village level,
- FGDs involving all stakeholders at the GP level- wage seekers, PRS and others, and
- Triangulate evidence from multiple sources, including wider stakeholder consultations and field observations of the study team.



## Diagnostic

- Statistical methods used to test hypothesis.
- Employs a binary logistic regression to understand the various factors influencing low uptake of MGNREGA.



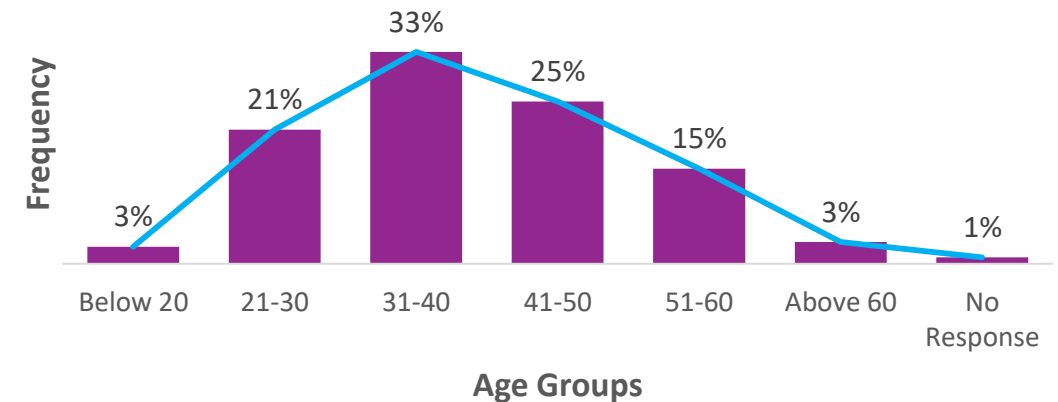
## Prescriptive

- The participatory research design utilised.
- The study uses the evidence, insights and the emic perspective of the local communities to make actionable recommendations for strengthening the programme implementation processes.

# Sampling Design



- One district in each of the 9 divisions of the state as the primary sampling unit, for highest intensity of employment generated as an average of triennium ending 2015-16.
- 36 GPs, each GPs had 30 job-card and 10 non-job card holders interviewed.
- 80% of the sample are at the age of below 50.





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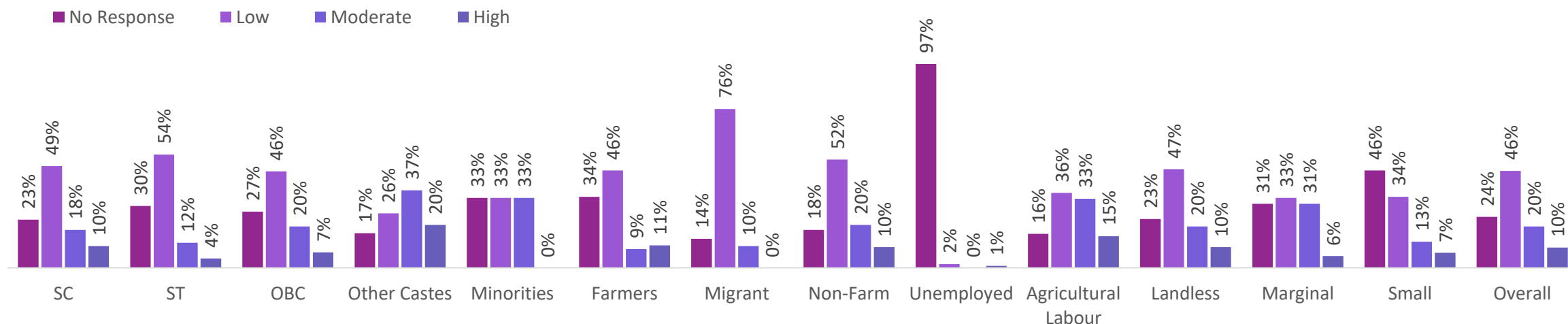
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# Overall Awareness of MGNREGA



- Overall awareness is very low among different segments of the respondents.
- The low levels of literacy, more so among the respondents from the bottom of the social pyramid- SCs, STs, OBCs, and landless, who constitute a majority of the job card holders is understandable, given their relatively limited ability to access information, education and communication (IEC) media and machinery.

# Odd-Ratios of Factors Influencing MGNREGA Uptake



- The likelihood of a job card holder getting involved with MGNREGA significantly improves with awareness building and IEC efforts.
- The unhealthy intervention of Mates and middlemen in the programme implementation processes.

# Overall Awareness about Development Schemes

## Community Awareness

- Overall awareness about Government welfare schemes, including MGNREGA is very low across sampled GPs, with an exception in Chitoria (Katihar district), where JJSS is pro-active.

