



---- Final Report ----

**Evaluation of UN Women Fund for Gender Equality Economic and Political  
Empowerment Catalytic Grant Programme:**

**“Dalit Women’s Livelihoods Accountability Initiative”  
India**

Executed by Gender at Work in partnership with Dalit Stree Sakthi (DSS) through Mitra Service Society (MSS)

By

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## List of Abbreviation and Acronyms

AP	Andhra Pradesh
BDO	Block Development Officer/Officer
BPA	Beijing Platform for Action
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
DMS	Dalit Mahila Samiti
DSS	Dalit Stthree Sakhti
DSSU	Dalit Stthree Shramik Union
DWLAI	Dalit Women's Livelihoods Accountability Initiative
FA	Field Assistant
FGE	Fund for Gender Equality
G@W	Gender at Work
GE	Gender Equality
HQ	Headquarters
HR	Human Rights
KI	Key Informants
Log-frame	Logical Framework
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MGNREGA/S	Mahatma Gandhi National Rural Employment Guarantee Act/scheme
MKSS	Mazdoor Kissan Shakti Sanghantana
N	Number
NCPRI	National Campaign for Peoples Rights to Information
NREGA	National Rural Employment Guarantee Act
NGO	Non-governmental Organisation
RBM	Results-Based Management
RG	Reference Group (Evaluation)
RS	Rozgar Sewak
RTI	Right to Information Act
SC	Schedule Caste
SRO	Sub-regional Office (SRO)
SSK	Sahjani Siksha Kendra
ST	Schedule Tribe
TOR	Terms of Reference
TOT	Training of Trainers
UP	Uttar Pradesh
UPA	United Progressive Alliance
US	United States
US\$	US Dollar
%	Percent

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## A. EXECUTIVE SUMMARY

### **The Fund for Gender Equality**

UN Women multi-donor Fund for Gender Equality (FGE) was launched in 2009 to fast-track commitments to gender equality. It supports and advances women's economic and political empowerment at local, national and regional levels through the provision of grants – provided on a competitive basis - to government agencies and civil society organizations to transform legal commitments into tangible actions that have a positive impact on the lives of women and girls around the world. Its mandate seeks to further the Beijing Platform for Action (BPA), the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), Security Council Resolutions 1325 and 1820, the Millennium Development Goals (MDGs), and regional agreements such as the Protocol on the Rights of Women in Africa and the Belen do Para, among others.

In its inaugural grant-making cycles (2009-2010), the Fund for Gender Equality awarded US\$37.5 million to 40 programmes in 35 countries: 16 Economic Empowerment Programme Grants and 24 Political Empowerment Programme Grants. The awarded programmes reflected a range of interventions designed to advance gender equality commitments, laws and policies. 27 of them are geared to “catalyze” processes resulting in such commitments (capacities of gender equality advocates, rights holders, duty bearers, women's movements, legal advocacy and frameworks, creations of laws, gender mainstreaming, etc) in countries where these commitments do not yet exist. These 27 FGE Economic and Political Empowerment Catalytic Programmes began in January 2010 for a two year period.

The Fund for Gender Equality is committed to learning from and with its grantees, and seeks to serve as a model for how to fast-track and implement gender equality laws and policies focused on economic and political empowerment around the world. As such, towards the completion of the two year cycle of the catalytic grant process, the Fund decided to undertake five evaluations covering nine grant programmes. The objective of these evaluations were to track, assess, and widely share the lessons learned from pioneering grant programmes and to contribute to global know-how in the field of gender equality, including best practices towards achieving MDGs, BPA and CEDAW, and other global and regional agreements.

### **Evaluation of the Fund's “Dalit Women's Livelihoods Accountability Initiative”**

In India, the Catalytic Programme “Dalit Women's Livelihoods Accountability Initiative (DWLAI)” was selected to be evaluated. The DWLAI is a two year US\$ 492,000 programme implemented in Uttar Pradesh (UP) and Andhra Pradesh (AP), implemented by two non-governmental organizations: Gender at Work and Dalit Sthree Sakthi (DSS) through Mitra Service Society (MSS). The programme seeks to improve Dalit women's economic conditions by improving their leadership and capacity to claim their rights to employment as provided by a recently instituted national employment guarantee act.

In India men and women have equal constitutional rights, which are safeguarded by various legislative regulations and promoted through different welfare measures and ratification of international conventions. Despite these, women, specifically those who are particularly marginalized, are still lagging much behind men, especially in exercising their rights as per the provisions made in policies and laws. This is the case, for example, with regards to Dalit women's ability to claim their rights as provided by specific policies and laws such as the Mahatma Gandhi National Rural Employment Guarantee Act/scheme (MNREGA/S) of 2005. This Act ensures 100 days' paid employment to each rural household per year within a periphery of five kilometers of the applicants' residence with 33% reservation for women at equal wage between men and women. The Act also includes a provision for safe worksite facilities such as providing drinking water, shade, childcare and healthcare to workers.

The MNREGA is a path breaking Act, which legalized the right to work for the first time in India; it guarantees job security for unorganized sector in the rural areas and is a rights-based demand driven Act. This means that the work is given when work is demanded. However, many of the people in rural areas, specifically the most needy Dalit communities and more specifically the Dalit women and scheduled castes were found not to be demanding the work due to lack of knowledge about the provisions of the Act and unaware of information about how to claim

the entitlements.

Therefore, in order to remedy this lack of knowledge of their entitlements and basic rights and subsequently to increase Dalit women's access to claim paid employment, the DWLAI was developed and funded by FGE and subsequently implemented in Andhra Pradesh and Uttar Pradesh. The evaluation of DWLAI programme was conducted from 15th September 2011 to 31st January 2012. This report presents findings on the relevance, effectiveness, efficiency, sustainability and potential impact of the programme.

## Findings

The evaluation found that the Dalit Women's Livelihood Accountability Initiative supported by the Fund for Gender Equality has contributed substantially to bringing about changes in the lives of marginalised Dalit women in eight districts of Andhra Pradesh and Uttar Pradesh. Due to DWLAI thousands of Dalit women are more empowered socially, economically and politically. They are able to exercise their rights to claim the benefits provided by the very important and progressive Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA). The DWLAI has shown how a very important job guarantee scheme by the Government of India can be implemented to give access to the most marginalized women even in conservative rural settings. It draws clear attention for the very critical role that NGOs, grounded in local realities, can play to ensure that government acts do deliver their promise. This requires not only increasing the knowledge and outreach to marginalized women, but requires utilizing political will at every level of state machinery. It requires the sensitization of local level authorities as well as developing the political strength of marginalized women to claim their entitlements.

Due to the **effective organizing and management strategies of the DWLAI** regarding a critical issue for low income women – economic empowerment – impressive achievements in Dalit women's participation in MGNREGA processes has been garnered. Indeed, not only have the programme beneficiaries increased their access to work entitlements, they have also increased control and decision-making power over their earnings. They command greater respect and authority in their homes and in their communities. The DWLAI has worked to roll out the features of the Act – Job Cards and bank accounts in women's names – that are particularly important in the Indian rural context where there are stark inequalities between men and women.

They have also gone beyond the imperatives of the MGNREGA to mobilize and organize Dalit women in unions to become a political force that can demand MGNREGA and other entitlements. Dalit women have also increased their political clout through collective organizing. The unions are able to demand work and they serve as a pressure group to meet other demands relating to MGNREGA. Indeed, DWLAI **worked to build the voice of low income Dalit women** by encouraging them to play an active role in advocating for their rights. This very act gives them voice in local administration and empowers them in the processes of local governance. It demonstrates to local authorities that low income Dalit women's perspectives and needs must be considered in development processes.

Women's access to work which ensures wage parity, as mandated by MGNREGA, is very important for **changing social attitudes towards women** and the important monetary and non-monetary contributions they make to rural households and to rural communities that has been largely invisible. The evaluation found that the DWLAI programme has gone beyond the mandate of the MGNREGA to get low-income Dalit women supervisory (Mate) positions on the MGNREGA work sites. The technical training they have provided in addition to the pressure they placed on MGNREGA officials to hire trained women in these capacities is a very important breakthrough for women. It has changed perceptions of the leadership roles and capabilities of Dalit women, and has built confidence and self esteem among women. Furthermore it has implicitly challenged rigid caste hierarchies.

The work that DWLAI has done with a **network of partners on the ground is also extremely important to ensure the sustainability of the project**. DWLAI, with funding support from the Fund for Gender Equality, has built the capacity of partner organisations to increase Dalit women's access to MGNREGA entitlements. The partners are better equipped with improved management practices and more expansive networks to better serve and represent Dalit women. Together they can negotiate with MGNREGA and other local government authorities and through developing best practices can provide on-going models to realise the full promise of MGNREGA schemes.

The partners are also more familiar with human rights and gender equality practices that will enhance their effectiveness and leave them better positioned to enable Dalit women to claim and exercise their human rights, address issues of gender inequality, and adopt strategies to facilitate claiming their entitlements. They are also poised to seek other sources of funds to continue their important work.

Another very important contribution from DWLAI is that they have **increased the understanding of duty bearers about Dalit women's issues and concerns regarding this national act**. Due to the sensitization of duty bearers, as well as through using pressure tactics, Dalit women have effectively accessed their MGNREGA related entitlements. By bringing Dalit women into development processes and local governance, they have been able to challenge caste stratification. They are more accepted as equal to other castes in some areas and sitting together with dominant class/caste which was unusual before.

DWLAI has also had a policy impact. They have identified bottle-necks and problem areas in the functioning of the MGNREGA and articulated these concerns to local and state level authorities. This has already led to changes in the way in which the schemes are implemented. They have also **introduced innovations such as developing the "Mate Training module" for Dalit women and piloted the all women work-sites** that can serve as a model in other areas. The site supervisor (Mate) training module prepared under the aegis of the programme is being considered by the UP government for replication and scaling-up.

The **participatory process used in the design, implementation and monitoring of the programme, guided by human rights and gender equality principles** has been very effective and an important contribution of the DWLAI. Using result-based management and action-learning approaches has resulted in DWLAI meeting many of its stated objectives. The development of strong organisational partners was crucial for the success of the project. The **peer learning among partner organizations and the piloting of innovative projects** was very useful for gaining a clear understanding of how to improve MGNREGA to meet the needs of most marginalized women.

DWLAI has proven to be a **cost effective intervention** because the economic gains made by Dalit women exceed the investment made by UN Women Fund for Gender Equality even in a short time span. Furthermore, the likelihood of the programme being sustained is very high. This will translate into dividends for the FGE as, over time, many more low income Dalit women will have access to MGNREGA entitlements. This increases the economic as well as political power of this very economically weak and socially vulnerable group of women which is the principle goal of the Fund for Gender Equality.

## B. INTRODUCTION

### 1. Background: The Fund for Gender Equality

UN Women multi-donor Fund for Gender Equality (FGE) was launched in 2009 to fast-track commitments to gender equality. It supports and advances women's economic and political empowerment at local, national and regional levels. Generous contributions of US\$65 million from Spain, US\$3.5 million from Norway, US\$800,000 from Mexico and more recently US\$1.2 million from the Netherlands and individual donations comprise the corpus of the Fund. The FGE has quickly become one of the world's largest grant-making funds dedicated to women's rights and gender equality globally.

The Fund provides grants on a competitive basis to government agencies and civil society organizations to transform legal commitments into tangible actions that have a positive impact on the lives of women and girls around the world. Its mandate seeks to further the Beijing Platform for Action (BPA), the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), Security Council Resolutions 1325 and 1820, the Millennium Development Goals (MDGs), and regional agreements such as the Protocol on the Rights of Women in Africa and the Belen do Para, among others.

To date the Fund has provided two types of results-oriented grants:

- Catalytic Grants seek to catalyze processes toward the development of gender equality plans and policies in countries where such plans do not yet exist. These grants range between US\$100,000 and US\$500,000 distributed over one to two years and began in January 2010.
- Implementation Grants support programmes in countries with agreed-upon national or local plans, policies or laws that advance gender equality and women’s empowerment and that are ready for implementation. These grants range between US\$1.5 million and US\$5 million distributed over two to four years and began in January 2011.

Through these grants, the Fund advances two major inter-related programme priority areas:

- **Economic Empowerment** Programme Grants “seek to substantially increase women’s access to and control over economic decision-making, land, labour, livelihoods and other means of production and social protections, especially for women in situations of marginalization.”
- **Political Empowerment** Programme Grants “aim to increase women’s political participation and good governance to ensure that decision-making processes are participatory, responsive, equitable and inclusive, increasing women’s leadership and influence over decision-making in all spheres of life, and transforming gender equality policies into concrete systems for implementation to advance gender justice.”

In its inaugural grant-making cycles (2009-2010), the Fund for Gender Equality awarded US\$37.5 million to 40 programmes in 35 countries: 16 Economic Empowerment Programme Grants and 24 Political Empowerment Programme Grants. The awarded programmes reflected a range of interventions designed to advance gender equality commitments, laws and policies: 27 of them are geared to “catalyze” processes resulting in such commitments (capacities of gender equality advocates, rights holders, duty bearers, women’s movements, legal advocacy and frameworks, creations of laws, gender mainstreaming, etc) in countries where these commitments do not yet exist. The remaining 13 of these grant programmes are geared to making those commitments tangible, implemented and real in the lives of women and girls. Most FGE-funded programmes utilize innovative strategies and partnerships and target the most marginalized women and girls as beneficiaries.

The FGE “Dalit Women’s Livelihoods Accountability Initiative” has economic empowerment as its primary objective; its focus is on issues of employment and decent work. However, it is also a political empowerment objective: It seeks to improve Dalit women’s economic condition and political status by increasing their leadership and capacity to claim their rights to employment as provided by a recently instituted national employment guarantee act.

Since the Fund for Gender Equality’s inaugural Call for Proposals in 2009 through a five-language, online application, the demand for funds has far exceeded the impressive funds raised. The Fund has fielded 1,239 requests for US\$3 billion in grants from 127 countries. To fairly assess so many requests, the Fund has pioneered an open process that relies on the expertise of 39 independent technical advisors who are based in many regions of the world. These experts, familiar with regional contexts and particularities, bring a strong human rights and women’s empowerment approach together with empirical tools and criteria to rank and recommend proposals. The current programme in India is one of the top 40 programmes that received the FGE grant awards.

## 2. Justification & Purpose: Evaluation of the FGE’s Economic and Political Empowerment Catalytic Programmes

The 27 FGE Economic and Political Empowerment Catalytic Programmes began in January 2010 for a two year period. The Fund is committed to learning from and with its grantees, and seeks to serve as a model for how to fast-track and implement gender equality laws and policies focused on economic and political empowerment around the world. As such, towards the completion of the two year cycle of the catalytic grant process, the Fund decided to undertake five evaluations covering nine grant programmes (please see TORs in Annex 1 for additional information). The objective of these evaluations are to track, assess, and widely share the lessons learned from pioneering grant programmes and to contribute to global know-how in the field of gender equality, including best practices towards achieving MDGs, BPA and CEDAW, and other global and regional agreements.

Across its programmes, the Fund further seeks to identify promising practices that significantly advance progress towards the achievement of gender equality. The Catalytic evaluations are a vital piece of this mandate. They allow for a comprehensive understanding of the nine inaugural programmes. Following the UN Women Evaluation Unit and UN Evaluation Group guidelines, all evaluations were tasked to analyze the effectiveness, efficiency, relevance, impact and sustainability of the programmes. A gender and human-rights perspective was integrated in each of these spheres of analysis and within the methodology itself. The evaluators engaged with grantees and their partners to capture their challenges and lessons.

In India, the Catalytic Programme “Dalit Women’s Livelihoods Accountability Initiative (DWLAI)” was selected to be evaluated. The DWLAI is a two year US\$ 492,000 programme implemented in Uttar Pradesh (UP) and Andhra Pradesh (AP), and seeks to improve the economic and political conditions of Dalit women by increasing their capacity to claim their legal rights to employment.

The evaluation was conducted from 15th September 2011 to 31st January 2012. This report presents the findings that sought to: (1) Identify lessons learned from the experience of grantees in order to influence policy and practice at national, regional and global levels; (2) Provide credible and reliable evaluations of the programmes’ results, including in the areas of programme design, implementation, impact on beneficiaries and partners, and overall results; and (3) Provide high quality assessments accessible to a wide range of audiences, including FGE donors, UN Women, women’s rights and gender equality organisations, government agencies, and other actors.

### **3. Description: The Dalit Women’s Livelihoods Accountability Initiative**

#### **a/ Context**

Unemployment is endemic in rural India. The lack of capital and infrastructure investment in the rural sector has led to large pools of surplus labour willing to work at very low wages. Traditionally, agriculture and related cottage industries were the only major professions in the rural areas, but they were insufficient to absorb increasing population pressures. Consequently, masses of rural people migrate to cities in search of work and a better life. Migration is often extremely risky for women and children. Those who stay back in the villages often fall prey to predatory and exploitative practices of local landowners or contractors. Thus, in general, rural areas are marked by deep inter-generational poverty, poor infrastructure, shortage of drinking water, sanitation and other public investments. By and large, the rural areas have remained socially conservative with gender and caste based hierarchies firmly in place.

To address issues of deep poverty and unemployment, the Mazdoor Kissan Shakti Sanghantana (MKSS) and the National Campaign for People/s Rights to Information (NCPRI), as well as many other people’s movements and organizations campaigned for an employment guarantee scheme that was passed by the United Progressive Alliance (UPA) government in 2005. The National Rural Employment Guarantee Act (NREGA), renamed as the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) in 2009, is one of the largest initiatives of its kind in the world. It represents an important step towards creating a social security mechanism for the very poor. This far-reaching intervention seeks to provide a solution to the problem of unemployment and under-employment in rural areas.

MGNREGA represents a partnership scheme between the Federal, State and local government. It aims at enhancing the livelihoods of people by providing 100 days of wage employment in a financial year to a rural household whose adult members volunteer to do public work related unskilled manual work at the statutory minimum wage. Other progressive features include the inherent commitment to accountability and transparency. For example, work provided must be within a periphery of five kilometres of the applicants’ residence. It requires 33% reservation for women, and equal wages between men and women are stipulated. The Act has built-in anti corruption protections which include the applicant attaining a Job Card, and wages being paid to individuals through bank accounts. The obligations of the State are clearly articulated. For example, if the requested

employment is not provided by the duty bearers within 15 days of the demand to work, the Act includes a provision that the applicant can claim for unemployment allowance. Similarly, the Act also includes a provision for safe worksite facilities such as providing drinking water, shade, childcare and healthcare to workers.

It simultaneously addresses the problem of rural to urban migration, and through its public works programme seeks to build a sustainable infrastructure in the rural areas. Permissible work undertaken by MGNREGA includes water and soil conservation and harvesting, land development works, rural connectivity, flood control and protection, the digging of new water tanks, tree plantation, and land levelling. Members of Scheduled Castes (SC) and Schedules Tribes (ST) communities can take up work in their own fields and get paid for it. The Act is also very important for increasing the purchasing power of the poor.

The Act has been in operation throughout India since 2005 and it is a path breaking Act which legalised the right to work for the first time in India; it guarantees job security for unorganized sector in the rural areas and is a rights-based demand driven Act. This means that the work is given when work is demanded. However, the MGNREGA is radically different from previous employment generation efforts in rural areas, mainly because the employment is treated as a right rather than a privilege. Thus it has created a justifiable right to work for all households in rural India. This pro-poor, pro-women legislation is very significant and along with the Right to Information Act (RTI), and the current debate on the Right to Food Act, if passed, represents very significant, large scale commitments to deal with the issue of widespread poverty and government corruption in delivering of public goods and services.

There is much that the MGNREGA promises from the perspective of women's empowerment in a rural milieu marked by stark inequalities between men and women. It gives poor women opportunities for gainful employment, equal wages with men, and the guarantee of work not far from home. Women's labour (farm and non-farm) has always been an essential component in the functioning of rural households. Women have the primary responsibility for care work, also unpaid. However, these contributions have been made invisible due to the absence of any monetary remuneration for their work. Indeed, outside of unpaid house and care work, women have limited opportunities for agricultural and non-agricultural wage work which at any time are not continuous. At best women have to make do with limited or seasonal agricultural earnings.

By putting cash earnings in women's hands, MGNREGA has both increased and diversified the contributions that women are making to household incomes as wage earners. Furthermore, by ensuring wage parity, women's labour is given value which increases their social and economic status. However, there is great variation across rates with regards to women's participation rates. In the country as a whole women represent 49% of the beneficiaries of the MGNREGA schemes. The wide variation in women's participation suggests that there is a need to develop a wider range of activities that acknowledge life-cycle issues and bodily ability, and some studies suggest the possibility of cash transfer programmes for women in remote areas where participation has been sparse. Reviews also suggest that NGOs could play a greater role in implementation and outreach work, and not just serve as watch-dogs and by so doing enhance the MGNREGA goals.

Thus, while MGNREGA was never designed as a women's empowerment act, MGNREGA is playing a substantial role in economically empowering many women and laying the basis for greater independence and self-esteem. Large numbers of women are benefiting from this Act as "government work" provides dignity and higher wages than what is available in the rural market. While the wages earned by women are well above the market rate in rural areas, they are lower than the market rate for men, which explains why male participation rates in MGNREGA is low. It is the weaker sections of society, as defined by gender, age, geography, location, caste, social group, lack of household support, where demand for MGNREGA is high. For women, in particular, the work is regular and predictable in terms of work hours. As it is offered by local governments it frees women workers from caste and community based strictures regarding who and they can and cannot work with. MGNREGA has already brought many women increased food security and a greater ability to avoid hazardous work. It is only younger women, under the age of thirty with young children, who are not able to participate fully in the programme. This is because in most sites the child-care facilities that have been mandated are not provided.

MGNREGA has become a powerful tool for women's rights and other NGOs to initiate social, economic and political change. MGNREGA implementation in the ongoing phase could be strengthened by provisioning of what is already available in the Act, such as ensuring that worksite facilities are provided (eg. shade and safe drinking water) as well as child care facilities that are essential for younger women to be able to participate. There are also opportunities to enhance the participation of women in planning and the social audits of MGNREGA implementation. To date, all across the country, women's participation in playing a decision-making roles at the village level in determining the types of work to be undertaken through MGNREGA, has been weak.

Despite the fact that rural women across the country have benefited from this Act, the NGO Gender At Work found that Dalit<sup>1</sup> women in Uttar Pradesh and Andhra Pradesh were not claiming these rights. Indeed, the baseline survey for example, illustrated that many lack knowledge about the provisions of the Act, and are unorganized and unaware of how to claim the entitlements. To remedy this lack of knowledge of their entitlements and basic rights and to increase Dalit women's access and ability to claim this legal entitlement, the Fund for Gender Equality programme entitled "Dalit Women's Livelihoods Accountability Initiative (DWLAI)" was developed. It has been in operation in AP and UP since January 2010. The DWLAI is a two year (January 2010 – Dec 2011) catalytic programme funded by the Fund for Gender Equality (US\$ 492,000) and implemented jointly by the local NGO, Gender at Work, in partnership with Dalit Sthree Sakthi (DSS), through Mitra Service Society (serving as the legal holder). They are partnering with five other local organisations in AP and UP.

#### **b/ Programme Objective**

DWLAI is working with Dalit women or women of scheduled castes who face the triple discrimination related to gender, caste and class: they are women, they are of the Dalit and they represent the poorest sectors of society. They are representative of a large number of the women working in the informal and unorganized sectors of society. The DWLAI was designed and implemented with the objective of improving these women's access to the MGNREGA legal resource. Direct beneficiaries of the programme were to include 9097 persons of whom 7502 are either Dalit women or women from the scheduled castes. The other beneficiaries are the 95 organisational staff from local governments and community-based organizations and 1500 Dalit men; however as will be shown in this report, the number of direct beneficiaries reached was higher than expected. When the programme was being designed there was an expectation that about 26,000 people would indirectly benefit from the implementation of the programme.

The programme goal is to effectively include the perspectives of Dalit women in Andhra Pradesh and Uttar Pradesh in the development and implementation of the National Rural Employment Guarantee Act. To achieve this goal, the DWLAI has formulated one outcome and three inter-related outputs. The outcome is for "Dalit women in Andhra Pradesh and Uttar Pradesh to effectively access their NREGS related entitlements and actively contribute to state and national discussions on NREGA". This outcome would be realised when:

- Staff from six partner organizations have the knowledge and skills required to support Dalit women to implement innovative models of the NREGS in project villages.
- Dalit women in eight districts of AP and UP have the knowledge and skills to claim/access their MGNREGS related entitlements.
- Duty bearers at regional and state levels are sensitized towards the needs and perspectives of Dalit women and develop projects that address their particular needs and concerns.

