



**Government of Karnataka
Karnataka Evaluation Authority**

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ಕರ್ನಾಟಕ ಮೌಲ್ಯಮಾಪನ ಪ್ರಾಧಿಕಾರ
Karnataka Evaluation Authority

ಸಂಖ್ಯೆ: ಕೆಇಎ/128/ಇವಿಎನ್/2014

28.06.2014

ಮಾನ್ಯರೇ,

ವಿಷಯ: MGNREGA ಯೋಜನೆ ಅಡಿ ವೈಯಕ್ತಿಕ ಭೂಅಭಿವೃದ್ಧಿ ಚಟುವಟಿಕೆಯ ಪ್ರಭಾವದ ಬಗ್ಗೆ
ಮೌಲ್ಯಮಾಪನವನ್ನು ಕೈಗೊಳ್ಳುವ ಕುರಿತು.

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ದಿನಾಂಕ: 23.06.2014ರಂದು ಪ್ರಾಧಾನ ಕಾರ್ಯದರ್ಶಿಯವರ ಅಧ್ಯಕ್ಷತೆಯಲ್ಲಿ ನಡೆದ ತಾಂತ್ರಿಕ
ಸಮಿತಿಯಲ್ಲಿ MGNREGA ಯೋಜನೆ ಅಡಿ ವೈಯಕ್ತಿಕ ಭೂಅಭಿವೃದ್ಧಿ ಚಟುವಟಿಕೆಯ ಪ್ರಭಾವದ ಬಗ್ಗೆ
ಮೌಲ್ಯಮಾಪನವನ್ನು ಕೈಗೊಳ್ಳಲು ತಯಾರಿಸಿದ ಉಲ್ಲೇಖಿತ ನಿಯಮಗಳಿಗೆ (Terms of Reference)
ಅನುಮೋದನೆ ನೀಡಲಾಗಿದೆ. ಅನುಮೋದಿಸಿದ ಉಲ್ಲೇಖಿತ ನಿಯಮಗಳ (Terms of Reference) ಪ್ರತಿಯನ್ನು
ಮುಂದಿನ ಸೂಕ್ತಕ್ರಮಕ್ಕಾಗಿ ಈ ಪತ್ರಕ್ಕೆ ಲಗತ್ತಿಸಿ ಕಳುಹಿಸಲಾಗಿದೆ.

ವಂದನೆಗಳೊಂದಿಗೆ,

ತಮ್ಮ ವಿಶ್ವಾಸಿ,

(ಎಸ್.ಎ.ಕಾತರಕಿ)

ಸಮಾಲೋಚಕರು (ಮೌಲ್ಯಮಾಪನ)
ಕರ್ನಾಟಕ ಮೌಲ್ಯಮಾಪನ ಪ್ರಾಧಿಕಾರ

ರವರಿಗೆ,

ಆಯುಕ್ತರು,

ಗ್ರಾಮೀಣ ಅಭಿವೃದ್ಧಿ ಮತ್ತು ಪಂಚಾಯತ್ ರಾಜ್ ಇಲಾಖೆ,

2ನೇ ಮಹಡಿ, ಬಹುಮಹಡಿಗಳ ಕಟ್ಟಡ,

ಬೆಂಗಳೂರು.

Approved Terms of Reference for Joint Evaluation on Impact of Individual Land Development Activity undertaken under MGNREGA.

1. Study Title

The title of the evaluation study is “*Evaluation on Impact of Individual Land Development Activity undertaken under MGNREGA*”.