## Programme Issues

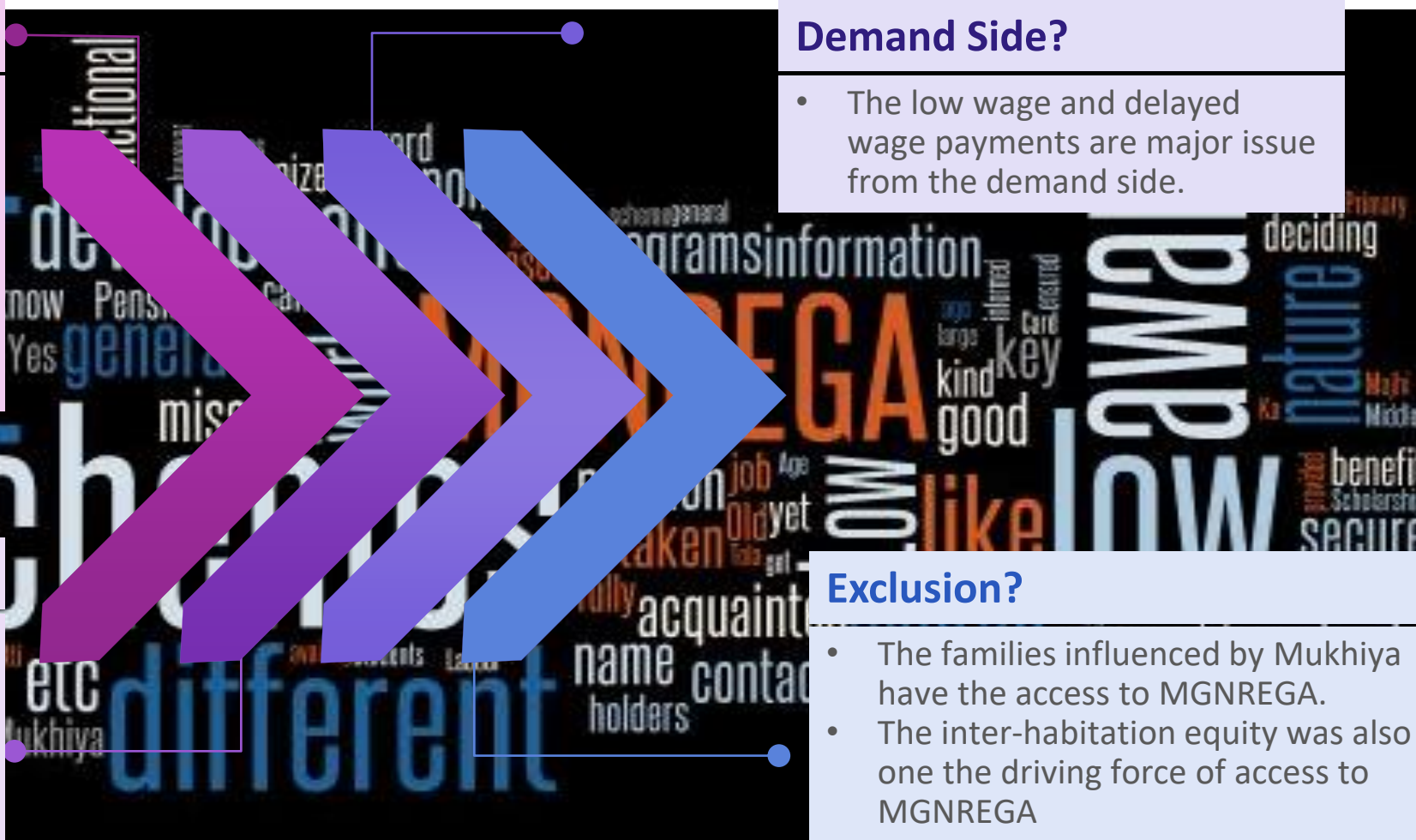
- The lack of pro-activeness on part of PRIs is a key hindrance.
- The lack of motivation among the project functionaries are another key inhibiting factor.

## Demand Side?

- The low wage and delayed wage payments are major issue from the demand side.

## Exclusion?

- The families influenced by Mukhiya have the access to MGNREGA.
- The inter-habitation equity was also one the driving force of access to MGNREGA



# Conclusions

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1

- **Information Asymmetry:** Low level of MGNREGA awareness, including processes. Lack of decentralization of information

2

- **Institutional Constraints:** Weak Gram Sabha suggests Mukhiyas possessing large social and financial capital are able to generate more person days than otherwise.

3

- **(dis)Incentive Compatibility:** Low and delayed wage payments also another factor.

4

- **Supply Side bottlenecks:** The project functionaries suffers from twin problem of low level of compensation and ultra vires responsibilities.

# Recommendations



## IMPROVE, INNOVATE & PERIODICAL

- The recall level of programme awareness low.
- A fresh IEC campaign needs to be comprehensively planned and operationalized as if **MGNREGA is being re-launched in the state.**



## New Job Cards

## SYSTEM OF REVIEW & ISSUE

- IEC campaign should to be taken to release new job cards.
- A system of review and issue of job cards at periodic intervals, may be put in place to check distress migration.



## Capacity Building

## SCALE UP COMPETANCY ENHANCEMENTS

- A massive effort towards **scaling up the capacity** of newly elected Mukhiyas and ward members on one hand and project functionaries is urgently required.
- It would be necessary to identify and partner with more institutions including NGOs at various levels, including BIPARD.



## Human Resource

## REVIEW & REVAMP CURRENT HR

- Strengthened BRDS with a spearhead team comprising four thematic specialists with proven experience in implementing anti-poverty programmes covering the following four thrust areas:
  1. IEC
  2. Capacity and Institution Building
  3. Social Audit and Grievance Redressal
  4. Convergence and Co-ordination



## Shelf of Projects

## WIDEN, DEEPEN & CONVERGE

- Since many GPs are experiencing difficulty in identifying and formulating an approved shelf of projects required to support the demand for wage employment, convergence of MGNREGA with various line departments related to rural development, is emphasized.