The overall responsibility for implementing the DWLAI programme lies with two non-governmental organisations, Gender Women at Work and DSS of Mitra Service Society, the lead and co-lead organisations respectively. They collaborated in designing the programme and were selected by the Fund for Gender Equality during the first call for proposals through the competitive bidding process. These organisations have forged partnership with five local organisations (one in AP and four in UP). The programme has applied the Training of Trainers (TOT) approach for

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<sup>1</sup> Dalit is a designation for a group of people traditionally regarded as "untouchable". Dalits are a mixed population, consisting of numerous castes from all over South Asia; they speak a variety of languages and practice a multitude of religions. The Dalit population is estimated at 250 million

capacity building. Accordingly, the staff of partner organisations were provided TOT training so that they in turn could provide training and other awareness raising and capacity building activities to empower members of the target group. In addition, duty bearers were sensitised about the need to provide employment opportunities to Dalit women through workshop interactions, as well as through print and electronic media communications. Public pressure was also applied to ensure that office bearers met their responsibilities in administering the MGNREGS.

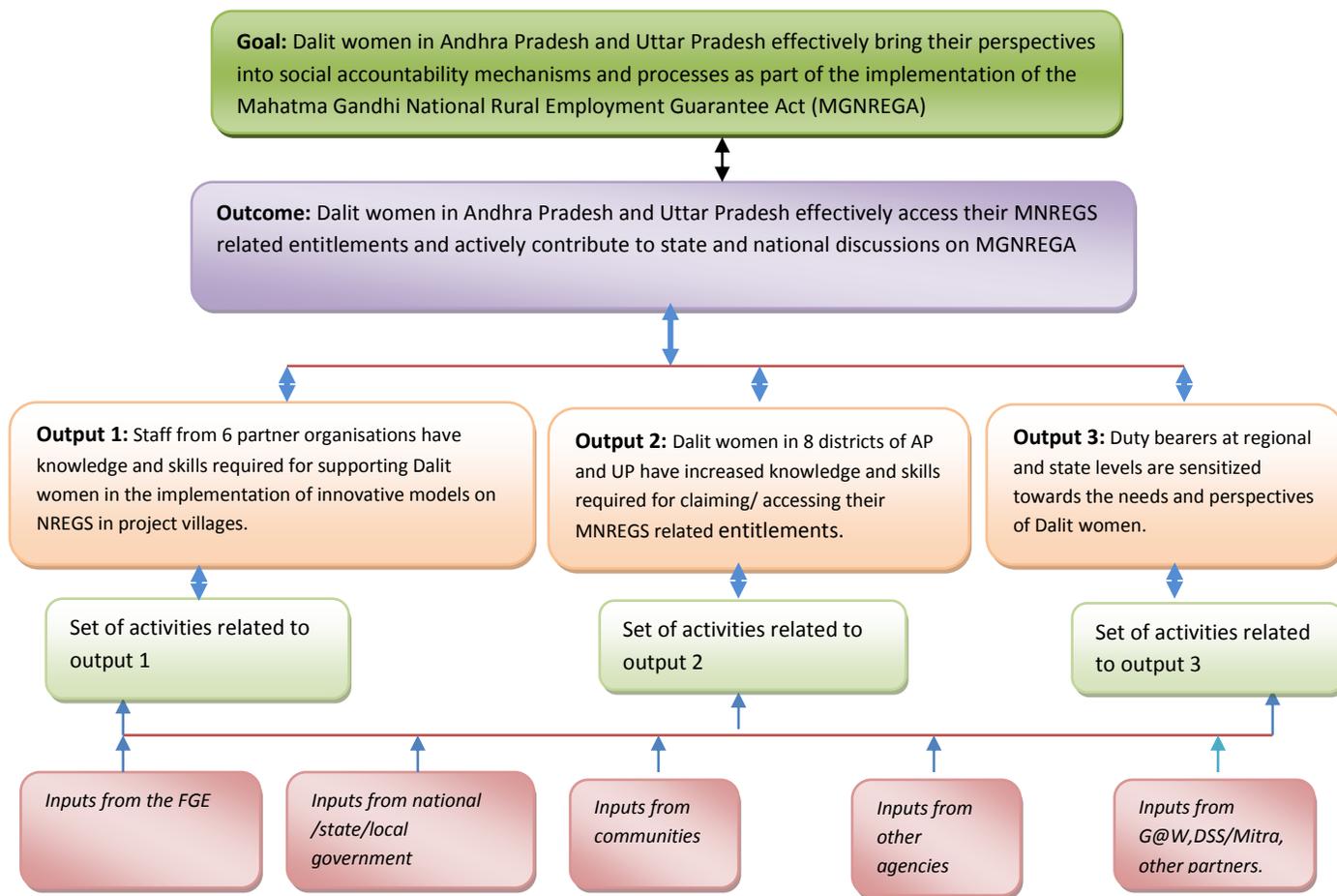
## **C. Evaluation Methodology**

### **1. Evaluation Approach**

As per the terms of reference (Annex 1), the evaluation was designed and implemented by integrating the human rights (HR) and gender equality (GE) principles of inclusion, participation and power sharing. Guided by these principles, the evaluation used a mixed methodology, involved a wide range of stakeholders including the most vulnerable and marginalised, developed data gathering instruments customized for the varied stakeholders, and ensured that the data collected and analyzed responded to HR and GE principles (ex: collecting adequate samples tailored to various stakeholders, triangulated the data from various sources and validated the data by the Reference Group and grantees).

The evaluation approach was developed through the initial review of all programme documents and programme design tools, information regarding the outcome and output indicators and associated baseline data, monitoring reports, discussions with relevant partners including UN Women Fund for Gender Equality. The evaluation used the theory of change approach to examine the links between outcome, activities and results. It reviewed the logic of inputs, activities, outputs, outcomes and goals as presented in the model below:

**Diagram 1: Logical Model for DWLAI**



Guided by this logical model, the evaluation assessed whether the change expected was realized. It assessed the degree to which the inputs from the various sources and activities conducted produced the stated outputs. It explored whether the three outputs together enabled “Dalit women in Andhra Pradesh and Uttar Pradesh to effectively access their MGNREGA related entitlements, actively contributing to state and national discussions on MGNREGA.” Similarly, it assessed the extent to which the outcome contributed to “Dalit women in Andhra Pradesh and Uttar Pradesh effectively bringing their perspectives to bear on social accountability mechanisms and processes as part of the implementation of the Mahatma Gandhi National Rural Employment Guarantee Act.”

A set of questions were designed to measure the standard evaluation criteria of relevance, efficiency, effectiveness, sustainability and impact. They were formulated with a gender and human rights perspective and shared with and validated by the Reference Group prior to commencing the evaluation. An “evaluation matrix” was prepared utilizing targeted evaluation questions, sub-questions, indicators, data source and method of data collection. The questions and sub-questions based in this matrix, constitute the roadmap of the evaluation and are compiled in Annex 8.

**2. Management of Evaluation**

The Fund for Gender Equality fulfilled its mandate to conduct and finance the programme evaluation. The Fund for Gender Equality Secretariat ensured that the evaluation process was conducted as stipulated. A Fund for Gender Equality monitoring and evaluation specialist located at the Sub-Regional Office (SRO) in Bangkok, Ms. Caroline

Horekens, managed the evaluation and coordinated the process in close collaboration with the corresponding SRO where the Programme took place, South Asia SRO, and the SRO FGE focal point, Ms. Leena Patel who is New Delhi based. The evaluation manager served as the central person to contact and coordinate the related actors in the evaluation process, including the creation of the evaluation reference group (RG) and ensured the timely submission, strengthening and dissemination of all of the consultant’s deliverables.

The evaluation consultant, Mr. Gana Pati Ojha, was selected through a competitive process and started work on 15<sup>th</sup> September 2011.

#### **a/ Evaluation Reference Group**

A Reference Group was created to ensure an efficient, participatory and accountable evaluation process and to facilitate the participation of all relevant stakeholders. It included members from the local implementing partners (Lead and Co lead organisations), relevant women organisations involved in the programme, UN Women Country Office and/or Sub-Regional Office, a representative from the UN Women Economic Empowerment Team in New York, UN Women Fund for Gender Equality, as well as the UN Women Evaluation Specialist for Asia Pacific.

The RG provided inputs on the evaluation planning documents including questionnaires and checklists for meetings, identified informants to participate in interviews and focus group discussions, took part in monitoring the quality of the process, documents and reports. It participated in finalising the TORs, planning the field mission, and providing feedback and approving the Inception Report (Annex 2), as well as the preliminary findings of the field mission presentation (Annex 3). It provided inputs to the evaluation draft report and approved the final report of the evaluation. The establishment of the RG allowed stakeholders to express their information needs, to participate in different stages of the evaluation, and enhanced the learning and ownership of the evaluation findings, increasing the credibility of the evaluation and the use of its findings.

**Table 1: Reference Group Members**

<b>Representing</b>	<b>Name of Reference Group Member</b>
Independent Evaluation Expert:	<ul style="list-style-type: none"> <li>Mr. Gana Pati Ojha</li> </ul>
Grantee	<ul style="list-style-type: none"> <li>Praneeta Sukanya (Programme Manager - Gender At Work)</li> <li>Daniel Vijay Prakash(Programme Manager DSS/Mitra)</li> </ul>
Women’s partner organization	<ul style="list-style-type: none"> <li>Vanangana Chitrakoot (representing women’s organization involved in the programme)</li> </ul>
UN Women	<ul style="list-style-type: none"> <li>Ms. Leena Patel (India SRO Focal Point)</li> <li>Ms. Yumiko Kanemitsu (Evaluation Expert)</li> <li>Ms. Yassine Fall (Economic Empowerment Division Director) (represented by Ms. Tacko Ndiaye)</li> <li>Ms. Sonila Aliaj (FGE over-all Manager of the Funds evaluations)</li> </ul>
Fund for Gender Equality Staff	<ul style="list-style-type: none"> <li>Ms. Caroline Horekens (Fund for Gender Equality, Programme Monitoring and Reporting Specialist Asia Pacific, manager of DWLAI evaluation).</li> <li>Ms. Sonila Aliaj (Fund for Gender Equality, Programme Specialist (managing evaluations)).</li> </ul>

#### **b/ Evaluation Work-plan and Deliverables**

A Work-Plan was developed to plan and guide the evaluation to achieve milestones in a time bound manner. There were 12 major activities identified and responsibilities assigned to relevant stakeholders to produce the products by specific dates. The stakeholders included the evaluator, the reference group, FGE, and SRO/CO Focal points. The work plan was shared with, and validated by, the evaluation reference group as a part of the inception report. The work plan is provided in Annex 6.

As validated in the TOR and the work plan the consultant’s deliverables included an Inception Report, PowerPoint

presentation of preliminary findings of the Field Mission undertaken by the consultant, draft final report and the final evaluation report. The dates of delivery of these deliverables are provided in the table below.

**Table 2: Evaluation Deliverables**

Deliverables	Date Due
Inception report	13/10/2011
Power point presentation of preliminary findings to the key stakeholders	31/10/2011
Draft final Report	08/12/2011
Final evaluation Report	17/01/2012

### **c/ Field Mission**

The field mission ensued after the review of documents, secondary information and methodology as part of the Inception Report. The field visit began in Delhi where evaluation methodology, field mission plans, and stakeholders' questionnaires were finalized. Information was sought regarding the working pattern with lead and co-lead organizations as well as UN Women in Delhi. Then the consultant embarked on an eight-day field visit in AP and UP in October 2011 to validate the information provided in the documents and to obtain primary information where secondary information was inadequate to measure the indicators being assessed. The site visits enabled the evaluator to observe the actual implementation of the programme and to interact with relevant stakeholders including members of the target group. A power point presentation was shared with members of the Reference Group to present the preliminary findings of the mission (Annex 3)). In addition to the Field Mission interviews and focus group discussions with key stakeholders and programme beneficiaries, the evaluation consultant interviewed the UN Women Economic Empowerment Advisor Ms. Tacko Ndiaye as well as the Fund for Gender Equality Chief, Ms. Ana Maria Enriquez.

### **3. Stakeholder Participation**

As guided by HR and GE principles, the evaluation involved a wide range of stakeholders in the design, planning and implementation of this evaluation. Stakeholder participation strengthens accountability, builds trust and agreement in the evaluation process, generates credibility and enhances the use of evaluation conclusions by increasing ownership of the assessment. Accordingly, this evaluation ensured active participation of stakeholders by creating the evaluation reference groups, and involving the right holders and duty bearers in providing responses and data that was generated and used in the evaluation process. The other stakeholders involved in the evaluation process included the main beneficiaries of the programme, namely a range of Dalit women who have gained employment. The responses of those who played supervisory roles in MGNREGA activities (mates) were also utilized in the assessment. The views of labour union leaders, local representatives who had crucial role in providing MGNREGA facilities, media and resource persons who have closely observed the development about the DWLAI programme and officials related to MGNREGA scheme were also elicited. These stakeholders were involved in workshop/meetings, focus group discussions and consultations where they provided in-depth information about how the programme was designed and implemented, changes in the livelihood options of Dalit women as well as details on other changes that have occurred as a result of the programme. Their responses have been critical in assessing programme processes, implementation and efficiency.

### **4. Data Collection and Analysis**

#### **a/ Type of Data**

Guided by the evaluation methodology, both quantitative and qualitative data was collected to make the findings evidence-based and tangible. The quantitative data in this evaluation included Dalit women's knowledge about entitlements, participation and access to MGNREGA. Achievements of the DWLAI programme, the coverage of beneficiaries and financial status of the programme was also documented. Data on these indicators are provided in numerical formats which include the number of days households received employment, the number of job cards received, the number of Dalit women having bank accounts in their name, and the number of persons trained, etc.

The quantitative data is useful for exercising objective judgments, and ensures a high level of reliability and accuracy. However this data is less effective for understanding processes and contexts which qualitative data captures better. The qualitative data collected included the attitude of MGNREGA authorities, perceptions regarding the reasons for the achievement or not of the aim of the programme, satisfaction of rights holder beneficiaries towards the services of duty bearers, capacity of stakeholders, etc. Thus both types of data were collected to ensure the reliability of information and to grasp the contextual aspects of the intervention. Together they facilitate a richer and more comprehensive understanding of the project’s accomplishments and lessons learned to emerge.

#### **b/ Data Collection Method**

Secondary and primary information was collected. The secondary information was collected from documents received from UN Women Fund for Gender Equality for the purpose of this study. Relevant files and folders were downloaded for information about the policies and laws pertaining to women’s condition and status, with particular attention paid to Dalit women and women belonging to scheduled castes where the DWLAI was operational (UP and AP). Annex 5 provides the list of documents reviewed for this evaluation.

The primary information was collected from various stakeholders through interviews, questionnaires, focus group discussion and observations. As guided by the sampling frame, focus/general group discussions were held with 162 target beneficiaries, 6 Pradhans (heads of village governing bodies), 11 journalists and 28 staff of partner organisations. Personal interviews were conducted with 20 respondents including government authorities, grantees and their partner organisations and other key informants. In addition, observations were made of Dalit women at their work environment, as well as the extent and use of the job cards, and smart card/bank accounts which are novel features of the MGNREGA that attempts to provide facilities at the work space as well as seeks to make wages directly payable to the worker. Observations were also made regarding the extent to which the Fund for Gender Equality’s management tools (reports, annual plans and reporting systems) were used. The interactions between lead and co-lead organisations and their local partners and the women beneficiaries were observed, as were the interactions between government officials and beneficiaries and programme management stakeholders in the evaluation process. Samples were selected by consulting the lead and co-lead organisations and UN Women in India. A list of all of the organisations and individuals interviewed and approached during the field mission is provided in Annex 4 together with photographs of the participants of focus group discussions.

**Table 3: Type, method and number of stakeholders contacted**

<b>Stakeholder type</b>	<b>Method of contact</b>	<b>Total</b>	<b>UP</b>	<b>AP</b>
Lead and co-lead organisations	Interview	3		
Partner organisations	Interview	4	4	
Key informants	Interview	4	4	
Government officials	Interview	6	4	2
Fund for Gender Equality Chief Manager	Interview	1		
UN Women country office and Fund for Gender Equality?	Interview	2		
Participants of interview (sub-total)	Interview	20	12	2
Members of Dalit Mahila Samittee/Labour union	General group discussion	60		60
Members of Dalit Mahila Samittee/Labour union	Focus group discussion	68	50	18
Media reporter	Focus group discussion	11	3	8
Participants of those in supervisory (mate) training	Focus group discussion	17	17	
Head of local body (Panchayat))	Focus group discussion	6	6	
Participants of Focus group discussion and general	Meetings	162	76	86

meeting (sub-total)				
Staff of partner and co-lead organisation	Meeting	28	8	20
<b>Total persons contacted</b>		<b>210</b>	<b>96</b>	<b>108</b>

### c/ Data Collection Instruments

Checklists and questionnaires were developed to collect the data from the various sources described above. Seven types of questionnaires were developed:

- Questionnaire for beneficiaries
- Questionnaire for Lead and co-lead organisations
- Questionnaire for partner organisations
- Questionnaire for rural development official/ MGNREGA officials and
- Questionnaire for key informants
- Questionnaire for Fund for Gender Equality Chief
- Questionnaire for UN Women Economic Advisor

These questionnaires were prepared by the evaluation expert and further refined with inputs from UN Women team and the implementing partners in New Delhi. The questionnaires were orally administered while interacting with target beneficiaries - including Pradhans, field assistants(FA)/rozgar sewaks (RS) – in the local language with the help of a translator. However, the questionnaires for Lead and Co-lead, the partner organisations and key informants were administered in written form. The set of questionnaire and checklist are provided in Annex 7. These instruments were shared and validated with the Evaluation Reference Group.

### d/ Data Analysis

As guided by HR & GE evaluation principles, this evaluation blends quantitative and qualitative methods for data gathering and data analysis. This mix facilitates the triangulation of data, increasing reliability and validity, as well as proving useful for exploring whether/why different stakeholders groups benefited differently from the activities undertaken. The data analysis used simple descriptive statistics such as percentages and frequency counts to capture variations among the target population. The achievements attained were compared with the planned indicators and/or baseline indicators.

The data was analysed according to relevance, efficiency, effectiveness, sustainability and impact.

**Table 4: Evaluation criteria and main questions**

Evaluation criteria	Main questions
<b>Relevance: The extent to which the objectives of a programme are consistent with the needs and interest of Dalit women, Dalit women's rights models, the needs of the country, CEDAW, MDG, Beijing Platform of Action.</b>	<ol style="list-style-type: none"> <li>1. Are Dalit women's rights adequately reflected in the programme design and how relevant is the programme for the respective stakeholders (UN Women Fund for Gender Equality and UN Women sub-regional/country offices, grantee organisations, grantees' programme partners, national government, and beneficiaries)</li> <li>2. Is the programme designed articulated in a coherent structure? Is the definition of goal, outcomes and outputs clearly articulated?</li> <li>3. To what extent have stakeholders participated in DWLAI programme design?</li> <li>4. To what extent is the programme aligned with the main international treaties on women's rights?</li> </ol>
<b>Effectiveness: Extent to which the objectives of the development intervention have been achieved or are expected to be achieved, bearing in mind their relative importance.</b>	<ol style="list-style-type: none"> <li>1. What progress is being made toward the achievement of the DWLAI programme's' planned results (at the output, outcome levels?)</li> <li>2. To what extent has the programme contributed to address the situation of the most vulnerable groups as identified by the DWLAI programme?</li> <li>3. To what extent has the DWLAI programme contributed to the advancement of women's rights as stated in National Plan?</li> <li>4. To what extent are the achieved results promoting women's rights and gender equality for Dalits?</li> </ol>

<b>Efficiency: Extent to which resources/inputs(funds, time, etc.) have delivered results</b>	<ol style="list-style-type: none"> <li>1. To what extent was the DWLAI programme cost effective?</li> <li>2. Is the relationship between programme costs and programme outputs reasonable?</li> <li>3. How efficiently were available resources used by grantee organisations?</li> <li>4. To what extent were DWLAI's operational and managerial practices efficient? To what extent have the partner organisations exercised leadership in development interventions?</li> </ol>
<b>Sustainability: Probability of the benefits of the intervention continuing in the long-term.</b>	<ol style="list-style-type: none"> <li>1. What is the likelihood that the benefits from the DWLAI programme will be maintained for a reasonably long period after the current programme is terminated?</li> <li>2. Are the necessary premises (WHAT DOES THIS MEAN?) occurring to ensure the sustainability of the effects of the DWLAI programme?</li> </ol>
<b>Impact: Long-term effect of the programme</b>	<ol style="list-style-type: none"> <li>1. What are the long-term effects of the DWLAI programme?</li> <li>2. Did the DWLAI programme use Results-Based Management principles in its design, implementation and monitoring activities? a the Results-Based Management Principles?</li> </ol>

## 5. Challenges regarding the Evaluation Process

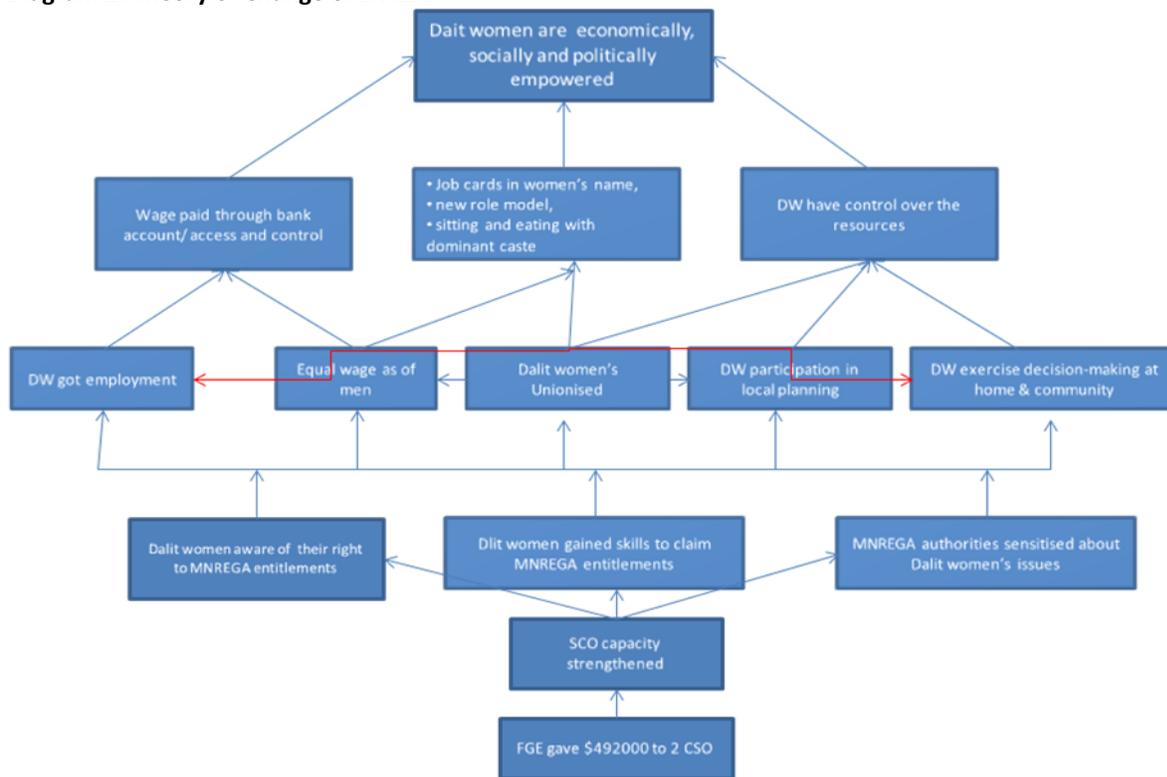
Although the evaluation collected primary data on qualitative aspects from selected respondents, it relied largely on the secondary quantitative data collected by grantees. In addition, as the site visits were identified primarily by the members of the Reference Group representing the grantees, better performing sites may have been selected. These two issues make the evaluation more context-specific and cautions against generalising the findings to the entire programme area. Similarly, comparable data was not available from MGNREGA authorities which created a challenge for analysing the difference that the DWLAI intervention made in increasing Dalit participation. In addition, during the field mission, a strike in AP limited the evaluation team's interactions with MGNREGA duty bearers at the district level.