2. Background

In Karnataka, MGNREGA Act came into operation in 5 districts viz Bidar, Gulbarga, Raichur, Davanagere and Chitradurga with effect from Feb-2006 for implementation under phase-I. Subsequently the scheme was extended to 6 more districts namely Belgaum, Bellary, Chikmagalur, Hassan, Shimoga and Kodagu under phase-II with effect from April-2007. From April-2008 the scheme was extended to cover all the remaining districts. Mahatma Gandhi National Rural Employment Guarantee (MGNREGA) Scheme is a centrally sponsored scheme. The wage component is fully born by Government of India, and material component is borne by Centre and State in the ratio of 75:25. The primary object of the Act is to enhance livelihood security in rural areas, by providing at least 100 days of guaranteed wage employment in every financial year to every house hold (Job Card Holders) where adults members volunteer to do unskilled manual work. If the work is not provided within 15 days of the demand for work by the applicant, then employment allowance has to be paid. The objectives of generation of productive assets, environmental protection, empowerment of rural women, reduction of rural-urban migration etc are also sought to be achieved. It also provides to take steps for economic development in rural areas and ensure social justice. The Poor and Marginalized sections of the society are experiencing social inequality. The families belonging to SCs/STs other individual beneficiaries have been deprived of fall back economy, forcing them to migrate to earn livelihood. They are economically weak and depend on others for leading their everyday life. This scheme provided improvement of the economic condition for such sections of the society. Operational guidelines make provisions to take up works pertaining to irrigation facilities, agricultural ponds, horticulture, afforestation, construction of bunds and other land development in the lands of individual beneficiaries, and such works are extremely useful in helping the poor to develop their own lands and enhance productivity. It is proposed to study/evaluate the impact of such individual land development works.

3. Objectives of scheme

- i. Social protection for the most vulnerable people living in rural India by providing employment opportunities.

- ii. Livelihood security for the poor through creation of durable assets, improved water security, soil conservation and higher land productivity.
- iii. Drought-proofing and flood management in rural India.
- iv. Empowerment of the socially disadvantaged (especially women), Scheduled Castes (SCs) and Scheduled Tribes (STs), through the processes of a rights-based legislation.
- v. Strengthening decentralized participatory planning through convergence of various anti-poverty and livelihoods initiatives.
- vi. Deepening democracy at the grass-roots by strengthening Panchayathi Raj Institutions, and.
- vii. Effecting greater transparency and accountability in governance.

4. Needs and Objectives of the impact Study

- a. To improve the economic and social status of farmers.
- b. To avoid the migration of Agriculture labourers to urban areas in search of livelihood.
- c. Examine the extent to which the works of land development undertaken MGNREGA actually comply with the conditions imposed regarding the category of land owners.
- d. Examine the pattern of land development works under MGNREGA with respect to socio-economic category, gender etc.
- e. Analyze the process of selection of the land development sites at the Gram Panchayath (GP) level including the role of GP members, officials and beneficiaries.
- f. Examine the extent to which the land development works have actually resulted in creating assets that improves productivity, crop pattern, irrigation facilities, and drip irrigation of land in the long term which has beneficial impact on socio - economic condition of beneficiary.
- g. Document the deviations, if any in the process of selection of site of land development.
- h. Give recommendations for improvement.

5. Evaluation Questions (merely indicative not exhaustive)

- a. Has there been any impact on the socio-economic conditions of beneficiaries by the implementation of individual beneficiary land development works under MGNREGA. (The evaluator is expected to develop an index for the study of impact on socio-economic development and get it approved by the Technical Committee of the KEA in the inception report before proceeding to study this.)
- b. Has the implementation of the works made any difference in productivity of land the beneficiary had.
- c. Whether works under the programme were taken up under convergence with other departments? If not, whether there was scope for doing so? If the answer to this part of the question is in the affirmative, what models of convergence can be suggested for various works taken under the programme?