To address these limitations regarding the accuracy and consistency of the secondary data triangulation of the information from various sources was conducted using participatory approaches in all stages of evaluation: design, implementation and reporting. This increased the validity and reliability of the data and enriched the context-specific findings. In addition, the evaluation expert found that no other outreach projects to increase the participation of Dalit women in MNREGA, were being undertaken in the target area at the time of the FGE Programme and hence, results can be attributed to DWLAI Programme.

## D. FINDINGS

The evaluation findings are organised to highlight relevance, effectiveness, efficiency, sustainability and impact of the programme. The Evaluation Matrix guided the evaluation consultant's work of data collection. Data analyses interlinked the criteria with the evaluation questions to seek information on the design and planning, implementation and results achieved by the DWLAI programme, and the extent to which GE and HR guided the project. The evaluation used the Theory of Change Model below to analyze the findings.

**Diagram 2: Theory of Change of DWLAI**



## 1. Relevance

The relevance of this programme is analysed by considering the extent to which the objectives of the DWLAI programme are consistent with the needs and interest of Dalit women, Dalit women’s rights, the needs of the country, and international conventions such as CEDAW, MDG, and the Beijing Platform of Action. Four major questions were raised as part of the evaluation matrix to determine relevancy. Table 4 lists these questions Annex 8 provides a list of sub-questions.

### Question 1: Are Dalit women’s rights adequately reflected in the programme design, and how relevant is the programme for the respective stakeholders?

To examine whether Dalit womens’ rights are adequately reflected in programme design, six rights-related issues are explored: (a) the importance of Dalit women claiming MGNREGA entitlements; (b) a definition of key rights that must be addressed for Dalit women to be empowered; (c) the incorporation of social and economic rights; (d) the integration of concerns relating to the structural dimensions of inequality; (e) the contribution of UN Women Fund for Gender Equality to the programme design; and (f) the relevance of the intervention to stakeholders.

#### a/ Needs and Rights of Dalit Women Claiming MGNREGA Entitlements

MGNREGA entitlements include 100 days employment per rural household per year within 15 days of application for a job, equal pay for equal work for men and women, unemployment allowance when employment is not provided within 15 days of application for job, worksite facilities and 33% reservation of the total work days for women. These entitlements seek to provide employment to improve the food and livelihood security of vulnerable households in rural area, including Dalits, Scheduled Castes and Scheduled Tribe communities, who are most vulnerable among the vulnerable households (Basu et al, ND; NREGA, 2005). However, many rural households especially those belonging to Dalit groups were not aware of or accessing these entitlements. In the case of Dalit

women, baseline results have shown they were less aware of their entitlements and fewer women than men had attained the MGNREGA entitlements (Baseline Survey, 2010). The Programme Document and key informants for this survey noted that though several civil society groups were monitoring MGNREGA, creating awareness and working towards improving the implementation of MGNREGA, there was very little work done from a gender perspective before the start of the DWLAI in the programme area. Organisations rarely focused on Dalit women's access to MGNREGA entitlements. Dalit women have had no organised voice within MGNREGA discourses, nor did they have a constituency within civil society that could systematically and consistently advocate on their behalf. By focusing on this constituency, the DWLAI programme has addressed the importance of increasing Dalit women's access to MGNREGA.

#### **b/ Defining Dalit Women's Rights**

The programme document underlines the inter-relationships between political and economic rights. Thus the project has been designed to enhance both rights by strengthening the capacity of the target group to claim their economic rights, and by promoting the target group's effective participation in decision-making. Interviews with four key informants (KI) noted that the DWLAI programme recognised the interrelation between the rights of women from a caste and gender perspective, and were cognizant of the economic and social rights of Dalit women. Thus issues of exclusion of Dalits and the most marginalised are principal concerns of this project. The KIs emphasised that the inter-relationship between Dalit women's rights to decent work and their right to improve their own knowledge, skills and abilities to negotiate for their rights was the guiding principle of the programme. Identity issues, in this case relating to gender and caste have been considered as the basis for their exclusion from social, economic and political rights and opportunities.

#### **c/ Incorporation of Social and Economic Rights in DWLAI Programme**

MGNREGA embodies both economic and social rights; its entitlements incorporate wage parity in a country where gender wage gaps are endemic, and MGNREGA embraces the right to work by guaranteeing a family member of every rural family a guaranteed job for 100 days a year. The DWLAI programme was designed to build the capacity of Dalit women to claim of these rights. They assist Dalit women in obtaining job cards, bank accounts in their names, and enable them to access community resources – in this case employment. Thus issues of economic rights are central in the programme. Increasing the access and participation of most marginalised groups like Musahars, Chamar, Madiga, Mala, Budagajangam, Erukula and Muslims in the MGNREGA is another example of the way in which DWLAI advances social rights. The social rights of these groups is also advanced when communities who were segregated all work together in the MGNREGA schemes and this is even more so when Dalit and other marginalized women play supervisory roles at the workplace.

#### **d/ Addressing Structural Dimensions of Inequality**

Available documents and the interviews with four KIs, UN Women Fund for Gender Equality and UN Women Country office and discussions with staff of partner organisations revealed that the structural dimensions of inequality were addressed. The FGE sought that every programme they funded would address the structural and systemic dimensions of inequality and unequal power relations. In this programme, G@W and its partner agencies, who have worked on Dalit women's issues extensively, discussed inequality, unequal power relations, and how these can be addressed in the context of the MGNREGA. They identified four ways to address the structural dimensions of inequality: (1) changing individual and collective consciousness; (2) expanding access to resources - economic, skills, political etc. – to marginalized communities; (3) changing the ways in which formal rules, policies and procedures function to become inclusive rather than exclusionary; and (4) changing discriminatory societal norms, practices and beliefs. The programme developed by G@W was reviewed by independent technical experts in the region. The participants then developed their respective programmes to initiate holistic change. This holistic approach set out to enable Dalit women to avail themselves of community resources, and become leaders in the change process.

#### **e/ Contribution of UN Women Fund for Gender Equality to the coherence and relevance of the design of the programme<sup>2</sup>**

UN Women's Fund for Gender Equality was found to have contributed to the coherence and relevance of the design of the programme. This was ensured through a variety of strategies adopted from the selection of the programme through the Independent review committee to support in Results-Based Management and Technical Assistance.

The proposal submitted to UN Women Fund for Gender Equality was assessed by an independent technical committee with expertise on gender issues as it relates to economic and political empowerment. The members, based in the respective regions of the world where grantees were located, evaluated the proposed programmes from a rights and empowerment perspective. This included an analysis of which programmes could bring positive and tangible results to empower most marginalized women and girls economically and politically, such as Dalit women and girls. During the review process, special attention was paid to context and a structural analysis of the programme proposed, that is, a thorough situation analysis of the root causes of the problems to be addressed by the proposed programme. The programme had to articulate the elements that it would bring to empower marginalized women in a participatory way. It looked at how the programme would build the capacity of marginalised women so that these women could in turn "lead" the programme, rather than being led by outsiders

The review and suggestions to strengthen the project document was an important contribution of the Fund for gender Equality in the program design phase. Five respondents highlighted the UN Women Fund for Gender Equality's contribution in developing the log-frame. They specifically helped to define the outcome and established the hierarchical linkages between the outputs and the outcome<sup>3</sup>. The latter contributed to raising the quality of the programme design. Results-Based Management assistance to the grantees was provided throughout the programme including thorough support by the UN Women India office through the Focal Point for the FGE who played a key role in the monitoring of the grantee activities and provided technical assistance throughout the implementation process. RBM tools and mechanisms designed by the FGE and used by the grantees were found to have facilitated the monitoring and evaluation of the programme. These included, reporting formats, detailed Programme Monitoring Frameworks with SMART indicators, etc.

#### **f/ Relevance to Stakeholders**

The DWLAI addresses Dalit women as the primary rights holders who have been marginalised on the basis of class, caste and gender. This programme brings government and civil society together to build the capacity of Dalit women to claim their economic, social and political rights as provided by the MGNREGA. The programme has developed 8 innovative context-specific models for peer learning. They have tailored the learning models to build the capacity of Dalit women (please refer to innovative models: Table 6). They organize Dalit women to form unions to best represent their interests and claim their rights; the unions put forward their employment demands, select the sites and projects where the members will be employed, launch campaigns to claim specific rights, file cases when MGNREGA rules are not being followed, approach duty bearers, and sensitise the public on Dalit women's issues through the media. They also launch sit-ins to get their demands met. Due to their organizing efforts Dalit women have made several gains: for example, they have got more days of employment, they are paid through a bank account that is registered in their name which gives them greater control over their earnings, they participate in planning processes at the local level regarding worksites and work type selection, and they have gained more respect at home and in the community. In addition, due to their organizing efforts some Dalit women have managed to obtain supervisory (mate) positions at employment sites, which are normally taken up by men from higher castes with higher "technical" backgrounds.

Members from each partner organization were asked to reflect upon the relevance of the DWLAI programme. All

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<sup>2</sup> Interview with Chief of the Fund for Gender Equality, UN Women India office focal point. See also application review criteria used by Independent Technical Committee and Concept Note Application submitted by the group in 2009.

<sup>3</sup> The Fund for Gender Equality provided comprehensive virtual trainings through Universalia consultants to all its 40 grantees with the goal of developing a robust Logical Framework. Grantees received feedback during two months during the development of these Logical Frameworks.

of the partners had positive responses regarding the relevancy of the DWAI intervention. The responses are captured in Box 1 below.

### **Box 1: Relevance of DWLAI to partner organisations**

Partner organisations were asked to describe the relevance of DWLAI to their organisations. The respondents informed that DWLAI programme was relevant to the respective organisation. For Swajana, DWLAI was relevant because it focused on the empowerment of Dalit women. Prior to this intervention Swajana had been working with Dalits, but did not focus on women. They reported “The focus of our organisation is on the empowerment of Dalits, therefore we could empower Dalit women in our working area through DWLAI activities”.

For **Lok Samiti**, participation in DWLAI increased their understanding on gender issues. They also restructured their staff force to include Dalit women. They saw their partnership in DWLAI as: “Quite important, our organisation and the staff develop an understanding on gender. This project has been instrumental in increasing Dalit women’s participation in MGNREGA, and making a place for them in society at large”.

**Parmarth** found DWLAI relevant for strengthening its ongoing work with Dalits and increasing their ownership of the MGNREGA. They said: “(DWLAI) helped strengthen our ongoing work of organising Dalit women. The ownership of Dalit women (participating in the MGNREGA) increased”.

**Sahjani** related that the DWLAI was relevant for establishing Dalit women in supervisory positions (mates) for training and employment. They said “we could say it has been quite meaningful, for instance not stopping at the holding of a training of women mates, but pushing further to ensure that they can actually get established and work on sites. Or then increase their participation in MGNREGA in other ways as well.”

For **Vanangana**, the programme was relevant as it served as an eye opener on the issue of Dalit women. According to them, “The findings of the base line survey served as an eye opener for members of the Dalit Mahila Samiti.”

### **Question 2: Is the programme designed articulated in a coherent structure? Is the definition of goal, outcomes and outputs clearly articulated?**

The structural coherence of the DWLAI programme is examined from the perspective of problem identification, addressing identified problems, and quality of indicators.

The programme identified the main problem to be the low level of access of Dalit women to the MGNREGA entitlement. The causal factor for low participation rates in MGNREGA was identified as low levels of awareness of Dalit women about their rights to MGNREGA provisions. Their low levels of participation were also a function of the insensitiveness of duty bearers towards this constituency. Thus the problem and causal factors to be addressed were clearly identified.

The DWLAI activities were developed to build the capacity of Dalit women to access MGNREGA entitlements through training, union formation, organising sit-ins to create pressure to extend MGNREGA entitlements to Dalit women; outreach and education for duty bearers to sensitize them to the concerns and issues of Dalit women; and outreach to partner organisations to further their abilities to facilitate right holders to increase their capacity to claim rights and duty bearers to effectively fulfil their obligations.

With regards to the relevance and quality of the indicators, the indicators relating to both outputs and outcome were relevant. They were found to be mostly specific, measurable, attainable, realistic and time bound, thereby meeting the SMART criteria. An example of how the outcome level indicators were measurable includes the fact that the ‘noticeable change’ mentioned in the outcome level indicator was then operationally defined as a 30% increase in bank account in Dalit women’s name, 30% increase in Dalit women’s participation in the planning process from the baseline situation. Please see the relevance and quality of indicators in the below Table.

**Table 5. Indicators of DWLAI at output and outcome levels**

Level	Indicator	Further elaboration
<b>Outcome: Dalit women in Andhra Pradesh and Uttar Pradesh effectively access their NREGS related entitlements and actively contribute to state and national discussions on MGNREGA</b>	Project areas will demonstrate a noticeable change in women's access to MGNREGA related entitlements	Increase in baseline figures by 30% on  (1) access to bank accounts in Dalit women's names (2) participation in the planning process, (3) Work site facilities in 40% of Project villages, (4) Days of Work by Dalit women (5) Involvement of Panchyatraj leaders to access NREGA for Dalit women (6) Increase in job cards
<b>Output 1.1: Staff from 6 partner organisations have knowledge and skills required for supporting Dalit women in the implementation of innovative models on NREGS in project villages.</b>	Capacities of staff members of partner organisations will be built through regular inputs to ensure an increase in their knowledge and skills for effective implementation of the project	Staff from partner organisations drawn upon as a resource when it comes to issues of NREGA and Dalit women
<b>Output 1.2: Dalit women in 8 districts of AP and UP have increased knowledge and skills required for claiming/accessing their NREGS related entitlements.</b>	One worksite each in 45 villages of the project area will show qualitative and quantitative improvement in worksite facilities (as per the law)	One model worksite with all facilities
	Increase in women's participation in Block-level MGNREGA workers union by 25%, in one Block of the project area	Formation of 40 DSSUs
	30% increase from before the start of in number of work days of Dalit women in project villages (80 project villages)	30% increase in work days from the baseline data
<b>Output 1.3: Duty bearers at regional and state levels are sensitized towards the needs and perspectives of Dalit women.</b>	50 Dalit women will be working as supervisors (Mates) at work sites	50 Dalit women (UP)
	Up to 40 Dalit women paid any one or both of the following entitlements: unemployment allowance and compensation for late payment of wages in MGNREGA in 10 project villages	50 Dalit women benefitted directly (AP)

The indicators' and their relevance provide further proof that the DWLAI addresses advances made in economic, political and social empowerment. The programme captures UN Women Fund for Gender Equality two focus areas - it enhances women's economic empowerment as well as expands women's voice, leadership and participation. The programme is also consistent with the Fund's core principle of advocating for gender equality and women's empowerment, championing the rights of women and girls, particularly those who are most excluded.

**Question 3: To what extent had stakeholders participated in DWLAI programme design?**

This section describes the participation of various stakeholders in DWLAI programme design. The programme was

initially designed by three G@W officials (resource persons) with inputs from a few local partners and the co-lead organisation. Once the proposal was approved, additional stakeholders, particularly all the partners and resource persons that had strong linkages with government, were involved in the detailed design of the programme goals, outcomes, outputs, activities and log-frame. They identified eight districts for DWLAI programme implementation, four districts in each state. They also determined that each partner would pilot an innovative model or promote one feature of the Act in its entirety so as to learn from one another and to exchange best practices. The innovative models undertaken by each of the partners is presented in Table 6 below.

**Table 6: Innovative models**

District	Partner organisation	Innovative model
Chitrakoot, UP	Vanangana	Implementation of an all women worksite. This included determining nature of work, work site facilities, placing women in supervisory (mate) positions, and having job cards and banks accounts in women's names.
Lalitpur, UP	Sahjani	Development of a supervisory (mate) training module including and including its field testing to measure results.
Vanarasi, UP	Lok Samiti	Increasing the participation of the most vulnerable Dalits in the existing MGNREGA workers' Union, as well as increasing the number of women in leadership positions in the union
Jalaun, UP	Parmarth	The Implementation of MGNREGA in one village Panchayat that is part of the programme area is compliant with all the provisions and norms of the Act.
Visakhapatnam, AP	Swajana	Focus on obtaining Unemployment allowance.
Prakasam, AP	DSS	Focus on Participation of Panchayat Raj leaders.
East Godavari, AP	DSS	Focus on Worksite facilities.
Ranga Reddy, AP	DSS	Implementation of 100 days of work in MGNREGA.

In addition to deciding upon a peer learning approach, they outlined four areas of changes for their respective programmes and developed an implementation plan accordingly. During this meeting, UN Women Fund for Gender Equality and UN Women Country Office Focal Point's inputs included the refining of the log frame they had developed. The common goals, identification of the innovative projects, methodology, targets, etc. were all decided in a participatory manner with partners. Whereas meetings were held with government officials evidence of participation of the government in the design of the programme was not found except that an advisor to the Commissioner appointed by the Supreme Court of India was consulted in designing this programme.

**Question 4: To what extent is the programme aligned with the main international treaties on women's rights?**

**a/ Alignment with Main International Treaties and National Act**

Discussed below are how DWLAI programme aligns with three main international treaties, namely the MDG, CEDAW and BPA. The DWLAI programme is found to be aligned to the MDG, especially to Goal 1 which is related to poverty reduction. The DWLAI increases poor women's access to wage labour which improves their economic condition. The programme is also aligned with CEDAW, as DWLAI, in its efforts to increase Dalit women's participation in MGNREGA, enables them to obtain wage parity. MNGREGA is also compliant with CEDAW because it ensures the elimination of discrimination against women by securing a minimum of 33% reservation for women. With regards to conforming with the Beijing Platform for Action, the DWLAI programme incorporates activities for economic and political empowerment of marginalised Dalit women that is raised under the 6<sup>th</sup> and 7<sup>th</sup> critical areas of the Platform for Action<sup>4</sup>. Likewise, the programme is also aligned with the MNREGA, a national Act, in terms of promoting women's participation in rural employment.

<sup>4</sup> 6<sup>th</sup> critical area: inequality in economic structures and policies, in all forms of productive activities and in access to resources and 7<sup>th</sup> critical area: inequality between men and women in the sharing of power and decision-making at all levels).

## **b/ Integration of Human Rights and Gender Equality in Programme**

Although the MNREGA targets all rural households, no additional outreach is made to ensure that poor Dalit women avail themselves of this important entitlement. To increase Dalit women's access to the MGNREGA entitlements, the DWLAI recognises the need for specific attention to ensure the participation of the most discriminated groups, which is consistent with the HR and GE approach. Armed with the baseline information they collected, the DWLAI designed its programme strategy to realise the HR of Dalit women through a GE perspective. They also built the capacity of local partner organisations as well as the capacity of Dalit women as rights holders to claim their MGNREGA entitlements. They carried outreach activities to ensure the accountability of MGNREGA authorities, as duty bearers, to fulfil their obligations toward Dalit women.

### **Summary of the DWLAI Relevance**

The DWLAI programme was found to be relevant to the various targeted stakeholders including to, a) the target population as it was designed capturing their needs and concerns; b) partner organisations as it was developed to build their capacity based on their existing strengths; c) government of India as it supported the implementation of the national act "MGNREGA"; and d) to UN Women Fund for Gender Equality as it was aligned with the international conventions and treaties promoting human rights and gender equality.

## **2. Effectiveness**

"Effectiveness" for the purposes of this evaluation refers to the extent to which the objectives of the DWLAI are achieved or expected to be achieved, bearing in mind their relative importance. It has examined DWLAI programme's quantitative and qualitative perspectives in terms of quality of achievements, contribution of the achievements to address the situation and advancement of Dalit women's rights, promoting human rights and gender equality principles. Effectiveness also references the best practices and further challenges. The responses to the set of questions listed below, defined in the Evaluation matrix, were used to measure effectiveness.

### **Question 1: What progress is being made towards achieving the DWLAI programmes planned results (at the output, outcome levels)?**

#### **a/ Progress Achievement of DWLAI Programme against the Planned Results**

The following set of indicators are used to assess progress: change in awareness/knowledge of Dalit women in the programme area regarding MGNREGA related issues; change in the participation of Dalit women in MGNREGS; change in the attitude of MNREGS officials toward the needs and perspectives of Dalit women pertaining to MGNREGS; changes in the household level control and decision-making patterns in relation to wages earned by women through MNREGS.

#### **➤ Indicator 1: Awareness of Dalit Women about MGNREGA Related Issues**

Awareness outreach was conducted with about 8,000 Dalit women through which they gained knowledge about the MGNREGA entitlements. In the focus group discussions, all of the Dalit women knew that the MGNREGA entitlements include 100 days of work and that women are entitled to get work. This is remarkably higher than their awareness in 2009 as reported in the baseline survey (please see Table 7). Although every one of those contacted knew that there is work for women, only 5.5% were knowledgeable about the exact quota reserved for women. This is only slightly higher than in the baseline figure<sup>5</sup>. Almost 94% knew the wage rates, which is slightly higher than situation of 2009. On average, the entitlement relating to worksite facilities was known to 59% of the women. This is 17% more than those that knew about them in 2009. When the worksite facilities were disaggregated, almost four-fifths of the women sampled knew that MGNREGA worksite facilities included provisions to provide water to workers. Those who knew of other worksite facilities, such as childcare, healthcare

<sup>5</sup> In the baseline survey report, there are two columns: fully known and partially known. The figure quota of women workers is taken from fully known column as exact information was sought. For other indicators, the sum of both fully known and partially known is taken.

and shade were 52%, 39% and 14%, respectively. No one mentioned the unemployment benefits as an entitlement. This could be that the site which focused on attaining unemployment allowance (Visakhapatnam) was not visited by the evaluation team. Most likely if the questions of unemployment was raised in Vishakapatnam, knowledge regarding this entitlement would be significantly higher.

**Table 7: Knowledge of target group regarding MGNREGA entitlements**

Indicator	2011 <sup>6</sup>		2009	% Change between 2009 and 2011	Remarks
	Number	%	%		
Number of entitled days per fiscal year	127	100	19	81	100% know that work is available for women but the exact 33% reserved for women was known by 5.5% target group respondents
Quota of women workers	7	5.5	4	1.5	
Minimum wages per day	119	93.7	89	4.7	
Unemployment allowance	0	0			
Worksite facilities	59	46	29	17	
Water	101	79.5			
Childcare	66	52			
Shade	18	14.2			
Healthcare	50	39.4			

Data source: Baseline survey 2010 and Field mission presentation 2011

NB: Blank in the table indicates non-availability of data

➤ **Indicator 2: Participation of Dalit Women in MGNREGA**

Through the DWLAI programme Dalit women participated in MGNREGA activities as workers, in Panchayat work planning, and as supervisors of work (mate). In 2009, there were 2,811 Dalit women across all eight districts of the DWLAI programme enrolled in MGNREGA, while the current figure is 14,174 which is a positive increase.

Another positive increase relates to the Dalit women's ascension to the supervisory role of mates on worksite facilities; whereas there were no Dalit women in supervisory roles in the project districts when DWLAI started, there are now 80 Dalit women working in this capacity. This number is expected to grow as the supervisory work they did was appreciated by state MGNREGA authorities in UP as was indentified during the official launch of the DWLAI training manual for Dalit Women as Mates on 26<sup>th</sup> November when the Special Commissioner on MGNREGA in Uttar Pradesh announced the intention that the module will be rolled out across the state-level.

However, surprisingly their participation in Panchayats has gone down from a 6% rate in 2009 to 4% in 2011. This was found to be because Panchayat meetings were not held regularly in programme districts of Uttar Pradesh. In the case of Andhra Pradesh, formal Panchayat meetings were held and 200 Dalit women participated in these local governance meetings to make decisions regarding MGNREGA entitlements. However, few meetings were held in UP but the evaluation found that some decisions including the MGNREGA related-decisions are taken by Pradhans (the heads) of Panchayats individually without calling for a formal meeting. Hence, Dalit women, Pradhans, and partner organisations in UP informed the evaluation expert that Dalit women did meet the Pradhans directly to put in their demands for work, and discuss related issues. These "bilateral" meetings thus do not show up at the indicator level present in Table 8 below.

<sup>6</sup> The 2011 data was collected from the informal discussions with respondents during the field mission of the evaluation. The respondents were selected purposively, not randomly. Thus the figure, although it may not be truly comparable with the randomly selected baseline data, does provide a sense of change. Therefore, these are compared here. More comparable data will be generated once the end-line survey is conducted (planned for January 2012).

**Table 8: Dalit women's participation in MGNREGA**

Indicator	2009	2011	% Change
Dalit women who participated in MGNREGA work (N)	2,811	14,174	404.1
Dalit women who participated in at Panchayat meeting (%)	6	4	-33.3
Dalit women who worked as mate (N)	0	80	
Dalit women with bank account in their name (N)	1,547	9,099	488.2
Involvement of Panchayat raj leaders to access MGNREGA for Dalit women (N)	19	115	505.3

Data source: (1) Updated data provided by grantees, as of September 2011.  
(2) 2009 data derived from the baseline survey report.

➤ **Indicator 3: Change in the Attitude of MGNREGA Officials**

The evaluation team held discussions with six government officials and six local Panchayat leaders during the field mission. They admitted that at the start of the programme they did not think that Dalit women would be able to work as supervisors on MGNREGA sites, or organise public hearings or that Muslim women would come to do field-work. Through DWLAI programme activities government officials and local leaders became aware about the concerns and needs of Dalit women and hence changed their opinion and attitude, thanks to renewed awareness and knowledge on the equal rights and capabilities of Dalit women. The newspaper reports highlighting Dalit women's concerns and the collective voice of Dalit women through the unions also played a role in raising the awareness of duty bearers about the strengths, concerns and needs of Dalit women. Interactions with the Minister of Rural Development in AP and additional secretary of Rural Development in UP revealed their positive attitude toward the DWLAI programme and the beneficiaries as right holders.

Dalit women also reported the changed behaviour of duty bearers and officials towards them. Examples they cited include Panchayat officials now calling them to attend meetings and encouraging them to speak in those meetings, and addressing them respectfully.

Reports regarding changes in the behaviour and attitudes of FA/RS, officials appointed by Panchayats who work at the grassroots level, are more mixed. Respondents in some areas (Chevella, Malkapur in AP and Parmandpur in UP) report the FA/RS have changed their attitude and behaviour; they are more respectful to women in MGNREGA and they consider Dalit women as equal right holders. Dalit women in these districts reported that they felt comfortable liaising with FAs. However, in other places (Bobbiligama in AP and Chakrapanpur in UP), Dalit women found the FAs to be less responsive and supportive; in a few locations providing work only to the women who had voted for the elected Pradhan, or providing difficult work tasks (digging land) to older Dalit women, not providing the work demanded by them (fetching water), possibly because they were of a lower Caste within the Dalit hierarchy. In conclusion, while there have been positive changes in attitude and behaviour among some officials associated with MGNREGA, this cannot be generalized to all duty bearers/office holders in all of the districts where DWLAI was implemented.

➤ **Indicator 4: Change in the Household Level Decision-Making Patterns**

In the focus group discussions, Dalit women stated that they did get more respect at home once they started earning money. Their decision-making also increased in MGNREGA related activities: they decide whether to go for work, participate in meetings at the local level, and determine how and where to spend their wages. Each respondent mentioned that having a bank account in their name was critical for them to gain control of their earnings. Clearly participating in MGNREGA has empowered Dalit women in their homes, and increased their decision-making roles.

**b/ Quality of Outputs**

The quality of outputs was considered by examining the following indicators: the number of Dalit women working as supervisors at programme sites; the number of women who gained employment or unemployment allowance; the availability of work site facilities; and the changes that have resulted from Dalit women's participation in

workers' unions.

Prior to the start of this programme there were no Dalit women working as supervisors in the DWLAI programme area (Table 9). A total of 259 Dalit women have been trained to serve as "mates" on project sites. As of September 2011, eighty of those who received training have since been appointed to supervise the MGNREGA work. Others are expected to get supervisory roles in the next season.

**Table 9: Change in access to MGNREGA entitlements**

Indicator	2009	2011	Change %
Number of women who got unemployment allowance	0	0	0
Number of women who got compensation of late payment	0	0	0
Number of Dalit women trained as mate	0	259	100
Number of Dalit women worked as mate	0	80	100
Number of Dalit women's Samiti/Union	61	91	49.2
Number of Dalit women in Samiti/Union	361	706	95.3
Work site facilities (average of all facilities)	981	4,038	310.2
Number of job cards in Dalit women's names	1,119	1,866	66.8

Data source: Adjusted from Information made available by grantees, partners' reports and baseline study  
The first 2 rows are at zero as they are not the common indicators taken up: only the target for one innovation.

A large number of Dalit women got additional work under MGNREGA entitlements within the area of DWLAI programme (see Table 8) as compared to the baseline situation which is positive, as is the fact that women joined or created more unions and the number of job cards and work site facilities increased (See Table 9). However, Dalit women in Moinabad, Ranga Reddy district in AP were not provided with any work since 2010 despite their organized demands for work. In addition, there was no change in the number of women who received unemployment allowance.

### **c/ Achievements and Challenges**

The strategy of building the capacity of partner organisations to better serve Dalit women right holders, and to improve the capacity of MGNREGA duty bearers was effective. This required quality training and awareness campaigns for Dalit women, unionisation of Dalit women, and the continuous and synergized efforts for the active involvement of Dalit women in advocacy.

With regards to challenges, the claiming of unemployment allowance and compensation for late payment were two areas where expected results were not achieved. Two factors were found to have led to this: a) reluctance of duty bearers to honor claims, and b) cumbersome process to claim the allowance and late payments. Apparently, there were no claims filed to compensate for late payment during the DWLAI. However, cases were filed for unemployment allowance but it seems that the process is so complicated that the result is never favourable for the beneficiary. The Additional Secretary of Rural Development explained that there are only one or two cases where unemployment allowance was provided in the entire State of UP<sup>7</sup>. Another challenge pertained to the provision of "worksite facilities which were not provided on a regular basis and in a sustained way. Indeed, although water was served at each site, facilities like shade, healthcare and childcare were not regularly provided as the authorities do not consider these facilities to be important. One respondent summed up the attitude of the authorities to be: "bacche to aise hi pal jate hain" (children can grow without facilities).

<sup>7</sup> Though unemployment is not the DWLAI target in UP, it came into discussion to understand the general situation of the state in this regard.

**Question 2 -4: To what extent has the programme contributed to addressing the situation of the most vulnerable groups, advanced women’s rights and promoted gender equality for Dalits?**

Equal wage between Dalit women and men, their participation in advocacy measure to influence local authorities, access to job cards and bank accounts and ascension to roles such as “mates” on works sites were all indicative of their strengthened equality and increased decision-making powers in public and private spheres. This was also gauged by focus group discussion responses where Dalit women spoke of their increased confidence and knowledge of their rights. They discussed how they were seen as leaders: people came to them for suggestions, there was less domination and more equality at home, dominant castes were less aggressive and they were seen as a force that could not be ignored by community. Many expressed their satisfaction with these achievements, but complained that their achievements could have been greater if MGNREGA authorities at the local level were more positive towards their demands.

The Dalit women, as rights holders, were found to be more capable of articulating their needs, put their demands forward through Dalit women’s unions, and exert pressure when required. Before their participation in the programme, they were shy to speak with outsiders including MGNREGA authorities. They were unorganised, less aware of their rights about the MGNREGA provisions, and afraid to voice their demands. The DWLAI programme contributed to meeting the intended objectives of the MGNREGA as stated in the National Plan. In particular giving more women access to bank accounts was consistent with National Plan objectives, thus implementing a government plan in a concrete way and empowering women to use the services made available to them.

The programme was found to have coherently addressed the situation of the most vulnerable groups, advanced women’s rights and promoted gender equality for Dalit women. This is also seen through the increased coverage of beneficiaries, the use of innovative approached and from the lessons learned (points a-c below).

**a/Coverage of Beneficiaries**

The DWLAI programme has covered more direct and indirect beneficiaries than they planned (please see Table below). There were 8,605 and 5,569 Dalit women directly covered by UP and AP programmes respectively. The planned target was 7,502 and this achievement (14,174) is almost 89% higher than planned. They also were able to train more organisational staff than was initially planned and reach more indirect beneficiaries. The reason for this higher number of coverage was the partner organisations’ efforts to provide MGNREGA benefits to a greater number of Dalit women.

**Table 10: Coverage of beneficiaries**

Coverage	Planned (N)	Achieved (N)	% Achieved
Geographical coverage: 8 districts	8	8	100
Direct beneficiaries			
· Dalit women or women from the scheduled castes	7,502	14,174	88.9
· Organisational staff	95	100	5.3
· Dalit men	1500	NA	
Indirect beneficiaries	26,000	41,098	58.1

Data source: DWLAI Project document for planned beneficiaries and partners’ reporting to this evaluation for achievement.

**b/ Innovative Approaches**

The DWLAI programme introduced eight innovative models (ref Table 5). These innovations were designed to build on the strengths of the partner organisations. In addition, the programme used innovative approaches to solve problems that emerged during the implementation process. Some of the approaches adapted by them included continuous advocacy and lobbying with Mandal/block and district level authorities. They would update them on developments, file cases every Monday with the Mandal and district level authorities (DSS), organise public actions and highlight issues through print and electronic media. Two of the innovative approaches used in AP, as noted by

the evaluation, are (1) uniting the Dalit women around renowned Dalit leader Dr. Bheem Ambedkar, who headed the team for preparing the Constitution of India; and (2) by using inspirational songs and drum beating. DSS has a cultural team, as well as singers among its staff. Even though it was difficult to understand the words of the songs it was clear that they were arousing and powerful. The songs related to inequalities, rights of Dalit, and the exemplary work of Dr. Ambedkar.

### **c/ Good Practices**

Good practices identified through the evaluation include:

**Innovations as a practice and model development:** The eight innovative models developed by partners based on their strengths have addressed the issues of access and participation that has altered gender and caste relations positively. For example, the model of training Dalit women as mates has challenged the stereotype that neo-literate women are not capable of performing technical jobs. The model of an “all women’s worksite” has publicly demonstrated that women are able to play a leadership role at all stages of MGNREGA work – from planning the work, getting it approved, working at the worksite and supervising it. These models are backed by evidence of their success as well as by strong documentation of the process, which can be used for advocacy, replication and expansion.

- **Establishment of Dalit women mates:** The mate module prepared by the DWLAI has a distinct feminist perspective acknowledging women’s leadership abilities. This curriculum developed has already been used by other organisations (partners) and the Government is also interested in using it. It is the first time in that Dalit women have engaged with MGNREGA works as mates, and are learning technical skills and working in this capacity in the programme area.
- **Unionisation of Dalit women:** Dalit women are united under unions and exert collective force to have their demands met. The unions are the medium through which capacity is built, information obtained, and collective action taken to claiming their rights related to MGNREGA entitlements. The Unions serve as a fighting force to stand against social, political and gender discriminations. Through the Union Dalit women are made visible. They have gained respect and are recognised now a force which cannot be ignored in development.
- **Social audits and Public hearing:** social audits have been conducted on some work sites and beneficiaries of the project have participated in them. In the social audit, income and expenditures are presented in details to the beneficiaries so they may raise questions and concerns as well as approve the programme and expenditure. They discuss issues related to the project and give suggestions on how it could be done better. This is a good practice which helps maintain transparency which is a good governance practice. Public hearings are held at Block/Mandal, district and state levels. The issues identified in social audits in the block, constitute the main agenda of the public hearings. In public hearings both right holders and duty bearers participate. The right holders’ grievances are discussed and duty bearers are sensitised to work out the solution. The evaluation team noted that some of the duty bearers took affirmative actions after participating in the public hearing.

**Highlighting gender and caste in MGNREGA:** Identifying caste and gender as barriers to access within the MGNREGA - and seeking to overcome these barriers was made central in the design, implementation and monitoring of the project. This draws attention to the inter-relatedness of rights. It has brought the rights of Dalit women to the centre of each activity because of different power relations. Similarly, serving water at worksites by Dalit women also broke social taboos related to pollution and “Untouchability” and the fact that Dalit women from various castes and other backward castes (OBC) were found to be sitting together and eating together marks a very significant social change for the area which would merit more in-depth analysis.

**Peer-learning:** The adoption of peer-learning and reflection of progress is a relatively new practise in the context of rural India where hierarchies are rigid and decision-making centralized. The programme promotes networking and monitoring activities and hold participants accountable to one another.

**Participatory approach used in programme development and implementation:** The programme was designed and implemented using a participatory approach thus establishing collective ownership and accountability.

#### **Summary ~ Effectiveness of DWLAI**

In summary, the DWLAI programme was largely effective in terms of achieving the planned results including building the capacity of partner organisations, duty bearers and right holders. There were changes in the awareness of Dalit women regarding MGNREGA entitlements including the number of entitled days for employment, minimum wage rates and worksite facilities. There was a remarkable change in the participation of Dalit women in MGNREGA employment as labourers as well as supervisors, involvement of Panchayatraj leaders to expand access of the MGNREGA to Dalit women. Other important advances were the obtaining job cards and bank accounts for Dalit women and the payment of wages through the women's bank account. There were also more Dalit women as union members and improved worksite facilities

Their success was largely due to the efficacy in building capacities of partner organisations to educate, empower and work in the interests of right holders while holding duty bearers and officials responsible and accountable for administering MGNREGA. Their piloting of innovative models enabled them to demonstrate results and learn from each other and continuous lobbying and advocacy. However, the DWLAI was not fully effective in several cases including achieving the unemployment allowance and compensation for late payment planned specially as model in two districts (one each) in AP.

### **3. Efficiency**

This section assesses the extent to which resources/inputs (funds, time, etc.) have delivered results. To assess efficiency the evaluation sought answers to the five main questions listed in Table 4.

#### **Question 1: To what extent was the DWLAI programme cost effective?**

This section assesses the cost-effectiveness of the DWLAI programme by considering additional income earned by the target group, total cost and direct cost per beneficiary, and other less immediate and tangible gains of the project.

The DWLAI is a 2 year programme with USD 492,000 funding support of the FGE. Approximately 14,174 Dalit women got an additional 10 days employment and earned an additional amount about USD 283,500 per annum as a result of this programme. Per person cost is around USD 35 against the total cost, and USD 13 was the direct programme cost for two years. The annual return therefore is more than the annual project cost which signals cost effectiveness. In addition to monetary gains, there have been long-term benefits such as increased capacity of target group which will enhance their earning prospects for the future. It should be noted that the inputs provided during the programme period had to be intensive and rigorous, to ensure sustainability and were effective in doing so.

#### **Question 2: Is the relationship between programme costs and programme outputs reasonable?**

The following factors, efficient use of resources, financial status, and timely delivery of outputs – are analyzed below to determine if resources were used efficiently.

##### **a/ Measures Taken for Efficient Use of Resources**

Several cost reduction strategies were implemented from the design phase of the programme. (1) One of the partners—Vanangana-- did not take the funds to implement the DWLAI activities. It implemented activities with its own funds for a total in-kind contribution of US\$ 10,000. (2) All the partners have contributed more in terms of human and time resources than planned. For example, Bhagya Laxmi in Ranga Reddy district in AP organised Dalit women in Dalit Stree Shramik Union (DSSU) without funds from the DWLAI. These in-kind contributions have also been made by other partners reducing the DWLAI programme costs. Other ways in which partners have

subsidized the cost of the DWLAI programme include combining the work and activities of this programme with their other ongoing programmes. The money spent on organisational overhead or administrative cost (USD 22,000 or 6.4% of the total expenditure of USD 342,452 as of September 2011) was not high. The evaluation tried but could not find any compromise in the quality of work as a result of these cost reductions. For example, Vanangana was found to have performed as well as other partners although it did not receive funds. Even a journalist we met during the field visit commented on the high quality and effectiveness of Vanangana’s MGNREGA related work with Dalit women. The “all women work site” they piloted at Basila was found to be particularly noteworthy. Thus the DWLAI programme was designed with several cost-reduction strategies and implemented accordingly.

#### **b/ Financial Status**

The financial status of the DWLAI was obtained and reviewed as of September 2011. The budget and expenditure show that the total expenses were almost 70% of the total layout. Likewise, direct programme expenses were 75% of costs. The allocation of the total budget was 36.47% for direct programme, 4.87% for administration and the remaining 58.66 for the other programmes such as training, studies, evaluation, etc. The expenses, as of September 2011, have been 39.18% and 6.42% and 54.40% respectively. Though the administrative cost of the total expenses is slightly higher than the planned percent, it has not exceeded the respective allocated budget of US\$ 24,000 (See Table 11). This indicates that the DWLAI programme has been implemented within the given budgetary limit be it direct cost, administrative cost or the total cost.

**Table 11. Budget and expenses of the DWLAI programme (As of end of Sep’11) in USD**

Organization	Total Budget	Total expenses As of Sept 2011	%	Direct Programme Budget	Expenses on direct cost 2010 and 2011	%	Administrative budget	Administrative expenses
DSS	100,000	51,349	51.35	100,000	51,349	51.35	0	0
G@W	392,400	291,103	74.19	79,600	82,812	104.04	24,000	22,000
<b>Total</b>	<b>492,400</b>	<b>342,452</b>	<b>69.55</b>	<b>179,600</b>	<b>134,161</b>	<b>74.70</b>	<b>24,000</b>	<b>22,000</b>

#### **c/ Timely Delivery of Outputs**

All three outputs were delivered in time, though there were some activities which were delayed due to unavoidable circumstances (ex: Local elections or political conflicts).

#### **Question 3: How efficiently were available resources used by grantee organisations?**

The evaluation team held discussions with different types of Dalit women such as Madiga in Bobbiligama, Malkapur and Chevella; Mala, Budagajangam and Lambada in Chevella in AP and Chamar in Chakrapanpur, Parmandpur and Basila as well as Muslim and Musahar in Parmandpur and Kols in Vanangana in Chitrakoot UP. These discussions revealed that the DWLAI activities were implemented with no discrimination. Secondly, the DWLAI activities implemented covering a greater number of the most deprived within the Dalit community such as Chamars in UP and Madigas in AP. The programmes were designed keeping in mind the capacities and skills of Dalit women. For example, the mate training programmes were designed to include those who had the minimum required education and awareness campaigns addressed the entire community.

#### **Question 4: To what extent were operational and managerial practices efficient of the DWLAI programme?**

The management of the DWLAI programme was carried out through a fairly complex operational structure as it was implemented through a partnership of seven organisations. However it worked efficiently in terms of mobilising local and external resources in a participatory manner, building capacity of partner organisations, sensitising duty bearers, and strengthening organisations of right holders. The Implementing partners developed a monitoring framework at the start of the programme that ensured roles and responsibilities were understood by all and reporting mechanisms were in place. Indeed, the Lead and Co-Lead, Gender at Work and DSS, have highly knowledgeable and skilled programme team, and their technical and political expertise combined with a robust results-based management structure ensured that the work proceeded smoothly and challenges were overcome in

a participatory but swift manner.

A short-coming identified pertained to the financial management structure that was relatively complex given the short duration of the project and which lead to some financial delays. For example, financial reporting tools between all partners were not uniform which lead to lack of clarity and subsequently delays.

**Question 5: To what extent had the partner organisations have exercised leadership in development interventions?**

**a/ Partnership of the DWLAI Programme**

As reported by the lead organisation, partnerships have served as the cornerstone of the DWLAI programme. The partners worked as a bridge between the target community, implementing organisation and duty bearers. Even when there were delays in releasing funds, the partners surged ahead and continued the programme to the best of their abilities. The lead organization notes that partners regularly attended meetings and training programmes, “giving this programme a top priority, throughout the two-year period”.

Formal partners of the programme were between G@W, DSS, Swajana, Lok Samiti, Vanangana, SSK and Parmarth. These partners in turn partnered with Dalit women groups at the grassroots level as well as with the administration at the village (Pradhans’/Sarpanchs’) level, the Block/Mandal Level (BDO), and at the District level (District Magistrate). At the UP State level a partnership was forged with the Department of Rural Development through the office of the Advisor to the Commissioner, Right to Food. In AP, DSS forged state level partnerships with the Ministry of Rural Development. In addition, the State Women’s Rights Forum in AP, of which DSS was already a member, effectively highlighted the needs of Dalit women.

All the partners were involved in the design of the project and the innovative models and other activities were finalized consistent with the ground realities in their respective areas. DWLAI partners were formally brought on board once the project proposal was approved by FGE. The implementation of the programme was carried out with full collaboration of and in conjunction with the partners. This included at all stages of programme management, from design stage to monitoring and reporting. There was strong ownership of the DWLAI programme among partner and lead and co-lead organisations which was reflected in the field mission.

**b/ Target Group Participation**

Document review, discussions with partners and Dalit women revealed that there was a high level of participation of Dalit women during the implementation of the programme. Indeed, as mentioned throughout the report they pro-actively took part in an array of programme activities. As such the DWLAI was perceived by target beneficiaries, MGNREGA authorities and partners to be a very relevant programme that contributes to the social and economic empowerment of Dalit women.

**c/ Resource Contribution by local Partners**

As already mentioned, one of the partners in UP contributed to the programmes using its own resources. Likewise, the DWLAI programme only covers the honorarium for a few staff members in each partner organisation, while the entire organisation staff has contributed to the programme. The head of Vanangana has not taken any payment (part or otherwise) from this programme as informed by lead, co-lead and partner organisations. Nor have office expenses been booked to this project. Putting together, there has been a sizeable contribution to the project by partners.

**Summary Efficiency of DWLAI**

DWLAI programme was found to be cost-effective in terms of generating more annual returns over the annual costs. In addition it strengthened the capacity of partner organisations, duty bearers and rights holders. Strategies used for making the programme cost-effective included combining DWLAI activities with partners’ ongoing programmes (use of existing strength), use of local capacities and resources, and using a low cost management model.

#### 4. Sustainability

Sustainability is hereby defined as the probability of the benefits of the DWLAI programme continuing in the long-term. This is assessed by seeking answers to two main questions: (1) What is the likelihood that the benefits from the DWLAI programme will be maintained for a reasonably long period of time after termination of the current programme? (2) Are the necessary measures being put in place to ensure the sustainability of the effects of the DWLAI programme?

**Question 1: What is the likelihood that the benefits from the DWLAI programme will be maintained for a reasonably long period of time after termination of the current programme?**

##### **a/ Support from State/Local Institutions**

The DWLAI has been supported strongly by the State governments in UP and AP. The UP government is highly supportive of building the capacity of Dalit women and seems satisfied with the work performance of Dalit women as mates. The Additional Secretary has stated that the UP Government is considering training 50,000 Dalit women as mates using the module developed under the DWLAI programme. He has said that they are considering tapping the expertise of the resource persons that provided training to Dalit women under the DWLAI programme. In addition, district and block level authorities and Panchayat leaders were positive about the appointment of Dalit women for the position of mate to supervise the MGNREGA work of Dalit women.

In AP the MGNREGA related minister is a Dalit and seems sympathetic to the cause of Dalit women even taking the initiative to pass a resolution which states that Dalits in AP can work even more than the 100 days per year that is mandated by the Central government. Good linkages between the minister and DSS were observed through the review of documents and the fact that the minister agreed to meet the evaluation team on the request of DSS despite short notice. However, although the minister is positive towards the issues of Dalit women, the bureaucracy at district, Mandal and local level still exhibits a feudal mind-set that does not enthusiastically support the cause of Dalit women. This attitude was noted by the minister, the staff of DSS and members of DSSU. It is important to note that good linkages were observed between DSS staff and the FAs in several locations and between DSSU and Mandal level authorities and FA.

##### **b/ Operational & Management Capacity of Partners**

The operating capacities of lead and co-lead organisations have been strengthened through their participation in capacity building programmes and meetings. This is the first time the lead organisation has played the role of an implementation agency. The monitoring of partner grants, as well as of the progress of the project, including programme and financial reporting in the rigorous and quarterly format provided by UN Women Fund for Gender Equality has resulted in the lead organisation creating new systems to be able to deliver what is expected - both by the partners as well as by the funder. DSS has a large number of staff who are well trained in advocacy in 8 districts. They have strong linkage with DSSU and MGNREGA authorities at Mandal, district and state levels. They have also access to state level advocacy forums to raise Dalit issues including the rights of Dalit women. They have thus developed the capacity to continue the good practices identified with this programme.