- d. Whether the works under this programme were taken up with proper technical assistance and/or sanction? If not, why not? What are the suggestions for conforming to this in future?
- e. Whether the individual beneficiary oriented land development works are being carried out on a watershed basis? If not, why not?
- f. Did the Gram Sabha approve these works? If not, why not?
- g. Whether eligibility criteria have been followed in the sanction and execution of works under this programme? If no, what are the reasons there for? Are any changes to be suggested in the eligibility criteria for better realization of Goals?
- h. What are the different types of individual land development works undertaken by the Gram Panchayaths under this programme?
- i. Are the works proposed under this programme completed within the scheduled time? If not, what are the reasons for works not getting completed in time?
- j. What is the percentage of works sanctioned in 2012-13 and 2013-14 which have remained incomplete in 2014-15? What are the reasons for it?
- k. Has the area under irrigation increased due to the implementation of individual beneficiary land development works under MGNREGA? If so, to what extent (district wise pattern is desirable)?
- l. Has the number of crops grown per year increased or the type of crops grown in the beneficiary's land changed due to the implementation of individual beneficiary land development works under MGNREGA? If so, to what extent or type (district wise pattern is desirable)?
- m. Whether the land development work done under this programme is technically appropriate to the site where it is carried out? If no, document the examples and suggest what changes in them needs to be done.
- n. What are the problems faced in implementing works under this programme on individual lands? What are the measures suggested to overcome them?
- o. What further efforts required by the GP/beneficiary to develop individual lands.
- p. Is there any impact on the village or community of farmers as a whole in the village? If so, to what are they?
- q. Some 10-12 examples of extremely successful works/case studies, and some where the converse is true may be documented in the report. These may become models for demonstrations and/case analysis in future?

6. Sampling Methodology

It is to be understood that evaluation of works are to be done only of the years 2012-13 and 2013-14. The works qualified to be a part of population will be those which are either-

- a. Completed, or.
- b. In progress, or.
- c. Approved in the years 2012-13 and/or 2013-14 but not started.

All information related to the works, including location, cost, the stage it is in etc are available on the website <nrega.nic.in>.

As of 31st of May 2014, the details of land development works are as in **Annexures A and B** for the years 2012-13 and 2013-14 respectively. There could be changes in the figures as on the date on which sample is drawn. (This date should be intimated to Special Commissioner, MGNREGA and KEA in advance by Evaluating Agency).

At the level of the department concerned and KEA, it was decided to have the evaluation confined to two districts of each revenue division, since the number of works forming the population is about 2 lakhs. Randomly, the districts selected (deleting the districts Bangalore Urban and Bangalore Rural, where the number of works are too less) in the divisions are-

Sl.No	Revenue Division	Districts Selected
1	Bangalore	Tumkur and Shimoga
2	Mysore	Chamarajanagar and Dakshina Kannada
3	Belgaum	Haveri and Bijapur
4	Gulbarga	Bidar and Koppal

Within the district one taluk will be randomly selected for evaluation of 2012-13 works and another (without replacement) for 2013-14 works. All the land development works will be first classified according to sub types like-

- a. Land leveling Say n_1 works completed, n_2 in progress,
 n_3 works not commenced.
- b. Nala revetment Say N_1 works completed, N_2 in progress,
 N_3 works not commenced.
- c. Farm pond making Say M_1 works completed, M_2 in progress,
 M_3 works not commenced.

and so on for each taluk of the district.

The sample size will be 10% and will include all subtypes and stages of work. Thus 10% of $n_1, n_2, n_3, N_1, N_2, N_3$ etc will be the number of works forming the sample. This number of works will be selected by simple random or systematic random sampling method.

In case it is felt by the evaluating agency that selecting such a sample will be spatially very dispersed, it can randomly select two or more non-contiguous villages in the taluk as the sample villages in which all the individual beneficiary land development works will be evaluated: provided that, the sum total of each subtype and stage of work

number (i.e. $n_1, n_2, n_3, N_1, N_2, N_3$ etc) is represented in the sample with an intensity of not less than 10%.

In effect, the sampling intensity will be not less than 10% and will be multi stage (eliminating districts, selecting districts, then taluks) stratified (sub types of work and stage of work) simple random/random systematic sampling.