The partner organisations expressed confidence in being able to continue activities in the future. The government agencies also said that the partners like Lok Samiti, Vanangana and DSS were making a difference in organising Dalit women and building their capacity which they would be able to continue doing. The capacity of individual partners is provided in the box below.

### **Box 2: Capacity of individual partners**

**Swajana** in AP has been working in the area of Dalit awareness. They have staff with legal background and they are champions in raising the issues related to rights; they have developed linkages with local, block and district level MGNREGA authorities. Though they have been working on the awareness programme for Dalits, they are relatively new to work on Dalit women.

**Lok Samiti** in UP has a long experience working on MGNREGA and has a good linkage at local, Block and District Level and has some Dalit women staff recruited after their joining DWLAI. It is recognised as one of good NGOs by state MGNREGA authority. Though it is new for working with Dalit women, now the staff has developed skills to work with Dalit women to some extent. The organisation has been training Dalit women, women's group and unions (samitis), Panchayat officials on gender issues and MGNREGA entitlements once they participated in training of trainer programme organised under DWLAI fund.

**Parmarth** was working on the issue of MGNREGA even before the DWLAI through their staff establishing linkage with MGNREGA authority especially Panchayat. There is now increased understanding between MGNREGA authority and Parmarth on the issues of Dalit women which may be continued even after the programme.

**Sahjani** has also expanded relations with MGNREGA authority and it has developed curricula for training mates which could be used for generating resources to support Dalit women Committees to carry out activities.

**Vanangana** has been working on the rights of Dalit women for long time. Partnering with G@W was useful for them to integrate MGNREGA related rights in their ongoing activities. They have good advocacy strength supported by the Dalit Mahila Sangathans (DMS) with 3000 members. They have implemented DWLAI activities even without funding support and are therefore, likely capable to continuing them after the programme phases out. Though they have good linkage with DMS, and are in good book of state authorities, they need to further strengthen linkage with block development authorities.

Gender at Work has a good network with resource persons who have good linkages with the advisors appointed by the Supreme Court as well as with related government agencies. It has the technical capacity to provide capacity enhancement activities to partner organisations. Its partners in UP and resource persons are part of national and state level networks which means they are able to network with hundreds of organisations. In AP, DSS has trained staff working in eight districts. They have strong linkages with the DSSU that is able to negotiate with MGNREGA authorities at village, Mandal, District and state level. They also have a network with 43 organisations through their participation in the State Women Rights Forum. They wish to retain the staff who worked for the DWLAI and are in the process of searching for other funding sources.

### **Question 2: Are the necessary measure being put in place to ensure the sustainability of the effects of the DWLAI programme?**

#### **a/ Capacity of Duty Bearers**

The MGNREGA will continue because it is an Act that grants a Constitutional Right; thus it is not a project that can be discontinued without a Parliamentary ruling making it highly likely that DWLAI related efforts will continue. In addition, the evaluation found that MGNREGA authorities have the necessary funds to provide for work demanded by Dalit women. The BDO in one place mentioned that they had to spend 60% of allocated funds under MGNREGA for each six-month period to be rated as a good BDO. Under expenditure has been a problem in some cases so increased demands for work would be helpful to achieving their targets. The changed attitudes of authorities expressed having learned a lot from the DWLAI staff, especially in terms of understanding the concerns of Dalit women and issues and had increased respect for them. However, some grassroots level authorities are reluctant to provide work for Dalit women and have not yet adequately changed their behaviours towards Dalit women because caste and class related issues are deeply rooted in the Indian society.

#### **b/ Financial Capacity of Partners**

All the partner organisations were previously engaged with implementing of MGNREGA. They shall continue their programmes irrespective of whether or not this project continues. The capacities of members of the DMS/DSSU

have been built to a large extent.

Regarding the financial capacity of partner organisations for gender equality actions, some have funds and some are under resourced. The partner Vanangana that implemented DWLAI activities with its own fund is not worried about continuing funds for its ongoing activities. DSS has been expecting some funds from other funding agencies. MGNREGA authorities in UP are positive about their ability to support NGOs and are looking for ways to support the DWLAI partners even under complex bidding arrangements. Though the DWLAI programme was planned to end in December 2011, there are funds still remaining. Thus it is likely that the programme will continue for a few more months in 2012 by which some other funding sources could be identified.

In addition, the funding support provided by the Fund for Gender Equality was not so high that partners became totally dependent on it. The FGE DWLAI programme's support has been mainly used to develop the capacities of partner organisations, Dalit women and their organisations, and to do outreach to duty bearers so that they may better plan, implement and monitor programmes from rights and gender equality perspective. As partners have been operating in the past with short-term project support and given that they were alerted that a second grant from the Fund for Gender Equality was highly unlikely, grantees were thus from the outset prepared to manage the phasing out of the project period and are presenting proposals to other potential donors.

### **c/ Duration of the Project**

All partners and lead and co-lead organisations indicated that the two year period was not enough to adequately build the capacity of the marginalised Dalit women who have been bypassed by development interventions. The two year period was also not enough to get duty bearers adequately sensitised as they mostly have come from upper and middle caste and class orientations. Thus while there has been a change in the attitude of duty bearers, this is an on-going challenge and process. Change in the attitude takes a long time therefore any intervention that expects to change attitudes should have a relatively longer time horizon to achieve results. Rather than providing several activities simultaneously, gradual and continuous activities for long time would most likely be more effective as their exposure to development was minimal in the past.

UN Women Fund for Gender Equality Economic and Political Catalytic programmes were intended to catalyze processes such as the DWLAI programme. As such, FGE welcomes the possibility of this group to re- apply again for funding in future Calls for Proposals but warns that the demand for funding in the last Call for Proposals surpassed US\$ 3 Billion in requests<sup>8</sup>. As a result, the Fund, still a young Fund (of only 3 years of existence and as outlined in its mission) intends to make all its 40 grantee programme visible through knowledge management and communications strategies so as to elicit other sources of funding for the initiatives, and support grantees to diversify their funding base.

### **d/ Governance of DWLAI**

The DWLAI programme does not have its own governing structure but works through the existing structures of its partners. It has been designed to boost the ongoing programmes of partner organisations, sharpen their focus and deepen their interventions. This governing system of working through the partners' existing structure is a sustainable approach.

#### **Summary Sustainability of DWLAI**

In summary, the likelihood of continuing to sustain the results achieved by the DWLAI, is high. This is because (1) the governments in both AP and UP states have funds and are supportive of advancing the issues raised by Dalit women; (2) operational and management capacities of partner organisations are fairly developed and there is a strong commitment and preparedness of partners to continue the good practices even without the Fund for Gender Equality funding; (3) the programme interventions were carried out by partners without creating a separate governing structure; and (4) the interventions were consistent with the partner organisations' vision, mission, and goal as well as policies of the government and needs of the target group.

However, every partner organisation does not have adequate funds to continue to work at the same level of intensity, unless alternate funding is secured. To that end, the Fund for Gender Equality in its third year of existence embarked on a visibility and knowledge management strategy whereby it intends to elicit funding from other donors to its grantee programmes.

## 5. Potential Impact

Impact is defined here as the long-term effect of the DWLAI programme: The intended and unintended, positive and negative, long-term effects of the DWLAI programme. Two specific questions are posed: (1) What are the long-term effects of the DWLAI programme? (2) Was the DWLAI programme designed, implemented and monitored applying the Results-Based Management Principles?

### Question 1: What are the long-term effects of the DWLAI programme?

All of the evidence based results mentioned in the report show that there will be positive long term effects of the DWLAI programme.

#### ➤ **Changed Access to MGNREGA Resources by Dalit Women**

The partner organisations have already benefitted from being a resource group (peer group) for one another, and intend to continue networking and peer learning. The involvement of the advisor to the UP State Commissioner in the programme as a resource person has strengthened the relationship between the partners, Dalit women and the Government machinery. These relationships are likely to last long beyond the DWLAI programme.

#### ➤ **Claiming of MGNREGA entitlements by Dalit Women**

Grantee reports including log-frame, quarterly reports, baseline survey and interactions with various stakeholders all testify to the increased participation in the Dalit women's unions at the local level, in decision-making bodies such as gramasabha, in addition to their increasing access to MGNREGA work. There were no women organised in a union from the project area prior to DWLAI and there are 4000 Dalit women members in the DSSU/DMS in the project area now. One of the respondents spoke eloquently about the likelihood of Dalit women continuing to benefit from the programme thus: "Dalit women have experienced power (whether by learning the skills to become a mate, or by conducting social audits on their own), and will not be willing to let it slip through their fingers very easily. Once a woman has a bank account in her name, she becomes free in a manner of speaking. This freedom will not be given up by her."

#### ➤ **Fulfilment of Obligations by Duty Bearers**

The obligations of duty bearer MGNREGA authorities working at various levels has been fulfilled in terms of their respectfully giving work to Dalit women. They have started recognising Dalit women as right holders and made aware of Dalit women's needs, concerns, and capacities. At the grassroots level, some FA/RS, Pradhans and Block/Mandal level officials have changed their attitude towards Dalit women in Chitrakoot and Raja Talab.

### Question 2: Was the DWLAI programme designed, implemented and monitored applying RBM principles?

#### **a/ Application of RBM Approach**

DWLAI largely used the RBM approach to planning, designing and implementing its programme. The proposal was developed by Gender at Work in consultation with potential partners and once approved it was further developed by involving partner organisations and consulting stakeholders such as MGNREGA authorities. With the assistance of Fund for Gender Equality RBM technical support, result oriented planning was done by analysing the problem to be addressed, identifying partners, involving them in identifying objectives and designing interventions that meet their needs and the needs of targets and benchmarks for each indicator, developed strategies on how to achieve the expected results by using G@W framework of comprehensive change. Reporting progress by grantees to the Fund for Gender Equality was done in a timely manner, and they compared achieved results against the set targets. However, reporting did not fully comply with the log-frame indicators<sup>9</sup>. Nor were discrepancies between expected and achieved results analysed and reported adequately. Similarly, the format used for reporting progress

<sup>9</sup> For example, the target set is 30% increased on baseline data for the days of work per annum. The baseline data is grouped into several categories such as 87 % have worked less than 25 days, 44 % less than 7 days and 43% less than 25 days and 3% in the category of 75 to 100 days. The average number of working days in the project districts in UP is less than 25 days. The progress data however, are not strictly reported according to the target set.

differed among partners as did the time of reporting. This indicates that the DWLAI programme used RBM principles in planning but did not strictly adhere to these principles in reporting practices.

#### **b/ Application of Human Rights and Gender Equality Principles**

There is a clear articulation that Dalit women face the triple discrimination of caste, class and gender. The project document clearly identifies them as the main target groups and the plan/strategies have been developed to enhance their political and economic empowerment through claiming their MGNREGA entitlements. The human rights of Dalit women, such as their economic and political rights, and the specific attention needed for the most discriminated groups has been clearly defined and adhered to in the programme. The imperative of wage parity was reflected in the design as well as results of the DWLAI programme. The DWLAI programme conducted two baseline surveys that focused on village level information and household level information respectively and used this information to ensure that the most marginalized population of Dalits was finally selected for the programme based on surveys findings.

#### **c/ Change Within and Between the DWLAI and Non-DWLAI Programme Area**

An attempt was made to understand the changes that have occurred in the DWLAI programme area and the non-DWLAI programme areas of the partner organisations regarding the access of Dalit women to MGNREGA entitlements. Within the DWLAI area there has been an increase in MGNREGA work force participation and in terms of participation of Dalit women in planning work, this is more prevalent where DWLAI was implemented. In the other villages, partners and grantees report that though there has been increase in applications for work, it is the Pradhan, not Dalit women, who decide what work is to be done.

When partners and grantees were asked about the role that DWLAI has played in bringing about these changes they believed that the DWLAI is responsible for 80% of the changes. While this estimate cannot be verified, it is clear that DWLAI has played a major role in the increased work days, the unionisation of Dalit women, and in raising awareness and developing the capacity of Dalit women on MGNREGA entitlements as well as breaking stereotypes regarding Dalit women workers.

#### **Summary Impact of DWLAI**

In sum, the DWLAI programme has increased access of Dalit women to MGNREGA entitlements, and has also had a social impact as Dalit women sit and eat with dominant castes and Dalit women participate in decision-making inside and outside their home. DWLAI has introduced human rights and gender equality principles in planning and implementation among its partners.

#### **Challenges**

The DWLAI had to overcome many challenges throughout the programme implementation. Many of these have already been addressed throughout this report, but a main challenge is linked to the discriminatory and corrupt practices that reflect age old prejudices that still thrive in India. In certain locations authorities took decisions on work sites without consulting Dalit women or would not provide work for women for reasons linked to prejudice or corruption. For example, Pradhans who would not give work to those who did not vote for him, or MGNREGA authorities who would not hire Dalit women who had received mate training for these jobs due to traditional prejudices that illiterate women or women from lower castes cannot do technically skilled labour reserved for men. The following quotes overheard during the evaluation mission illustrate some of these discriminatory practices: “Muslim women do not come out to work in the fields”; “Neo-literate women, more importantly neo-literate Dalit women, cannot perform well as site supervisors”; “Other castes will not accept water from a Dalit.”

Similarly some MGNREGA authorities did not find the value in provisioning worksites with facilities such as childcare, healthcare or shade, finding these “secondary”. The programme worked on finding solutions to these challenges of deeply rooted traditional discriminatory practices, but as mentioned in the section on sustainability,

these are challenges that will need more than two years to be overcome; years if not generations.

## E. OVERALL CONCLUSIONS, LESSONS LEARNED & RECOMMENDATIONS

The Dalit Women's Livelihood Accountability Initiative supported by the Fund for Gender Equality has contributed substantially to bringing about changes in the lives of marginalised Dalit women in eight districts of Andhra Pradesh and Uttar Pradesh. Due to DWLAI thousands of Dalit women are more empowered socially, economically and politically. They are able to exercise their rights to claim the benefits provided by the very important and progressive Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA). The DWLAI has shown how a very important job guarantee scheme by the Government of India can be implemented to give access to the most marginalized women even in conservative rural settings. It draws clear attention for the very critical role that NGOs, grounded in local realities, can play to ensure that government acts do deliver their promise. This requires not only increasing the knowledge and outreach to marginalized women, but requires utilizing political will at every level of state machinery. It requires the sensitization of local level authorities as well as developing the political strength of marginalized women to claim their entitlements.

### Lessons Learned:

Due to the **effective organizing and management strategies of the DWLAI** regarding a critical issue for low income women – economic empowerment – impressive achievements in Dalit women's participation in MGNREGA processes has been garnered. Indeed, not only have the programme beneficiaries increased their access to work entitlements, they have also increased control and decision-making power over their earnings. They command greater respect and authority in their homes and in their communities. The DWLAI has worked to roll out the features of the Act – Job Cards and bank accounts in women's names – that are particularly important in the Indian rural context where there are stark inequalities between men and women. They have also gone beyond the imperatives of the MGNREGA to mobilize and organize Dalit women in unions to become a political force that can demand MGNREGA and other entitlements. Dalit women have also increased their political clout through collective organizing. The unions are able to demand work and they serve as a pressure group to meet other demands relating to MGNREGA.

Women's access to work which ensures wage parity, as mandated by MGNREGA, is very important for **changing social attitudes towards women** and the important monetary and non-monetary contributions they make to rural households and to rural communities that has been largely invisible. Once again, the DWLAI has gone beyond the mandate of the MGNREGA to get low-income Dalit women supervisory (Mate) positions on the MGNREGA work sites. The technical training they have provided in addition to the pressure they placed on MGNREGA officials to hire trained women in these capacities is a very important breakthrough for women. It has changed perceptions of the leadership roles and capabilities of Dalit women, and has built confidence and self esteem among women. Furthermore it has implicitly challenged rigid caste hierarchies.

DWLAI has also **worked to build the voice of low income Dalit women** by encouraging them to play a role in the selection of work sites. This very act gives them voice in local administration and empowers them in the processes of local governance. It demonstrates to local authorities that low income Dalit women's perspectives and needs must be considered in development processes.

The work that DWLAI has done with a **network of partners on the ground is also extremely important to ensure the sustainability of the project**. DWLAI, with funding support from the Fund for Gender Equality, has built the capacity of partner organisations to increase Dalit women's access to MGNREGA entitlements. The partners are better equipped with improved management practices and more expansive networks to better serve and represent Dalit women. Together they can negotiate with MGNREGA and other local government authorities and through developing best practices can provide on-going models to realise the full promise of MGNREG schemes. The partners are also more familiar with human rights and gender equality practices that will enhance their effectiveness and leave them better positioned to enable Dalit women to claim and exercise their human rights,

address issues of gender inequality, and adopt strategies to facilitate claiming their entitlements. They are also poised to seek other sources of funds to continue their important work.

Another very important contribution from DWLAI is that they have **increased the understanding of duty bearers about Dalit women's issues and concerns regarding this national act**. Due to the sensitization of duty bearers, as well as through using pressure tactics, Dalit women have effectively accessed their MGNREGA related entitlements such as paid employment as well as obtained bank accounts and Job cards. By bringing Dalit women into development processes and local governance, they have been able to challenge caste stratification. They are more accepted as equal to other castes in some areas and sitting together with dominant class/caste which was unusual before.

DWLAI has also had a policy impact. They have identified bottle-necks and problem areas in the functioning of the MGNREGA and articulated these concerns to local and state level authorities. This has already led to changes in the way in which the schemes are implemented. They have also **introduced innovations such as developing the "Mate Training module" for Dalit women and piloted the all women work-sites** that can serve as a model in other areas. The site supervisor (Mate) training module prepared under the aegis of the programme is being considered by the UP government for replication and scaling-up. In Andhra Pradesh, there is serious consideration being given to increasing the number of work days guaranteed to Dalit women. This, too, would be a very significant advance that could be of great benefit to low-income Dalit women.

The **participatory process used in the design, implementation and monitoring of the programme, guided by human rights and gender equality principles** has been very effective and an important contribution of the DWLAI. Using result-based management and action-learning approaches has resulted in DWLAI meeting many of its stated objectives. The development of strong organisational partners was crucial for the success of the project. The **peer learning among partner organizations and the piloting of innovative projects** was very useful for gaining a clear understanding of how to improve MGNREGA to meet the needs of most marginalized women.

DWLAI has proven to be a cost effective intervention because the economic gains made by Dalit women exceed the investment made by UN Women Fund for Gender Equality even in a short time span. Furthermore, the likelihood of the programme being sustained is very high. This will translate into dividends for the FGE as, over time, many more low income Dalit women will have access to MGNREGA entitlements. This increases the economic as well as political power of this very economically weak and socially vulnerable group of women which is the principle goal of the FGE

### **Recommendations:**

A small NGO by choosing a very important government scheme (MGNREGA), through a careful selection of a network of local partners, can make a substantial difference in demonstrating how a scheme would need to be implemented to reach the most vulnerable. Indeed, whereas the MGNREGA is a very pro-poor scheme there is a need for NGOs on the ground to ensure that the intended benefits meet low-income women on the ground. The efficacy of the small Gender at Work team working on the planning, co-ordination and management of the grant processes, with a set of networked NGOs and CBOs on the ground to ensure the benefits were delivered to the most vulnerable, through organizing, training and pioneering best practices, proved very successful. As such recommendations for future programming in the area of economic empowerment of marginalized women include:

- Empowering women economically in "concrete" terms, by improving their livelihoods and access to economic rights is more efficient when it is based on an important government scheme that exists but is not implemented coherently throughout the nation. Therefore, using a government scheme or policy as the basis of increasing the empowerment of marginalized women is a good practice which should be replicated. Indeed, policies and laws that are in place at the national level can be used as "tools" to leverage "real" change in women's everyday realities on the ground.

- The selection of partners on the ground that were already working on the key issue (in this case Dalit issues), and could therefore incorporate the activities of the grants into their on-going work plans, has ensured that the programme is sustainable and grounded in local realities. This is a practice that should be replicated in future programmes.
- The role of NGOs (in this case Gender at Work and DSS) to facilitate networks among local NGOs, and serve as a bridge between policy players at the local and state levels, has been a very important contribution to the success of the programme and should be replicated. In addition, the use of strong management principles to work together was effective in ensuring impacts of the programme. Indeed the way in which Gender at Work and DSS were able to effect the partners to adopt stronger management practices as well as reach out to new constituencies (eg. for those working on Dalit issues to extend their work to Dalit women, etc), enhanced the programme.
- The decision to have each partner pioneer a different practice to ensure that different features of the scheme were realized was strategic. It enabled the programme to have in-depth understanding of the challenges inherent in realizing the potential of the MGNREGA and it demonstrated ways in which to overcome those barriers.
- Although the programme evaluated exceeded the numbers of Dalit women enrolling in MGNREG schemes than was initially projected/expected, other features of the MGNREGA which participants were supposed to benefit from (for example: childcare and other “worksites facilities, unemployment benefits, etc.) were not achieved to a large degree. Hence it is recommended: a) these challenges are clearly documented and brought to policy attention and b) in future programming partners working on MGNREGA put more efforts on ensuring that beneficiaries get the full array of provisions that are written into the Act.
- The lessons learned from the DWLAI programme need to be shared widely with key stakeholders within AP and UP as well as the national level, to strengthen the opportunity of both rights holders and duty bearer to fulfil the MGNREGA mandate throughout India.
- Finally, throughout the evaluation process, several important issues that merit more reflection and analysis came to the surface. This includes for example, the “complex relationship” between women (and men) from a same caste as the hierarchical caste system in India also pertains to divisions within a same caste. Indeed, within sub-groups of a same caste, including the Dalit caste, discrimination and prejudice also exist. This was touched upon through this programme (sub-groups of the Dalit caste include Musahars, Chamar, Mala, Madiga, Budagajangam, and Erukula as well as Muslim women) but merits further research to be able to address in a coherent manner in future programming. Indeed, future interventions should be designed to address these hierarchies and build Dalit solidarity. Similarly, the innovative approach of “women-only” worksites was touched upon as an innovative practice adopted in Chitrakoot, UP and more information should be sought on the pros and cons of this type of strategy and its potential impact on women’s economic livelihoods.

## **ANNEXES**

## Annex 1: Terms of Reference of the Evaluation

### 1. Background/Justification:

The multi-donor Fund for Gender Equality (FGE) was launched in 2009 to fast-track commitments to gender equality focused on women's economic and political empowerment at local, national and regional levels. Generous contributions of US\$65 million from Spain, US\$3.5 million from Norway, and US\$800,000 from Mexico comprise the corpus of the Fund and position the Fund as the one of the world's largest funds dedicated women's rights and gender equality globally.

The Fund provides grants on a competitive basis directly to government agencies and civil society organizations to transform legal commitments into tangible actions that have a positive impact on the lives of women and girls around the world. Its mandate seeks to further the Beijing Platform for Action, the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), Security Council Resolutions 1325 and 1820, the Millennium Development Goals (MDGs), and regional agreements such as the Protocol on the Rights of Women in Africa and the Belen do Para, among others.

The Fund provides two types of results-oriented grants:

- **Catalytic Grants** seek to catalyze processes toward the development of gender equality plans and policies in countries where such plans do not yet exist. These grants range between US\$100,000 and US\$500,000 distributed over one to two years.
- **Implementation Grants** support programmes in countries with agreed-upon national or local plans, policies or laws that advance gender equality and women's empowerment and that are ready for implementation. These grants range between US\$1.5 million and US\$5 million distributed over two to four years.

Across these grants, the Fund advances two major inter-related programme priority areas:

- Grants awarded for women's economic empowerment seek to substantially increase women's access to and control over economic decision-making, land, labor, livelihoods and other means of production and social protections, especially for women in situations of marginalization.
- Programmes focused on women's political empowerment aim to increase women's political participation and good governance to ensure that decision-making processes are participatory, responsive, equitable and inclusive, increasing women's leadership and influence over decision-making in all spheres of life, and transforming gender equality policies into concrete systems for implementation to advance gender justice.

In its inaugural grantmaking cycles (2009-2010), the Fund for Gender Equality awarded US\$37.5 million to 40 programmes in 35 countries: 27 Catalytic programmes (started January 2010) and 13 Implementation (started December 2010). Awarded programmes reflect a range of interventions in commitments to gender equality laws and policies and embody unique combinations of strategies, partnerships and target beneficiaries.

The Fund is committed to learning from and with its grantees and seeks to serve as a model for *how* to fast-track and implement gender equality laws and policies around the world. These Terms of Reference define the framework for evaluations of select Catalytic Grantees and will contribute to the Fund's lessons learned.

#### Catalytic Programmes:

The implementation of the Fund's 27 Catalytic Programmes began in December 2009. The Catalytic Programmes strive to ensure that gender equality become an essential component within all policies and strategies, particularly those focused on HIV/AIDS interventions; climate change; local and/or rural development; migration; displacement; and marginalized groups such as domestic workers, Indigenous women, and ethnic minorities. Catalytic Programmes target issues related to economic or political empowerment. Those concentrating on

economic empowerment seek to improve economic conditions, protect domestic or informal work, or increase women’s rights and access to land.

Programmes seeking the advancement of political empowerment aim to increase the number of women in decision-making positions at national or local levels as well as enhance women’s participation in local governance processes. Further, the political subset seeks to achieve legal reforms, develop regional action plans, broaden women’s position of influence, and increase awareness of gender equality issues.

Catalytic Programmes are approaching completion and are expected to finish in December 2011.

### Evaluation of Select Catalytic Grantees

From the 27 grantees, the Fund is commissioning 6 evaluations (4 single-programme and 2 cluster evaluations) covering 10 grant programmes. Selected grantees exhibit three or more of the following:

- High contribution to catalyzing gender policies, laws or strategies
- Innovative approaches or partnerships
- High potential replicability (learning potential/demonstrative practices)
- Priority thematic areas.

Estimated programmes to be evaluated are listed below.

**Table 1. Evaluation Breakdown**

<b>Evaluation Topic</b>	<b>Country</b>	<b>Programme Budget (US\$)</b>
Creation of a Law	El Salvador	500,000
Domestic and Informal Work	Cameroon	368,750
	Philippines	100,000
	Egypt	354,490
Gender Mainstreaming in HIV/AIDS	Senegal	200,000
	India	255,182
	Ukraine	499,921
Climate Change	Ghana	500,000
Gender Budgeting	Uganda	205,000
Economic Empowerment	India	492,400

## **2. Purpose and expected use of FGE Evaluations:**

UN Women and the Fund’s Steering Committee (including civil society, donor governments, and multi-lateral agencies) established the Fund for Gender Equality as a bold investment in women’s rights, testing a more focused and better-resourced modality for catalyzing and sustaining gender equality and efforts. Its founding Programme Document (ProDoc) sets forth its mandate to track, assess, and widely share the lessons learned from this pioneering grant programme and to contribute to global know-how in the field of gender equality. Across its programmes, the Fund further seeks to identify promising practices that significantly advance progress towards the achievement of the Millennium Development Goals (MDGs), the Beijing Platform for Action, the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), and other global and regional agreements.

The Catalytic Evaluations are a vital piece of this mandate, allowing for comprehensive understanding of nine inaugural programmes, engaging with grantees and their partners to deeply capture their challenges and lessons, and employing human-rights-based methods to explore the levels of impact they have had in the field of gender equality.

In accordance with the Fund’s founding ProDoc, the main purposes and use of these evaluations will be the

following:

**Learning:**

- Identify innovative high quality programmes that test novel/unique approaches to catalyze processes toward the development of gender equality commitments.
- Identify particular approaches and methodologies that are effective in meaningfully and tangibly advancing women's economic and political empowerment.
- Identify lessons learned from the experience of grantees in order to influence policy and practice at national, regional and global levels.

**Accountability:**

- Provide credible and reliable evaluations of the programmes' results, including in the areas of programme design, implementation, impact on beneficiaries and partners, and overall results.
- Provide high quality assessments accessible to a wide range of audiences, including FGE donors, UN Women, women's rights and gender equality organizations, government agencies, peer multi-lateral agencies, and other actors.

Following the UN Women Evaluation Unit and UN Evaluation Group guidelines, all evaluations will analyze the effectiveness, efficiency, relevance, impact and sustainability of the programmes. Each evaluation must integrate gender and human-rights perspectives throughout each of these areas of analysis and within its methodology. This is particularly important to understand and assess programmes addressing complex, intersectional issues in women's rights.

**3. Programme Context: India**

Rural Employment Guarantee Act 2005 of India according to which every rural household is entitled to claim 100 days employment for every year has been in operation throughout India. The aim of the Act is to improve food security of the vulnerable poor household which results from the unemployment during the agricultural off-season. If the government cannot provide employment within 15 days from the day of application, it has to provide unemployment allowance. It is a partnership scheme between the Federal, State and local government. In practice, the access of vulnerable households especially belonging to Dalit and scheduled castes is limited due to unawareness of the scheme and its procedure for application. The Dalit Women's Livelihoods Accountability Initiative (DWLAI) has targeted the Dalit women so as to increase their capacity to claim the employment as provisioned in the Act.

**4. Programme Description:**

The Dalit Women's Livelihoods Accountability Initiative (DWLAI) is a catalytic programme funded by the FGE and implemented jointly by Gender at Work in partnership with DSS project of the Mitra Service Society. This two year programme (Dec 2009 – Dec 2011) received a grant of US\$ 492,000 from the FGE and is operating in eight districts of Andhra Pradesh (AP) and Uttar Pradesh (UP) as per the signed agreement between the Mitra Service Society and the then UNIFEM in December 2009. DWLAI is working with Dalit women or women of scheduled castes to improve their economic as well as political conditions by increasing their capacity to claim rights to employment provided by the National Rural Employment Guarantee Act (NREGA) 2005 which is now known as Mahatma Gandhi National Rural Employment Guarantee Act (MNREGA).

The DWLAI was designed and implemented with an aim at improving Dalit women's access to this legal resource and to introduce their priorities into the policy's design of the National Rural Employment Guarantee Scheme (NREGS). Direct beneficiaries of the programme are 9097 persons of whom 7502 are either Dalit women or women from the scheduled castes. Others include 95 organisational staff and 1500 Dalit men. In addition, there was an expectation during the programme design that about 26,000 people would be indirectly benefited from the implementation of the programme.

The programme adapts the theory of change approach where inputs are provided to implement activities to achieve three planned outputs which cumulatively produce an outcome which ultimately contributes to the attainment of goal. The programme goal, outcome, outputs are listed below. Programme goal is to effectively bring prospective of Dalit women in Andhra Pradesh and Uttar Pradesh into social accountability mechanisms and processes as part of the implementation of the National Rural Employment Guarantee Act. To achieve this goal, the DWLAI has formulated one outcome and three inter-related outputs. The outcome is “Dalit women in Andhra Pradesh and Uttar Pradesh effectively access their NREGS related entitlements and actively contribute to state and national discussions on NREGA”. This outcome is envisaged to have achieved with the following three outputs:

1. Staff from 6 partner organizations have knowledge and skills required for supporting Dalit women in the implementation of innovative models on NREGS in project villages.
2. Dalit women in 8 districts of AP and UP have increased knowledge and skills required for claiming/accessing their NREGS related entitlements.
3. Duty bearers at regional and state levels are sensitized towards the needs and perspectives of Dalit women.

The overall responsibility for implementing the DWLAI programme lies jointly with Women at Work and DSS of Mitra Service Society as they are lead and co-lead organisations, respectively. These organisations have forged partnership with six local organisations: two in AP and four in UP. The program has taken the Training of Trainers (TOT) approach for capacity building. Accordingly, staff of partner organisations were provided TOT who subsequently provided training and other activities to empower members of the target group. In addition, duty bearers have been sensitised through workshop, print and electronic media as well as creating public pressure.

#### **5. Scope of Evaluations:**

The evaluation will be conducted from 15<sup>th</sup> September to 21<sup>st</sup> January 2012 with an estimated duration of 90 days. The evaluation will cover the both AP and UP states where the DWLAI programme is implemented. It will assess how the DWLAI which is working with Dalit women or women of scheduled castes has improved their economic as well as political conditions by increasing their capacity to claim rights to employment provided by the MNREGA. It will assess how different types of Dalit women have participated in the programme cycle and benefited from it.

#### **6. Evaluation Questions:**

Evaluation questions relate to the objective and scope of the evaluation and intend to measure standard evaluation criteria: relevance, efficiency, effectiveness, sustainability and impact of FGE programmes. Evaluation questions are formulated with a gender and human rights perspective.

Please see Page 11 - Evaluation Matrix - for a detailed list of questions and sub-questions relevant to the Design, Process and Results level.

#### **7. Existing Information Sources:**

Information sources available are the following:

- Programme documents: Concept Note and Logical Framework
- Monitoring Reports
- Financial Reports
- SRO Brief Assessments
- Feedback Reports
- Field Visit Report
- Knowledge and Communication products produced by the programme
- Background documentation on the regional/national gender legal and public policy framework

#### **8. Evaluation Approach, Methods and Process:**

The evaluations will use methodologies and techniques as determined by the specific needs of information, the

questions set out in the TOR, the availability of resources and the priorities of stakeholders. In all cases consultant is expected to analyze all relevant information sources and is also expected to use interview and focus group discussions as means to collect relevant data for the evaluation. The evaluation approach, process and methods must reflect a clear understanding women's-rights and right-based methodologies.

#### **Questions related to Evaluation Approach will consider:**

- Whether the evaluation was considered in programme design
- Details of the outcome and outputs indicators that have been proposed / used to measure performance, with associated baseline and target data
- Information on what monitoring has actually taken place
- Strengths and weaknesses of original M&E design and the quality of the data that have been generated
- Availability of relevant national, state and local data
- Availability of data on gender and human rights
- Evaluation methodologies will consider how quantitative and qualitative data collection can be conducted to both respect human rights and gender quality, such as reviewing relevant information sources (international and regional human rights instruments, reports to CEDAW committee, etc) facilitating the engagement of key stakeholders, particularly vulnerable groups.

**Evaluation Methods:** The methodology and techniques to be used in the evaluation should be described in detail in the inception report and in the final evaluation report, and should contain, at minimum, information on the instruments used for data collection and analysis, whether these be documents, interviews, field visit, and questionnaires of participatory techniques.

Methods will have to include:

- Identification of a wide range of information source for data collection (documents, filed information, institutional information systems, financial record, beneficiaries, staff, funders, experts, government officials and community groups)
- Proposal of the methodological framework (case study, sample survey, comparative experiment and or multi-method field study)
- Determine the instruments and methods for collecting the needed information (interview, observations, focus groups, literature review, survey, rating, knowledge test, site visits)
- Specify the sample procedure/s with each method
- Ensure that the main evaluation questions are addressed by multiple methods and data
- Project a schedule for information collection
- Specify who will be responsible for making the information available.

#### **Evaluation Process:**

Evaluation process will include:

- Meeting, consultation, workshops with different groups of stakeholders including direct beneficiaries
- Key point of interaction with a reference group
- Process of verification of findings with key stakeholders
- Presentation of preliminary findings and recommendations

## **9. Reference Group**

A reference group has been created to ensure an efficient, participatory and accountable evaluation process and facilitate the participation of stakeholders. Please see the Reference Group Table below which includes members from: Programme organization (Lead and Co lead organizations), Relevant government stakeholders, Relevant women organizations involved in the programme, UN Women Country Office and/or Sub-Regional Office and FGE

Secretariat.

Representing	Name of Reference Group Member
Independent Evaluation Expert:	<ul style="list-style-type: none"> <li>Mr. Gana Pati Ojha</li> </ul>
Grantee	<ul style="list-style-type: none"> <li>Praneeta Sukanya (Programme Manager - Gender At Work)</li> <li>Daniel Vijay Prakash(Programme Manager DSS/Mitra)</li> </ul>
Women's partner organization	<ul style="list-style-type: none"> <li>Vanangana Chitrakoot (representing women's organization involved in the programme)</li> </ul>
UN Women	<ul style="list-style-type: none"> <li>Ms. Leena Patel (India SRO Focal Point)</li> <li>Ms. Yumiko Kanemitsu (Evaluation Expert)</li> <li>Ms. Yassine Fall (Economic Empowerment Division Director) (represented by Ms. Tacko Ndiaye)</li> <li>Ms. Sonila Aliaj (FGE over-all Manager of the Funds evaluations)</li> </ul>
Fund for Gender Equality Staff	<ul style="list-style-type: none"> <li>Ms. Caroline Horekens (Fund for Gender Equality, Programme Monitoring and Reporting Specialist Asia Pacific, manager of DWLAI evaluation).</li> <li>Ms. Sonila Aliaj (Fund for Gender Equality, Programme Specialist (managing evaluations)).</li> </ul>

The role of the evaluation reference group will extend to all phases of the evaluation, including:

- Facilitating the participation of those involved in the evaluation design.
- Identifying information needs, defining objectives and delimiting the scope of the evaluation.
- Providing input on the evaluation planning documents, (Work Plan and Communication, Dissemination and Improvement Plan).
- Providing input and participating in the drafting of the Terms of Reference.
- Facilitating the evaluation team's access to all information and documentation relevant to the intervention, as well as to key actors and informants who should participate in interviews, focus groups or other information-gathering methods.
- Monitoring the quality of the process and the documents and reports that are generated, so as to enrich these with their input and ensure that they address their interests and needs for information about the intervention.
- Disseminating the results of the evaluation, especially among the organizations and entities within their interest group.

## 10. Stakeholder Participation

In addition to the evaluation reference group, and in line with the Human Rights Based and Gender Based evaluations, the evaluation will involve the main beneficiaries of the programme including different types of Dalit women and other minority beneficiaries such as those who participated in the training programme, who participated in decision-making body, and who took part in MNREGA as well as partner organisations, key persons who have closely observed the development about the DWLAI programme and officials related to MNREGA scheme. These stakeholders will be involved meetings, focus group discussions and consultations where they would take part actively in providing in-depth information about how the programme was implemented, what has been changed in their status and how the programme helped bring changes in their livelihoods. The evaluator will develop specific questionnaires pertinent to specific group of stakeholders which would be validated by the reference group as a part of the inception report.

## 11. Management of the Evaluation:

The FGE Secretariat shall promote and manage programme evaluation in its role as commissioner of the evaluation, fulfilling the mandate to conduct and finance the programme evaluation. As manager of the evaluation, the Secretariat will be responsible for ensuring that the evaluation process is conducted as stipulated, promoting and leading the evaluation design, coordinating and monitoring progress and development in the

evaluation study and the quality of the process.

A specific FGE monitoring and evaluation specialist located at the Sub-Regional Office (SRO) will be dedicated to coordinating the evaluation process in close collaboration with the corresponding SRO or CO FGE focal point. In the case of this evaluation, Caroline Horekens, Asia Pacific Programme Specialist will manage the evaluation.

The evaluation consultant will be responsible for their office space, administrative and secretarial support, telecommunications, and printing of documentation. The evaluation consultant will be also responsible for the dissemination of all methodological tools such as surveys. FGE evaluation manager will facilitate this process to the extent possible by providing contact information.

## **12. Expected Products:**

The consultant is responsible for submitting the following deliverables to the FGE Secretariat:

- **Inception Report** (to be submitted within fifteen days of hiring and based on programme documents supplied by the Fund)

This report will be 10 to 15 pages in length and will propose the methods, sources and procedures to be used for data collection. Containing evaluation objectives and scope, description of evaluation methodology/methodological approach (including considerations for rights-based methodologies), data collection tools, data analysis methods, key informants, evaluation questions, performance criteria, issues to be studied, work plan and reporting requirements. It will include a clear evaluation matrix relating all these aspects.

It will also include a proposed timeline of activities and submission of deliverables. The desk study report will propose initial lines of inquiry about the programme. This report will be used as an initial point of agreement and understanding between the consultant and the evaluation managers. The report will follow this outline:

0. Introduction
1. Background to the evaluation: objectives and overall approach
2. Methodology for the compilation and analysis of the information
3. Criteria to define the mission agenda, including “field visits”

- **PowerPoint presentation of preliminary findings** to the key stakeholders. It will be presented at the end of the field visit. The comments made by key stakeholders should inform the draft report.

- **Draft Final Report**

The draft final report will contain the same sections as the final report (described in the next paragraph) and will be 20 to 30 pages in length. This report will be shared among the evaluation reference group as per deadline established in Work-Flow document. It will also contain an executive report of no more than 5 pages that includes a brief description of the programme, its context and current situation, the purpose of the evaluation, its methodology and its main findings, conclusions and recommendations. The final report will be shared with evaluation reference group to seek their comments and suggestions. This report will contain the same sections as the final report, described below.

- **Final Evaluation Report**

The final report will be 20 to 30 pages in length. It will also contain an executive report of no more than 5 pages that includes a brief description of the programme, its context and current situation, the purpose of the evaluation, its methodology and its major findings, conclusions and recommendations. The final report will be sent to the evaluation reference group. This report will contain the following sections at a minimum:

1. Cover Page
2. Executive summary (maximum five pages)
3. Programme description
4. Evaluation purpose
5. Evaluation methodology

6. Constraints and limitations on the study conducted
7. Levels of Analysis: evaluation criteria and questions
8. Findings
9. Conclusions and Lessons Learnt (prioritized, structured and clear)
10. Recommendations
11. Annexes (including interview list-without identifying names for the sake of confidentiality/anonymity) data collection instruments, key documents consulted, Terms of Reference).

### **13. Ethical Code of Conduct<sup>10</sup>:**

The evaluation of the programme is to be carried out according to ethical principles and standards established by the United Nations Evaluation Group (UNEG).

- Anonymity and confidentiality. The evaluation must respect the rights of individuals who provide information, ensuring their anonymity and confidentiality.
- Responsibility. The report must mention any dispute or difference of opinion that may have arisen among the consultants or between the consultant and the heads of the Programme in connection with the findings and/or recommendations. The team must corroborate all assertions, or disagreement with them noted.
- Integrity. The evaluator will be responsible for highlighting issues not specifically mentioned in the TOR, if this is needed to obtain a more complete analysis of the intervention.
- Independence. The consultant should ensure his or her independence from the intervention under review, and he or she must not be associated with its management or any element thereof.
- Incidents. If problems arise during the fieldwork, or at any other stage of the evaluation, they must be reported immediately to the Secretariat. If this is not done, the existence of such problems may in no case be used to justify the failure to obtain the results stipulated by the Secretariat in these terms of reference.
- Validation of information. The consultant will be responsible for ensuring the accuracy of the information collected and will be responsible for the information presented in the evaluation report.
- Intellectual property. In handling information sources, the consultant shall respect the intellectual property rights of the institutions and communities that are under review.
- Delivery of reports. If delivery of the reports is delayed, or in the event that the quality of the reports delivered is clearly lower than what was agreed, the penalties stipulated in these terms of reference will be applicable.

FGE Secretariat will publish the evaluation in its website and in the UN Women Evaluation Resource Centre.

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<sup>10</sup> Please review [www.unevaluation.org/ethical guidelines](http://www.unevaluation.org/ethical_guidelines))

## **Annex 2: Inception Report of DWLAI Evaluation**

### **1. INTRODUCTION**

This inception report is prepared following the framework provided by the terms of reference (Annex-1) and Guidance Note for Inception reports of the UN Women Evaluation Unit. It is prepared based on the reviewing documents (Annex-2) related to Fund for Gender Equality (FGE), Dalit Women's Livelihoods Accountability Initiative (DWLAI), UN Women's Evaluation Guidelines Notes Series, progress reports and other related reports of the DWLAI and plan and policies of government of India, specifically the National Rural Employment Guarantee Act (NREGA) and scheme. In the process, consultations and tele-conferences were organised between and among the evaluator and members of the reference group including, programme specialist-Multi-donor FGE, FGE Evaluation Manager-Asia-Pacific Sub Regional Office (SRO)-Bangkok, SRO focal point New Delhi, and Grantee representative (Gender at Work) New Delhi. This report provides background to evaluation of the DWLAI programme, evaluation framework, methodology including the evaluation planning matrix and work plan.

#### **1.1 BACKGROUND TO THE EVALUATION**

UN Women has been administering the multi-door Fund for Gender Equality (FGE) since 2009 to support the women's economic and political empowerment through public agencies as well as civil society organisations in various countries either in the form of catalytic grant or implementation grant. The catalytic grant is provided for developing gender equality plans and policies in countries where such plans do not yet exist, whereas the implementation grant is provided for supporting implementation of gender equality plans and policies where such plans and policies already exist but implementation is a problem. About US\$ 37.5 million was awarded for the grant cycle 2009-2010 for 40 programmes (27 catalytic and 13 implementation) in 35 countries on the basis of competitive bidding upon the call for proposals in 2009. With the completion of two year cycle, the Fund has provision of conducting evaluation to track, assess, and widely share the lessons learned from this pioneering grant programme and to contribute to global know-how in the field of gender equality. Thus, this evaluation is planned in selected countries including El Salvador, Cameroon, Philippines, Egypt, Senegal, Ukraine, Ghana, Uganda and India. In India, the catalytic grant was awarded jointly to Gender at Work (G@W) and Dalit Stree Sakthi (DSS) project of the Mitra Service Society in December 2009 to support a project called "the Dalit Women's Livelihoods Accountability Initiative (DWLAI) programme. This inception report is about the evaluation of the DWLAI programme.

#### **1.2 DALIT WOMEN'S LIVELIHOODS ACCOUNTABILITY INITIATIVE**

Both Indian men and women are enshrined with equal constitutional rights, which are safeguarded by various legislative regulations<sup>11</sup> and promoted through different welfare measures<sup>12</sup> and ratification of international Conventions (CEDAW, BPA). Despite these, women are still lagging much behind men, especially in exercising the provisions made in the Constitutions. The case was true also in claiming the rights provided by National Rural Employment Guarantee Act/scheme (NREGA/S) 2005 which ensures 100 days' employment to each rural household per year within a periphery of five kilometres of the applicants' residence with 33% reservation for women at equal wage between men and women. If the employment is not given within 15 days of work demand, the Act has provision that the applicant can claim for unemployment allowance. Similarly, the Act has also provision for work site facilities such as drinking water, shade, childcare and healthcare. To increase women's access to claim the legal resource, the Fund for Gender Equality (FGE) programme has been in operation in two Indian states since December 2009.

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<sup>11</sup> Reservation of seats at local level and parliament, Constitutional rights to women such as equal remuneration acts-1976)

<sup>12</sup> Employment programme-1987, Swayamsidha-2001, Rashtriya Mahila Kosh-1992-93)

The Dalit Women's Livelihoods Accountability Initiative (DWLAI) is a catalytic programme funded by the FGE and implemented jointly by Gender at Work in partnership with Dalit Sthree Sakthi (DSS) project of the Mitra Service Society. This two year programme (Dec 2009 – Dec 2011) received a grant of US\$ 492,000 from the FGE and is operating in eight districts of Andhra Pradesh (AP) and Uttar Pradesh (UP) as per the signed agreement between the Mitra Service Society and the then UNIFEM and the G@W and UNIFEM in December 2009. DWLAI is working with Dalit women or women of scheduled castes to improve their economic as well as political conditions by increasing their capacity to claim rights to employment provided by the National Rural Employment Guarantee Act (NREGA) 2005 which is now known as Mahatma Gandhi National Rural Employment Guarantee Act (MNREGA).

The Act was promulgated to provide safety net for food insecure vulnerable poor people in India. However, access of poor women, especially from Dalit and Scheduled castes, to avail the employment was limited. The baseline survey found that there were only 13% of the women who had access to bank accounts in their names, 48% of women's wages were transferred to the account of the male head of the family and 98% of the women surveyed did not participate in the planning process in UP. There was also no involvement of Dalit women as Panchyatraj Leaders to access NREGA. Similarly, discourse on Dalit women participating in MNREGA was almost nonexistent in both States and unemployment allowance was provided to none of the respondents of the baseline survey.

The DWLAI was designed and implemented with an aim at improving Dalit women's access to this legal resource and to introduce their priorities into the policy's design of the Mahatma Gandhi National Rural Employment Guarantee Scheme (MNREGS). Direct beneficiaries of the programme are expected to be 9097 persons of whom 7502 are either Dalit women or women from the scheduled castes. Others include 95 organisational staff and 1500 Dalit men. In addition, there was an expectation during the programme design that about 26,000 people would be indirectly benefited from the implementation of the programme.

The overall responsibility for implementing the DWLAI programme lies jointly with G@W and DSS of Mitra Service Society as they are lead and co-lead organisations respectively. These organisations have forged partnership with five local organisations: one in AP and four in UP. The program has taken the Training of Trainers (TOT) approach for capacity building. Accordingly, staff of partner organisations was provided TOT who subsequently provided training and other awareness raising and capacity building activities to empower members of the target group. The programme is monitored and reported to FGE periodically using the M&E framework provided by FGE.