7. Study Methodology

After the sample has been selected, the evaluation should proceed on the following lines-

(a) For Completed Works

There should be a field inspection done by the evaluating agency representative along with the beneficiary or his/her representative. The inspection should be photographed digitally and recorded in a diskette which will be a part of the evaluation report. The following points (inclusive not exhaustive) may be evaluated through questionnaire by personal interview-

- (i) Is the land belonging to the beneficiary?
- (ii) The status of the beneficiary, Income, Caste, Size of holding, Profession etc.
- (iii) Is the work completed? If yes, what are the starting and completion dates? Does it tally with records of website? If not, why so?
- (iv) What is the perception of the beneficiary about the necessity, utility and quality of work? His/her views regarding the benefit it has accrued to him/her and that likely to happen in future may be noted.
- (v) Has the land owner of the land where the work was carried out been given employment under the scheme in that work? If no, why not? If yes, how many days employment were given to him/her?
- (vi) Did the payment of wages for the work take place on time? If not why not?
- (vii) Have machines been used in doing the work? If yes, for which part of the work?
- (viii) Who has supervised the work?
- (ix) The same questions of necessity, utility and quality of work and the benefits from it may be ascertained from nearby non-beneficiary persons too? His/her details may be noted.

Later, through Focused Group Discussion (FGD) involving beneficiaries and non-beneficiaries, opinion may be taken about the necessity, utility and necessity of each subtype of the work carried out in the village, along with the willingness of others to have it got done on their lands. The perception and data about benefits of such works may be noted.

(b) For Works in Progress

There too shall be field evaluated as in case of completed works with the following points evaluated through personal interview-

- (i) Is the land belonging to the beneficiary?
- (ii) The status of the beneficiary, Income, Religion, Caste, Size of holding, Profession etc.
- (iii) Has the land owner of the land where the work was carried out been given employment under the scheme in that work? If no, why not? If yes, how many days employment have been given to him/her out of the total number of person days employment created hitherto?
- (iv) Did the payment of wages for the work take place on time? If not why not?
- (v) Have machines been used or are being used in doing the work? If yes, for which part of the work?
- (vi) Who is supervising the work?
- (vii) When was the work started? What is the present stage of work? What was the schedule of date of completion of work? When is the work likely to be completed? Has there been any unscheduled delay in the execution of work? What are they? How could they have been overcome?
- (viii) What is the perception of the beneficiary about the necessity, utility and quality of work? His/her views regarding the benefit it has accrued to him/her and that likely to happen in future may be noted.
- (ix) The same questions of necessity, utility and quality of work and the benefits from it may be ascertained from nearby non-beneficiary persons too? His/her details may be noted.

Later, through FGD involving beneficiaries and non-beneficiaries, opinion may be elicited from the village about the timelines of the works, the causes of delay in execution, methods to overcome these etc.

(c) For Works approved but not commenced

These are to be evaluated through FGD involving beneficiaries and non-beneficiaries, wherein opinion can be taken as to why the approved works have been delayed. Is the delay systemic or intentional? How can it be overcome?

It is suggested that all the above FGDs can be done in a single day/meeting. This should be followed by a meeting with the Panchayath Officials and line department officials responsible for overseeing the execution of these works and the same points be asked to them too. The difference between the answer received in FGD of villagers (excluding Panchayath members) and those in FGDs with Panchayath Officials and line department officials need to be analyzed and put in the evaluation report.

8. Deliverables

The Department will provide year wise district wise list of individual farmers who have availed benefit under MGNREGA from 2006-07 to 2013-14 with full details of extent of

benefits, names of villages and taluk etc. It is expected to complete the study in 5 months time, excluding the time taken for approval. The time line for evaluation will be nearly as follows. The consultant/evaluating agency is expected to adhere to the following timelines and deliverables.

1. Work plan submission : One month after signing the agreement.
2. Field Data Collection : Two months from date of Work Plan approval.
3. Draft report Submission : One month after field data collection.
4. Final Report Submission : One month from draft report submission.
5. Total duration : 5 months.

9. Data Inputs and Coordination from the line department

A nodal officer in the sampled districts will be appointed by the Commissioner/Special Commissioner for MGNREGA to make available all relevant data, reports and studies to the consultant/evaluating agency in the shortest possible time. Recommendations given by the consultant/evaluating agency in their report may or may not be accepted.