### **1.3 PURPOSE AND OBJECTIVES OF THE EVALUATION**

This evaluation has a twin purpose: learning and increasing accountability. General objective is to track, assess, and widely share the lessons learned from this pioneering grant programme and to contribute to global know-how in the field of gender equality. Specific objectives are:

- Identify innovative high quality programmes that test novel/unique approaches to catalyze processes toward the development of gender equality commitments.
- Identify particular approaches and methodologies that are effective in meaningfully and tangibly advancing women's economic and political empowerment.
- Identify lessons learned from the experience of grantees in order to influence policy and practice at national, regional and global levels.
- Provide credible and reliable evaluations of the programmes' results, including in the areas of programme design, implementation, impact on beneficiaries and partners, and overall results.
- Provide high quality assessments accessible to a wide range of audiences, including FGE donors, UN Women, women's rights and gender equality organizations, government agencies, and other actors.

### **1.4 SCOPE OF THE EVALUATION**

The evaluation will be conducted from 15<sup>th</sup> September to 21<sup>st</sup> January 2012 with an estimated duration of 90 days. The evaluation will cover the both AP and UP states where the DWLAI programme is implemented. It will assess how the DWLAI which is working with Dalit women or women of scheduled castes has improved their economic as well as political conditions by increasing their capacity to claim rights to employment provided by the MNREGA. It

will assess how different types of Dalit women have participated in the programme cycle and benefited from it. Based on the evaluation purpose, objectives and scope, evaluation questions are prepared. These given in the evaluation planning matrix, therefore are not repeated here.

## **2. EVALUATION METHODOLOGY**

Evaluation methodology includes review of existing data/information, evaluation approach, indicators, data collection and data analysis methods, key data sources and evaluation planning matrix.

### **2.1 REVIEW OF EXISTING DATA/INFORMATION**

The review of the documents/data has been done based on evaluation questions. Below are given some of the findings along the line of evaluation criteria: relevance, effectiveness, efficiency, sustainability and impact. These findings from the document review will be verified by triangulating information with other sources mainly through interactions with stakeholders during the field visit.

#### **Findings related to Relevance**

- Addressing the needs and rights of marginalised group: The DWLAI seems to have addressed rights and needs of the target group by focusing on Dalit women's access to an NREGA, an Act which guarantees 100 days of employment to each rural household per year in India.
- Defining rights: The programme document defines that political rights and economic rights are interrelated and it has been designed for enhancing both rights by enhancing capacity of target group to claim economic rights and promoting target group's effective participation in decision -making. This will be further examined during the field mission.
- Integration of structural dimension: As per the documents, the programme integrates structural dimensions of political empowerment through increasing participation Dalit women in local power structure such as panchayatraj. Information about integration of other structural dimensions will be sorted out during the field mission. At the same time, they have also formed Dalit Sthree Shramik Union (Dalit Women Labour Union) to create pressure their voice heard. There have also been changes in the staff pattern of the partner organisations by inclusion of Dalit women and partner organisations have directed part of their programmes to Dalit community to improve Dalit women situation. This preliminary finding will be further verified reviewing other documents and discussing with stakeholders.
- Aligning with international and national rights: The programme advocates for increased access of Dalit women to NREGA's provision for ensuring (1) reservation for women in its work-sites, thereby increasing women's mobility and employment, (2) gender parity in wages, and (3) increased control of women on their earnings and is said to have contributed to the advancement of CEDAW, MDG, Beijing Platform of Action which is also a subject for further exploration
- Particularities and specific interests of women and men: Dalit women in India pass through the triple discriminations of class, caste and gender. As a result, they are excluded in and from the development process. The problem is low level of access of the target group to the Law that guarantees employment to them at the time when they need. The major cause for this, according to the Programme document is low level of awareness about the provision of the Law as well as inadequate capacity of the target group to claim the entitlement. Likewise, duty bearers' inadequate capacity to implement the Law effectively reaching the needy people is also a problem identified. This is well articulated in the programme and activities are designed to increase the capacity of partner staff to capacitate the beneficiaries, to build capacity of beneficiaries and sensitisation activities to increase capacity of duty bearers.
- Response to obstacles from the political and socio-cultural background: The strategy adopted by the programme was reaching target Dalit women by the trained Dalit women. As per Narrative report, this has worked well. Sensitizing duty bearers on the issues of caste and gender also might have played positive role in understanding the Dalit women's concern by the duty bearers. This will be confirmed during the field mission.

- UN Women’s contribution to raising the quality of the design: UN Women provided technical assistance for programme design that could have contributed to raising the quality of design of the programme as reported in Catalytic Grantee Progress Report on Development Results (as of Dec 2010).
- Responding to the national plan: It is well explained that the DWLAI programme is consistent and supportive to the MNREGA. However, the extent of participation of the local stakeholders in the design phase of the DWLAI programme is not yet known. This will be explored during the field mission.

**Findings related to Efficiency** could not be sorted out from the available documents. The information will be sought during field mission and reviewing further documents.

### **Findings related to Effectiveness**

- Progress achievement:
  - The available documents provides information that knowledge and skills of partner staff has been increased and their capacity to carry out the programme activities has been enhanced through training on gender issues, NREGA, social audit and baseline survey; organising quarterly partner meeting, bimonthly staff meeting; and exposure visit to the organisations that had carried out NREGA activities (Output 1).
  - Output 2 is related to enhanced capacity of Dalit women to claim/access their NREGA related entitlement. To enhance their capacity organisation development activities such as formation of Dalit Women’s Village Groups and Dalit Women’s Committee on NREGA as well as awareness raising activities on 100 days’ work, job cards, bank account through regular meetings and street dramas were organised in UP; whereas Dalit Sthree Shramik Unions and awareness camps were conducted in AP. This claim in the project document will be verified during the field visit discussing with stakeholders.
  - Output 3 is about the sensitization of duty bearers toward the needs and perspective of Dalit women. To sensitize duty bearers felicitation meetings with stakeholders, one-day meetings with newly elected village heads, sit-ins in respective districts to protest sub-contract of NREGA works to private firms and public actions to resolve pending issues were held by right holders, the target group as per the programmes reports.
  - As a result, according to the documents reviewed, there has been increase in Dalit women’s participation in NREGA work, increased participation of women in technical position, and panhayat including in decision-making position. In addition, long pending wages were paid and there has been increased visibility for the cause of Dalit women in print and electronic media as reported in the project progress report including the Six-Monthly Monitoring Report (August 9, 2011) which will be further discussed with stakeholders for confirmation.
- Meeting the need of marginalised women: The objective of the programme is to increase political and economic empowerment of marginalised women in eight districts in AP and UP states of India. It is said that there is increased number of target women getting employment in the NREGS and larger participation in Panchayat. The field mission will verify this claim.

### **Findings related to Sustainability**

Likelihood of continuing long: The program reports state that the programme has been implemented through experienced partners with NREGA and/or Dalit women and lead and co-lead organisations intend to stay there even after the funding support by FGE is phased out. The enhanced capacity therefore, would stay there to further motivate the target group thereby increasing continuity of good practices longer. Further information will be sought to verify this.

- Development of national ownership: The progress reports indicate that program strives to ensure that Dalit women in the project area can access all the provisions that are guaranteed to them by law through the implementation of NREGA and its implementation. In AP, Dalit women have been able to identify

work, apply for work, demand work and question the concerned authorities for effective implementation of the Act. This will be assessed further.

- Operational capacity of partners: The programme has been implemented through the partners which had been working already with NREGA and Dalit women. Their specific level of expertise, as per the progress reports, has gone up while implementing the current programme. The capacity of partners to continue the good practices will be further explored.

The details on the issues of sustainability and impact of the DWLAI programme could not be traced out from the available document review. The information about these will be collected by reviewing other documents and interacting with relevant stakeholders during field mission.

These findings from the programme programme documents are subject to verification which will be done while discussing with stakeholders during field visit.

### Financial Status

The financial status of the DWLAI is obtained as of September 2011. The budget and expenditure show that the total expenses were almost 70% of the total layout. Likewise, expenses on direct programme were also almost at the same ratio with about 75% expense. This indicates that there has been a kind of balance in the expenses on both total expenditure and programme expenditure.

Table 1. Budget and expenses of the DWLAI programme for the year 2010 and 2011 (as of end of Sep'11) USD

Organization	Total Budget	Total expenses 2010 and 2011	%	Direct Program Budget	Expenses on direct cost 2010 and 2011	%
DSS	100,000	51,349	51.35	100,000	51,349	51.35
G@W	392,400	291,103	74.19	79,600	82,812	104.04
Total	492,400	342,452	69.55	179,600	134,161	74.70

Against the above backdrop, this evaluation will assess the extent to which the programme (1) was relevant to the needs of target beneficiaries, (2) has brought changes in the status of Dalit women as it relates to the economic and political empowerment, (3) has converted resources into results, (4) has made impact on the life of target beneficiaries and generated good practices, and (5) has created environment to sustain good practices.

### Review of Output and Outcome Indicators

The outcome and output indicators are developed in a way that they meet the SMART criteria and are interlinked to each other. They are listed below:

Table 2. DWLAI indicator

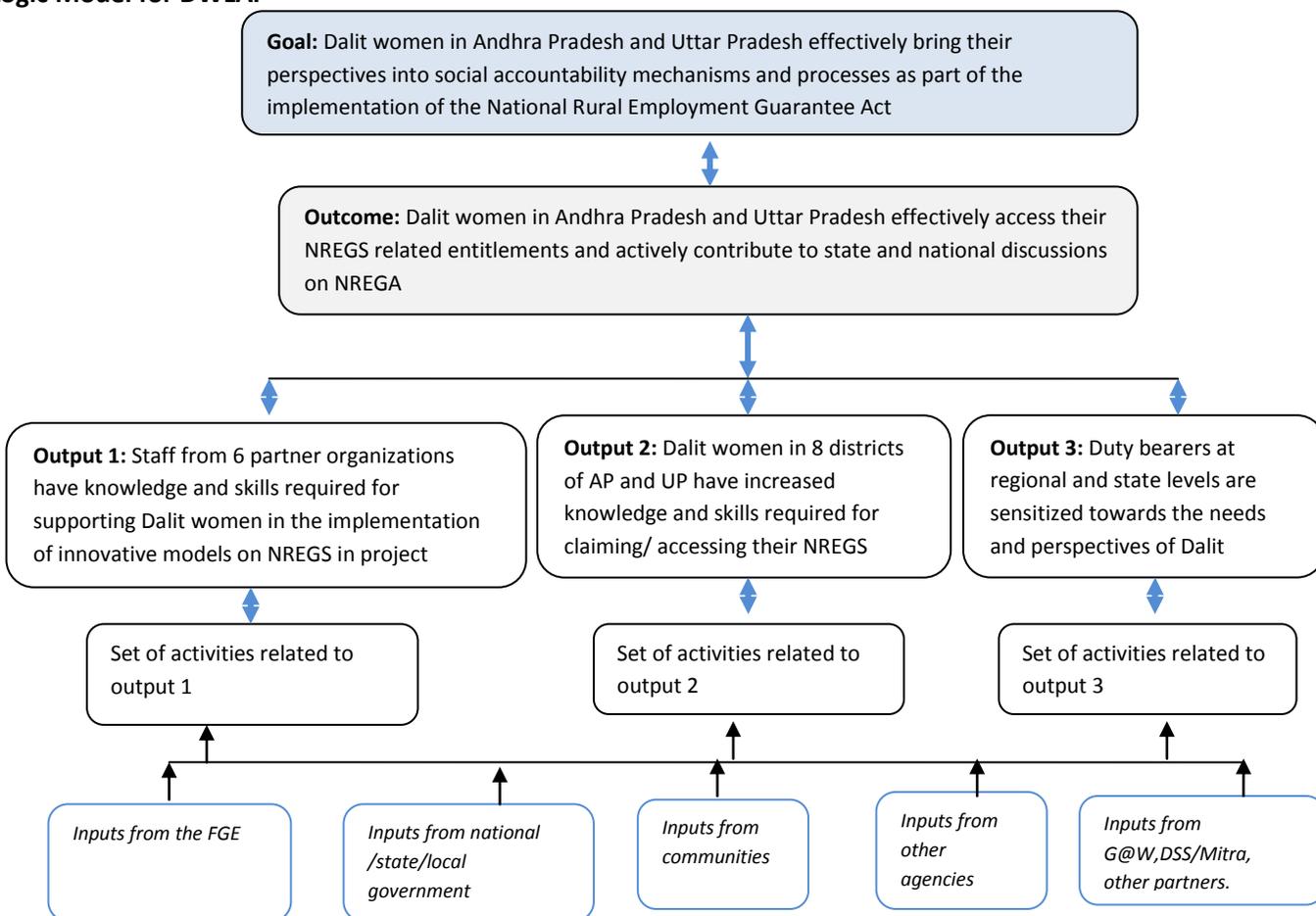
Level	Indicator
<b>Outcome:</b> Dalit women in Andhra Pradesh and Uttar Pradesh effectively access their NREGS related entitlements and actively contribute to state and national discussions on NREGA	Project areas will demonstrate a noticeable change in women's access to NREGA related entitlements
<b>Output 1:</b> Staff from 6 partner organizations have knowledge and skills required for supporting Dalit women in the implementation of innovative models on NREGS in project villages.	Capacities of staff members of partner organisations built through regular inputs to ensure increase in knowledge and skills for effective implementation of the project
<b>Output 2:</b> Dalit women in 8 districts of AP and UP have increased knowledge and skills required for claiming/accessing their NREGS	One worksite each in 45 villages of the project area will show qualitative and quantitative improvement in worksite facilities (as per the law)

related entitlements.	Increase in women's participation in Block-level NREGA workers union by 25%, in one Block of the project area 30% increase from before the start of in number of work days of Dalit women in project villages (80 project villages)
<b>Output 3:</b> Duty bearers at regional and state levels are sensitized towards the needs and perspectives of Dalit women.	50 Dalit women will be working as supervisors (Meths) at work sites
	Up to 40 Dalit women paid any one or both of the following entitlements: unemployment allowance and compensation for late payment of wages in NREGA in 10 project villages

## 2.2 EVALUATION APPROACH

The evaluation approach has been developed by reviewing the provision of evaluation in programme design, details of outcome and output indicators and associated baseline data, monitoring reports, availability or likelihood generating data on gender and human rights. The programme adapts the theory of change approach wherein inputs are provided to implement activities to achieve three planned outputs which cumulatively produce an outcome which ultimately contributes to the attainment of goal. The evaluation also uses the theory of change approach accordingly to examine the link between outcome and activities and results. In the process, it reviews the logic of inputs, activities, outputs, outcomes and goal. These are presented in the logic model below:

### Logic Model for DWLAI



Guided by the logic model presented above, the evaluation will assess whether the change has occurred as expected. It will assess the whether the inputs from various sources and activities carried out produced the stated

outputs. It will explore whether the three outputs together resulted the outcome which is “Dalit women in Andhra Pradesh and Uttar Pradesh effectively access their NREGS related entitlements and actively contribute to state and national discussions on NREGA.” It will then assess the extent to which the outcome contributed to the attainment of goal which is “Dalit women in Andhra Pradesh and Uttar Pradesh effectively bring their perspectives into social accountability mechanisms and processes as part of the implementation of the National Rural Employment Guarantee Act.”

### 2.3 RISKS AND LIMITATIONS

There might be a chance of overvaluing the DWLAI regarding the change in the livelihood of target Dalit women due to unavailability of inputs/resources provided by other than the DWLAI programmes/ projects. There is also a risk of not getting data about the input-output ratio from other similar project to assess the cost-effectiveness. Likewise, since the evaluation does not use random sampling approach, the findings may not have adequate strength to generalize for wider areas.

To address these limitations the following measures will be applied. The overvaluing risk will be minimised by taking information from almost all type of stakeholders including government, key informants who are expected to be knowledgeable about the support from other agencies also. More importantly, in depth interaction will be done with target population wherein this will be one of the areas of discussion. Regarding assessment of cost-effectiveness, monetary benefits of beneficiaries, strategies used for reducing the costs will be considered. Regarding the generalization, triangulation of the information from various sources will be done by using participatory approaches in all stages of evaluation: design, implementation and reporting. This will rather contribute to context specific learning.

### 2.4 DATA COLLECTION METHOD

Both quantitative and qualitative data will be collected to make the findings evidence-based with rich reasoning. A wide range of information sources will be employed for collecting the secondary as well as primary data. The secondary information will be collected from documents received from UN Women for the purpose of this study, relevant files and folders downloaded for information about the policies, laws and their status relating to the claiming of and enjoying the rights by women, especially Dalit women and women belonging to scheduled castes in the Indian states of AP and UP where the DWLAI is operational.

The primary information will be collected from various stakeholders through interview, focus group discussion and observation. The stakeholders for primary information collection will include target beneficiaries, lead and co-lead organisations, partner organisation, related government officials, media and other key informants. Focus group discussion will be held with target beneficiaries and staff of partner organisation whereas, personal interview will be conducted with other stakeholders. Observation of some activities and worksite will also be done in order to better understand the situation. The detail of the stakeholders to be contacted for primary information is given below in the sampling frame.

#### 2.4.1 SAMPLING FRAME

This will be a participatory evaluation covering a wide range of variations involving various stakeholders to capture diversities and increase stakeholder ownership in evaluation. A sampling frame is developed capturing almost all type of stakeholders and information will be collected from each category of stakeholders. Sample within each category has already been selected by consulting the lead organisation, co-lead organisation and UN Women in India. Provision for adding more samples will be made if found necessary to add them during the course of data collection.

Table 3. Sampling frame of the DWLAI evaluation

Type of stakeholders	Tentative number
Target General beneficiaries	40

Beneficiaries who participated in Panchayat raj to make decision regarding the NREGA at local level	3
Officials of Dalit Women Group	4
Officials of Dalit Sthree Shramik Union	4
M&E Officials of G@W, DSS/Mitra	3
Partner organizations	5
NREGA Officials/Rural Development Officials	3
Other organizations working	2
Participants of TOT (Duty bearers and right holders including mates)	5
Staff involved in DWLAI programme implementation/ facilitation for DWLAI programme implementation	8
Other key informants	4
Manager, Fund for Gender equality	1
UN Women Economic Empowerment Advisor	1

#### 2.4.2 DATA COLLECTION INSTRUMENTS

Checklist and questionnaires are developed to collect the data from the various sources said above. In addition to a set of checklist, there are five types of questionnaires developed as follows:

- Questionnaire for beneficiaries
- Questionnaire for Lead and co-lead organisations
- Questionnaire for partner organisations
- Questionnaire for rural development official/ NREGA officials and
- Questionnaire for key informants

Questionnaires will be orally administered in local language with the help of translator where English is a problem. However, the questionnaires for Lead and Co-lead, the partner organisations and key informants will be administered in written form by them, where possible. In addition, observation will be made of some activities during the field mission, where applicable. Some of the questions are repeated to more than one type of stakeholders with the intention of increasing validity through the triangulation process.

#### 2.5 FIELD VISIT

An eight-day field visit will be made to validate the information provided in the documents and get primary information where secondary information is inadequate. The field visit will be done in Delhi to discuss with lead and co-lead as well as UN Women in Delhi and in both programme states of AP and UP from October 17 to October 24 to observe actual implementation and interact with relevant stakeholders including the target group.

#### 2.6 TYPE OF DATA AND DATA ANALYSIS

There will be quantitative as well as qualitative data gathered. The quantitative data will be mostly on number of days household received the employment, number of job cards received, number of persons trained, number of advocacy launched and the like. Qualitative information will be on the satisfaction of right holder target group regarding service provided by duty bearer NREGA officials, partner organisations, strengths and weaknesses of the DWLAI programme and like.

The data analysis will be done using simple descriptive statistics such as percentage, frequency count, etc. As there will not be sample drawn using random method, inferential statistics will not be used. The achievements will be compared against the planned indicators and/or baseline indicators. Mainly data will be triangulated from various sources in order to validate information and enrich assessment.

The unit of analysis will vary by output and outcome. Institutional analysis will be done at output level and DWLAI

programme level evaluation at outcome level. At the institutional level, there are three institutions namely organisation facilitating programme (Lead, co-lead and partner organisation), duty bearers and right holders. What each institution has produced will be analysed at output level. What change the DWLAI programme has brought about in the behaviour/practices of the target population will be analysed at the outcome level.

## **2.7 EVALUATION MATRIX**

An evaluation matrix is prepared which contains evaluation questions, sub-questions, indicators, data source and method of data collection. The evaluation matrix guides evaluator for conducting and analysing information as it locates specific question to specific type of stakeholder with specific indicator. This is provided in Annex-5.

## **2.8 PARTICIPATION OF STAKEHOLDERS IN THE EVALUATION**

There are two mechanisms for stakeholder participation in the evaluation: evaluation reference group and participation in providing information.

### **2.8.1 EVALUATION REFERENCE GROUP**

A reference group has been created to ensure an efficient, participatory and accountable evaluation process and facilitate the participation of stakeholders. Please see the Reference Group Table below which includes members from: Programme organization (Lead and Co lead organizations), Relevant government stakeholders, Relevant women organizations involved in the programme, UN Women Country Office and/or Sub-Regional Office and FGE Secretariat.

The role of the evaluation reference group will be to facilitate evaluation, including: Facilitating the participation of those involved in the evaluation design.

- Identifying information needs, defining objectives and delimiting the scope of the evaluation.
- Providing input on the evaluation planning documents, (Work Plan and Communication, Dissemination and Improvement Plan).
- Providing input and participating in the drafting of the Terms of Reference.
- Facilitating the evaluation team's access to all information and documentation relevant to the intervention, as well as to key actors and informants who should participate in interviews, focus groups or other information-gathering methods.
- Monitoring the quality of the process and the documents and reports that are generated, so as to enrich these with their input and ensure that they address their interests and needs for information about the intervention.
- Disseminating the results of the evaluation, especially among the organizations and entities within their interest group.

### **2.8.2 STAKEHOLDER PARTICIPATION**

In addition to the evaluation reference group, and in line with the Human Rights Based and Gender Based evaluations, the evaluation will involve the main beneficiaries of the programme including different types of Dalit women and other minority beneficiaries such as those who participated in the training programme, who participated in decision-making body, and who took part in MNREGA as well as partner organisations, key persons who have closely observed the development about the DWLAI programme and officials related to MNREGA scheme. These stakeholders will be involved in meetings, focus group discussions and consultations where they would take part actively in providing in-depth information about how the programme was designed and implemented, what has been changed in their status and how the programme helped bring changes in their livelihoods. The specific questionnaires pertinent to specific group of stakeholders are already developed which would be validated by the reference group as a part of the inception report.

## **3. WORK PLAN**

A work plan with timeline for major activities and responsibilities is prepared. This gives information about key

activities, products, timeline for process and completion, responsibilities, issues and status.

#### **4. MANAGEMENT OF THE EVALUATION**

The FGE Secretariat shall promote and manage programme evaluation in its role as commissioner of the evaluation, fulfilling the mandate to conduct and finance the programme evaluation. As manager of the evaluation, the Secretariat will be responsible for ensuring that the evaluation process is conducted as stipulated, promoting and leading the evaluation design, coordinating and monitoring progress and development in the evaluation study and the quality of the process. Caroline Horekens, Asia Pacific Programme Specialist, will be managing and overseeing the evaluation. The evaluation consultant will be responsible for his office space, administrative and secretarial support, telecommunications, and printing of documentation. The evaluation consultant will be also responsible for the dissemination of all methodological tools such as questionnaire and checklist. FGE evaluation manager will facilitate this process to the extent possible by providing contact information. Two translators (one in each site) will be required to administer the questionnaire in local language with Dalit women, key informants and NREGS/ rural development officials. This arrangement will be made by UN Women or grantee.

#### **5. EXPECTED PRODUCTS**

The evaluation will produce the following products:

- Inception Report: The present report is the inception report.
- PowerPoint presentation of preliminary findings to the key stakeholders
- Draft Final Report
- Final Evaluation Report

PowerPoint presentation of preliminary findings to the key stakeholders: It will be presented at the end of the field visit. The comments made by key stakeholders should inform the draft report

Draft Final Report: will contain the same sections as the final report (described in the next paragraph) and will be 20 to 30 pages in length. This report will be shared among the evaluation reference group as per deadline established in Work-Flow document. It will also contain an executive report of no more than 5 pages that includes a brief description of the programme, its context and current situation, the purpose of the evaluation, its methodology and its main findings, conclusions and recommendations. The final report will be shared with evaluation reference group to seek their comments and suggestions. This report will contain the same sections as the final report, described below.