10. Key Professionals and Qualifications

The teams in field of the consultant/evaluating agency will consist of the following key professionals for each district being studied by a team. All the personnel should be fluent in Kannada. Each team should comprise at least of the following personnel-

	<i>Type of Professional</i>	<i>Numbers</i>
1	Team leader who should be at least a graduate in Agriculture with not less than five years of experience in the field of land development/ soil conservation/ soil science etc.	1
2	Research Assistant cum data collector, who should be a graduate, preferably in land based subjects (agriculture, horticulture etc)	1
3	Statistician cum data analyst	1

Besides the above, the evaluating agency should have sufficient supporting staff for drafting the questionnaire, data compilation, presentation etc.

11. Equipment

All equipment and transportation required for the successful completion of the assignment is to be procured by the consultant.

12. Qualities Expected from the Evaluation Report

The following are the points, only inclusive and not exhaustive, which need to be mandatorily followed in the preparation of evaluation report:-

1. By the very look of the evaluation report it should be evident that the study is that of Commissionerate MGNERGA, Government of Karnataka and the Karnataka Evaluation Authority (KEA) which has been done by the Consultant/Evaluation Agency. It should not intend to convey that the study was the initiative and work of the Consultant, merely financed by the Commissionerate MGNERGA, Government of Karnataka and the Karnataka Evaluation Authority (KEA).
2. Evaluation is a serious professional task and its presentation should exhibit it accordingly. Please refrain from using glossy, super smooth paper for the entire volume overloaded with photographs, graphics and data in multicolor fancy fonts and styles.
3. The Terms of Reference (ToR) of the study should form the first Appendix or Addenda of the report.
4. The results should first correspond to the ToR. In the results chapter, each question of the ToR should be answered, and if possible, put up in a match the pair kind of table, or equivalent. It is only after all questions framed in the ToR that is answered, that results over and above these be detailed.
5. In the matter of recommendations, the number of recommendations is no measure of the quality of evaluation. Evaluation has to be done with a purpose to be practicable to implement the recommendations. The practicable recommendations should not be lost in the population maze of general recommendations. It is desirable to make recommendations in the report as follows:-

(A) **Short Term practicable recommendations**

These may not be more than five in number. These should be such that it can be acted upon without major policy changes and expenditure, and within say a year or so. (B)

(B) **Long Term practicable recommendations**

There may not be more than ten in number. These should be such that can be implemented in the next four to five financial years, or with sizeable expenditure, or both but does not involve policy changes.

(C) **Recommendations requiring change in policy**

There are those which will need lot of time, resources and procedure to implement.

13. Cost and Schedule of Budget release

Output based budget release will be as follows-

- a. The **first instalment** of Consultation fee amounting to 30% of the total fee shall be payable **as advance** to the Consultant after the approval of the inception report, but only

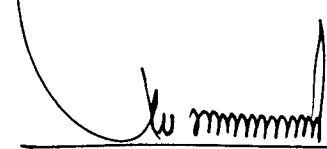
on execution of a bank guarantee of a scheduled nationalized bank valid for a period of at least 12 months from the date of issuance of advance.

- b. The **second instalment** of Consultation fee amounting to 50% of the total fee shall be payable to the Consultant after the approval of the Draft report.
- c. The **third and final installment** of Consultation fee amounting to 20% of the total fee shall be payable to the Consultant after the receipt of the hard and soft copies of the final report in such format and number as prescribed in the agreement, along with all original documents containing primary and secondary data, processed data outputs, study report and soft copies of all literature used to the final report.

Tax will be deducted from each payment as per rates in force. In addition, the Consultant/Evaluation Agency is expected to pay statutory taxes at their end.

The entire process of evaluation shall be subject to and conform to the letter and spirit of the contents of the government of Karnataka order no. PD/8/EVN(2)/2011 dated 11th July 2011 and orders made there under.

**This ToR received the approval of the Technical Committee of the
KEA in its 12th meeting held on 23rd June 2014.**



Chief Evaluation Officer 27/06/14.
Karnataka Evaluation Authority