The final report will be 20 to 30 pages in length. It will also contain an executive report of no more than 5 pages that includes a brief description of the programme, its context and current situation, the purpose of the evaluation, its methodology and its major findings, conclusions and recommendations. The final report will be sent to the evaluation reference group. This report will contain the following sections at a minimum:

- Cover Page
- Executive summary (maximum five pages)
- Programme description
- Evaluation purpose
- Evaluation methodology
- Constraints and limitations on the study conducted
- Levels of Analysis: evaluation criteria and questions
- Findings
- Conclusions and Lessons Learnt (prioritized, structured and clear)
- Recommendations
- Annexes (including interview list-without identifying names for the sake of confidentiality/anonymity) data collection instruments, key documents consulted, Terms of Reference).

### Annex 3: Field Mission Report - Please see PowerPoint Presentation

### Annex 4: List of Individuals and Organizations who Participated in the Evaluation

SN	Position	Agency	Place of meet
1	Reporter	Amarjwala	Chittrakoot, UP
2	Reporter	Andhra Jyoti	Rang Reddy, AP
3	Reporter	Andhrabhumi Newspaper	Rang Reddy, AP
4	BDO	Block Development Office	Chittrakoot
5	BDO	Block Development Office	Raja Talab Varanasi
6	Member	Dalit Mahila Samiti	Vanangana Office
7	Member	Dalit Mahila Samiti	Vanangana Office
8	Member	Dalit Mahila Samiti	Vanangana Office
9	Member	Dalit Mahila Samiti	Vanangana Office
10	Member	Dalit Mahila Samiti	Vanangana Office
11	Member	Dalit Mahila Samiti	Vanangana Office
12	Member	Dalit Mahila Samiti	Vanangana Office
13	Member	Dalit Mahila Samiti	Vanangana Office
14	Member	Dalit Mahila Samiti	Vanangana Office
15	Participant	DSS	Malkapur, AP
16	Participant	DSS	Malkapur, AP
17	Participant	DSS	Malkapur, AP
18	Divisional Organizer, Chevella Division, Ranga Reddy District	DSS	Chevella, AP
19	District Co-ordinator, Ranga Reddy District	DSS	Malkapur, AP
20	Programme Manager	DSS	Delhi/Hyderabad
21	Convener	DSS	Delhi/Hyderabad
22	Office Assistant	DSS	Hyderabad
23	Cultural Co-ordinator	DSS	Hyderabad
24		DSS	Hyderabad
25	District Co-ordinator, Krishna District	DSS	Hyderabad
26	Divisional Organizer, Secunderabad	DSS	Hyderabad
27	Divisional Organizer, Narasaraopet Division, Guntur District	DSS	Hyderabad
28	Divisional Organizer, Guntur Division, Guntur District	DSS	Hyderabad
29	State Co-ordinator	DSS	Hyderabad
30	Divisional Organizer, Chevella Division, Ranga Reddy District	DSS	Hyderabad
31	Divisional Organizer, Amalapuram Division, East Godavari Dt	DSS	Hyderabad
32	Divisional Organizer, Vikarabad Division, Ranga Reddy District	DSS	Hyderabad

33	Divisional Organizer, Hyderabad	DSS	Hyderabad
34	Divisional Organizer, Tenali Division, Guntur District	DSS	Hyderabad
35	Divisional Organizer, Narsapuram Division, West Godavari Dt	DSS	Hyderabad
36	Divisional Organizer, Visakhapatnam City, Visakhapatnam Dt	DSS	Hyderabad
37	Divisional Organizer, Visakhapatnam Rural, Visakhapatnam Dt	DSS	Hyderabad
38	Divisional Organizer, Sabbavaram Division, Visakhapatnam Dt	DSS	Hyderabad
39	Finance Officer	DSS	Hyderabad
40	Mate	DSSU	Bobiligama, AP
41	DSSU member	DSSU/DSS	Chevella, AP
42	DSSU member	DSSU/DSS	Chevella, AP
43	DSSU member	DSSU/DSS	Chevella, AP
44	DSSU member	DSSU/DSS	Chevella, AP
45	DSSU member	DSSU/DSS	Chevella, AP
46	DSSU member	DSSU/DSS	Chevella, AP
47	DSSU member	DSSU/DSS	Chevella, AP
48	Reporter	E-Nadu	Rang Reddy, AP
49	Reporter	E-TV	Chittrakoot, UP
50	Manager	G@W	New Delhi
51	Resource Consultant	G@W	Lucknow, UP
52	Resource Person,	G@W	Lucknow, UP
53	Resource Person,	G@W	Lucknow, UP
54	Pradhan	Gram Panchayat	Nagipur
55	Pradhan	Gram Panchayat	Gaura
56	Pradhan	Gram Panchayat	Parmandpur
57	Pradhan	Gram Panchayat	Benipur
58	Pradhan	Gram Panchayat	Dholapur
59	Pradhan	Gram Panchayat	Basantpatti
60	Reporter	Jana Sandesh Time	Chittrakoot, UP
61		Lok Samiti	Lucknow, UP
62		Lok Samiti	Lucknow, UP
63	Rozgar Sewak	Loksamiti	Varanasi
64	Additional Secretary	Ministry of Rural Development	Lucknow, UP
65	Reporter	Namaste	Rang Reddy, AP
66	Field assistant	Panchayat	Malkapur, AP
67	Participant in mate training	Parmarth	Vanangana Office
68	Participant in mate training	Parmarth	Vanangana Office
69	Participant in mate training	Parmarth	Vanangana Office

70	Participant in mate training	Parmarth	Vanangana Office
71	Participant in mate training	Parmarth	Vanangana Office
72		Parmarth	Lucknow, UP
73		Parmarth	Lucknow, UP
74	Minister	Rural Development,	Hyderabad, AP
75		Sahajani Shiksha Kendra (SSK)	Lucknow, UP
76	Reporter	Sakshi	Rang Reddy, AP
77	Participant in mate training	SSK	Vanangana Office
78	Participant in mate training	SSK	Vanangana Office
79	Participant in mate training	SSK	Vanangana Office
80	Participant in mate training	SSK	Vanangana Office
81		SSK	Lucknow, UP
82		SSK	Lucknow, UP
	Reporter	Surya	Rang Reddy, AP
83	Narisipatnam Division, Visakhapatnam District	Swajana	Hyderabad
84	Reporter	TV-9	Rang Reddy, AP
85		UNWOMEN	New Delhi
86		UNWOMEN	New Delhi
87	Chief of UN Women FGE	UNWOMEN	NY
	Advisor – UN Women Economic Empowerment	UNWOMEN	NY
88	Participant in mate training	Vanangana	Vanangana Office
89	Participant in mate training	Vanangana	Vanangana Office
90	Participant in mate training	Vanangana	Vanangana Office
91	Participant in mate training	Vanangana	Vanangana Office
92	Participant in mate training	Vanangana	Vanangana Office
93	Participant in mate training	Vanangana	Vanangana Office
94	Participant in mate training	Vanangana	Vanangana Office
95	Participant in mate training	Vanangana	Vanangana Office
96		Vanangana	Lucknow, UP
97		Vanangana	Lucknow, UP
98		Vanangana	Lucknow, UP
99	Reporter	Warta Daily	Rang Reddy, AP

### Focus Group Discussion Photographs

Participants in Chevella, Ranga Reddy District, AP, raising their hands indicating 'Yes' for Bank Account/ smart card in their own name.



Participants in FGD in Baboligama, Ranga Reddy District, AP



Participants of FGD in Malkapur, Ranga Reddy, AP



Participants of FGD in Basila, Chitrakoot, UP



FGD Participants in Parmandpur, Varanasi, UP



Musahar, Chamar and Muslim women constructing village road in Parmandpur, Varanasi, UP

## Annex 5: List of Documents Reviewed

- A Manager's Guide to Gender Equality & Human Rights Responsive Evaluation, UN Women
- Arnab Basu, Nancy Chau and Ravi Kanbur (ND) The National Rural Employment Guarantee Act of India, 2005
- Baseline survey I
- Baseline survey II
- BPA. 1995. Beijing Declaration and Platform for Action: Fourth World Conference on Women (15 September 1995) INDEX. Beijing Declaration. Platform for Action.
- Brochure, FGE, UN Women
- Call for proposal (FGE), UNIFEM, 2009
- Catalytic Grantee Progress Report on development Results, UN Women (Jan-Dec, 2010)
- DWLAI logframe
- FGE Feedback to Grantee/ Six-month monitoring report, August 2011
- FGE Feedback to Grantee/ Six-month monitoring report, January 2011
- FGE Feedback to Grantee/ Six-month monitoring report, July-December 2010
- FGE Feedback to Grantee/ Six-month monitoring report, March 2011
- FGE Feedback to Grantee/ Six-month monitoring report, Sept 2010
- Financial report, 3rd quarter, Dec 2010
- Financial report, August 2010
- Financial report, January-June 2011
- Financial report, up to September 2011
- General programme information on DWLAI, March 2011
- Ian MacAuslan. 2008. India's National Rural Employment Guarantee Act: A Case Study for How Change Happens
- Impact of NREGS on the Food Consumption of the Beneficiaries and the Education of their Children. The Commissioner, Department of Rural Development, Government of Andhra Pradesh
- Mahatma Gandhi National Rural Employment Guarantee Act (MNREGA) 2005
- Orientation workshop for FGE catalytic grant awardees-2009, March 2010
- Performance Monitoring Framework (PMF) of Dalit Women's Livelihood Accountability Initiative (DWLAI)
- PMF update (no date)
- Reporting template for Gender at Work, August 2010
- Standard Project Cooperation Agreement between UNIFEM and DSS project of Mitra Service Society, December 2009
- Standard Project Cooperation Agreement between UNIFEM and Gender at Work, December 2009
- Sub-regional Office (SRO) Brief Assessment on Grantee, Jan 2011
- UNEG Principles of Working Together, UNEG, March 2011
- UNIFEM's Strategic Plan (2008-11 expanded to 2013), 2009
- UN Women, Fund for Gender Equality. 2011. Monitoring and Evaluation Framework 2010-2013. July 2010, revised March 2011

## Annex 6: Work-Flow

### Evaluation of FGE Catalytic Programme on Economic Empowerment India

#### A. Evaluation Work-Flow

Evaluator: Mr. Gana Pati Ojha; Manager of Evaluation: Ms. Caroline Horekens

Key Evaluation Activities	Process completed by	Responsible	Remarks/Issues	Products	Status
Collection and systematization of UN Women; FGE; and programmes documents including knowledge management, communication and M&E products.	Period: 15 August - 10 September 2011 Days: 10	FGE Secretariat			Completed
Desk review of programme documents and UN Women documentation	Period: 15 -20 September 2011	Evaluator		Part of Inception Report	Completed
Develop methodology and tools of evaluation	Period: 21 -25 September 2011	Evaluator		Part of Inception Report	Completed
Establishment of Evaluation Reference Group	First Meeting 5 <sup>th</sup> October 2011	Evaluator	1 <sup>st</sup> meeting organized on Wed 5 <sup>t</sup> October 2011 (9am New Delhi/Kathmandu Time) Requests input on TOR, Mission Plan and provide Time-Line.	Minutes of meetings	Completed
Review, contextualize and finalize TOR for evaluation with evaluation reference group	Final TOR ready by Friday 7 October 2011	FGE & Evaluator & Reference Group	Gana sends final TOR to FGE on Friday 7 <sup>th</sup> October.	TOR for evaluation	Completed
Deliver the inception report	First Draft of Inception Report sent by Gana to Reference Group by October 11 <sup>th</sup> 2011	Evaluator	From 10-12 input from RG received so that all comments received and integrated and we have final Inception Report agreed by all by Friday 14 <sup>th</sup> October Max.	Inception Report (10-15 pg.)	Inception report sent by evaluator for review
Validation of inception report	Final inception report sent by Evaluator to FGE on 13 October.		Conference call organized for validation of inception report on October 14	Final inception report	
Field mission to programme countries	Mission from: Sunday 16 to Monday 25 October 2011	FGE & SRO/CO Focal points & Evaluator & Reference Group	Gana already in touch with Praneeta (Grantee Lead) who is preparing Mission Plan. This will be shared with RG for input.	Preliminary findings	Completed

Present preliminary findings from evaluation process	This should be done by Monday 31 <sup>st</sup> October – presentation to be made by tele-conference to Reference Group Members one week after Mission.	Evaluator	This could be a 1 hour Reference Group Meeting – with Power Point sent to all before meeting so that all can follow. 30 minute presentation by Gana followed by 30 minute Q&A	Power point presentation	Completed
Develop and deliver draft final evaluation report	Estimated date of sending First Draft by Gana to Reference Group : December 5th	Evaluator		Draft Evaluation Report	Completed
Discussion of draft evaluation report with evaluation reference group and FGE	By Friday 13th December all comments input received by Reference Group.	FGE & SRO/CO Focal points & Evaluator & Reference Group		Consultations	
Final evaluation report ready and endorsed	By 10 <sup>th</sup> January 2011 Final Report sent to RG by evaluator.	Evaluator	RG will have 5 days to provide input. Comments will be integrated and Final report will be sent by Gana to FGE by Friday 20 <sup>th</sup> January 2012.	Final Evaluation Report	Completed

## Annex 7: Questionnaires and Checklist

### Questions for Beneficiaries

1. NREGA Work: Has there been an increase?
2. Job cards: Have or not, who owns? Why in women's name?
3. Bank accounts: Have or not, in your name? Husband's name? Joint? Why in women's name?
4. Awareness increase since 2010
5. Knowledge (ask questions to the women): How many days of work are mandatory under NREGA, is there reservation for women, how much is the reservation? What are the work-site facilities that should be made available?
6. Knowledge about the innovation: Eg Basila: How did you choose this work, what was the process, how did you go about implementing the plan, what were the challenges?
7. Apart from the organization, where else have you got support from, and what kind of support has it been?
8. Changes in your access to NREGA since the beginning and now.
9. What challenges did you face at the outset, two years ago. What are the kinds of challenges you face now? How did you overcome the challenges?
10. Have there been any changes at the household level since you have started working at NREGA sites? Do you have any control over your earnings?
11. Has your standing/self respect in the household/village/community changed in any way ever since you began to engage with NREGA in this manner?
12. Has there been any change in behavior of the duty bearers (Panchayat representatives, Secretaries, etc), over the past few years?
13. Participation in decision making in Panchayats
14. Panchayat Representatives: What has been your engagement with the
15. Panchayat representatives? Have you been able to make any linkages with the Panchayat? Are there others with whom you have made linkages (other than elected representatives) that will make working with NREGA easier?
16. Sustainability: If the support organization was to close its doors, how would you continue to engage with NREGA?
17. If Vanangana/partner organisation was to start this work in the new village, what should they replicate and what should they do differently?
18. What can the organisation do better?

### Questionnaire for Key Informants

#### Relevance

- Is the DWLAI programme in India addressing identified rights and needs of the Dalit women in AP and UP states?
- Does the programme define the rights of Dalit women as interrelated?
- How social and economic rights are incorporated in the DWLAI programme/
- Does the programme integrate an understanding of the structural dimensions of context – social, economic, political; formal and informal; institutions, values, practices, and norms?
- To what extent has the UN Women contributed to raising the quality of the design of the DWLAI programme?
- To what extent have the country's national and local authorities and social agents been taken into consideration, participated, or have become involved, at the design stage of the DWLAI programme?

#### Efficiency

- Has been the DWLAI programme cost-effective?
- How would it be less costly without compromising the quality?

- What measures have been taken during planning and implementation to ensure efficiently used of resources?
- To what extent are the inputs and outputs equally distributed between different groups of women, and have the potentials of disadvantage women been fully utilized to realize the outcomes?
- How the programme does utilize local capacities of right-bearers and duty-holders to achieve its outcomes?
- To what extent does the programme's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) contribute to obtaining the predicted outcome and outputs?

### **Effectiveness**

- Do the outputs produced meet the required high quality?
- To what extent the objectives have been achieved, and do the intended and unintended benefits meet fairly the needs of Dalit women or marginalized Dalit women?
- What are the three good practices of the DWLAI programme
- What are three important weaknesses of the programme? (process, results)

### **Sustainability**

- Is the DWLAI programme supported by national/local institutions? Do these institutions demonstrate leadership commitment and technical capacity to continue to work with the programme or replicate it?
- What good practices do you think would continue after the programme phase out? Why?

### **Impact**

- What are the intended and unintended, positive and negative, long-term effects of the DWLAI programme?
- To what extent are the benefits the programme has had likely to continue? (i.e. has it shifted access to power, established new relationships or coalitions, or changed resources?)
- To what extent can the identified changes be attributed to the DWLAI programme?
- What is the evidence that the DWLAI programme enabled the Dalit women rights holders to claim their NREGA rights more successfully and the NREGA official duty bearers to perform their duties more efficiently?

<b>Questionnaire for Lead and Co-lead Organisations</b>
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### **Efficiency**

- What were the existing capacities/resources of right holders regarding claiming rights to MNREGS employment?
- What were the existing capacities/resources of duty bearers regarding Dalit women's needs and perspectives about MNREGS?
- How were they utilised in DWLAI?
- Who were partners of DWLAI programme?
- To what extent have partnerships been supportive of the DWLAI programme activities?
- To what extent are the inputs and outputs equally distributed between different groups of Dalit women?
- What were the potentials of disadvantaged Dalit women in relation to DLAI programme?
- To what extent were operational and managerial practices efficient of the DWLAI programme?
- To what extent does the programme's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) contribute to obtaining the predicted outcome and outputs?
- How does the programme learn and adapt to lessons learned?
- In what ways do the programme leads demonstrate that they are learning organizations?
- To what extent were partner organisations involved in DWLAI design, and implementation decisions?

- To what extent have public/private national resources and/or counterparts been mobilized to contribute to the programme's objective and produce results and impacts?

### **Effectiveness**

- What are the changes in knowledge of Dalit women regarding their rights to participate in the MNREGS?
- What is the participation rate of Dalit women in MNREGS employment?
- What is the proportion of Dalit women's participation in Panchayat in decision-making regarding MNREGS?
- Is there any change in the response of MNREGS officials as it regards to Dalit women's concerns?
- How would you justify that produced results are of high quality?
- What are the reasons for the achievement or non-achievement?
- To what extent were the achieved results promoting women's rights and gender equality among different types of Dalits?
- Had the DWLAI programme effective monitoring mechanisms in place to measure progress towards results?
- In what way has the DWLAI programme come up with innovative measures for problem-solving?
- Have any good practices, success stories, or transferable examples been identified?

### **Sustainability**

- What operational capacity of panchayat, MNREGS and partner organisations has been strengthened by the DWLAI in terms of technology, finance, and staffing?
- What management capacities of national partners, such as learning, leadership, programme and process management, networking and linkages have been supported by DWLAI?
- Is the DWLAI programme supported by national and/or local institutions?
- What types of support are provided by local institution?
- Are these institutions willing to continue support?
- How capable are they to mobilise the Dalit women to claim their rights?
- Are these institutions showing technical capacity and leadership commitment to keep working with the programme and to repeat it?
- Have operating capacities been created and/or reinforced in national partners?
- Do the partners have sufficient financial capacity to keep up the benefits produced by the programme?
- Is the two-year duration of the DWLAI programme sufficient to ensure a cycle that will project the sustainability of the interventions?
- To what extent are the visions and actions of the partners consistent or divergent with regard to the DWLAI programme?
- Are some other projects in pipeline in order to further enhance capacity of Dalit women to claim right to employment as provisioned in the NREGA?
- In what ways can the governance of the DWLAI programme be improved so that it has greater likelihood of achieving future sustainability?

### **Impact**

- What are the intended and unintended, positive and negative, long-term effects of the DWLAI programme?
- To what extent are the benefits the programme has had likely to continue? (i.e. has it shifted access to power, established new relationships or coalitions, or changed resources?)
- To what extent can the identified changes be attributed to the DWLAI programme?
- What is the evidence that the DWLAI programme enabled the Dalit women rights holders to claim their NREGA rights more successfully and the NREGA official duty bearers to perform their duties more efficiently?

## Questionnaire for NREGA Official/Rural Development Official

### Relevance

- Was the DWLAI programme consistent with and supportive to MNREGS?
- What have been the problems in your area with regard to NREGA and Dalit women's participation in the same. Has the organisation been able to make a difference to these problems?

### Efficiency

- Has demand for works by Dalit women under NREGA increased in the field areas over the past two years? (Panchayat, Block, District)
- What support did you provide to the partner in implementing the programme? (monetary, technical, coordination, participation in meeting)
- Pls comment about the level of coordination of DWLAI among different stakeholders?
- Was there any role of DWLAI in facilitating payment of delayed wages? (Providing suggestions, encouraging Dalit women groups to create pressure, lobbying with MNREGS, etc) (PANCHAYAT, BLOCK)

### Effectiveness

- What were the DWLAI's activities that you or any staff of MNREGS participated?
- In which your activities did DWLAI officials participate?
- How do DWLAI shares information of its activities with you?
- In your opinion, are they moving to right direction?
- How are their results promoting women's rights and gender equality among different types of Dalits?
- Have any good practices, success stories, or transferable examples been identified?
- What are its strengths?
- What are its weaknesses

### Sustainability

- In your opinion, what is the likelihood that the benefits from the organisation's programme will be maintained for a reasonably long period of time after termination of the current programme?
- Are there any good practises that you have learned from this project/process/partners? Are there any that you feel should be replicated?
- Do you see this partner/project as a support to your work or as a burden?
- Are some other projects in pipeline in order to further enhance capacity of Dalit women to claim right to employment as provisioned in the NREGA?

### Impact

- Can you identify changes that can be attributed to the partners programme?
- How has the DWLAI programme enabled the Dalit women rights holders to claim their NREGA rights more successfully?
- Has the program pushed/supported NREGA official duty bearers to perform their duties more efficiently? (PANCHAYAT and BLOCK)

## Questionnaire for Partner Organisations

### Relevance

- Were you consulted for or have you participated in the design of DWLAI programme? Give example
- How relevant are DWLAI activities to your organisation and to the Dalit women?
- Efficiency
- In your opinion, how would the DWLAI programme be less costly without compromising quality?
- Did you provide any suggestion to Gender at Work/DSS-Mitra to make the DWLAI programme less costly?
- Have noticed any change in the working pattern of DWLAI with your suggestions?
- Pls comment about the level of coordination of DWLAI among different stakeholders?

- Who provided what to implement the DWLAI programme in addition to Gender at Work/DSS-Mitra?
- How transparent did you find the DWLAI programme?
- How cooperative did you find MNREGS in the implementation of DWLAI?
- How actively had Dalit women have participated in the DWLAI programme? Give example

#### Effectiveness

- What are the activities that you are involved in?
- What are the changes in your organisation as result of participation in DWLAI programme?
- What changes have your realised in your capacity in coordinating with other related agencies working for Dalit women and MNREGS?
- What target were you given and what are the achievements?
- What are the reasons for the achievement or non-achievement?
- To what extent were the achieved results promoting women's rights and gender equality among different types of Dalits?
- What are the good practices, success stories, or transferable examples of the DWLAI programme in your area?
- What are the strengths and weaknesses of the DWLAI Programme?

#### Sustainability

- What are local institutions supporting DWLAI programme?
- What were DWLAI activities that supported the local institutions?
- Give any example of increased capacity of local institution as a result of DWLAI activities
- How strong are these organisations to keep working with the programme and to repeat it?
- Do the partners have sufficient financial capacity to keep up the benefits produced by the programme?
- Is the two-year duration of the DWLAI programme sufficient to ensure a cycle that will project the sustainability of the interventions?
- To what extent are the visions and actions of your organisation consistent or divergent with regard to the DWLAI programme?
- Are some other projects in pipeline in order to further enhance capacity of Dalit women to claim right to employment as provisioned in the NREGA?
- In what ways can the governance of the DWLAI programme be improved so that it has greater likelihood of achieving future sustainability?

#### Impact

- What are the intended and unintended, positive and negative, long-term effects of the DWLAI programme?
- To what extent are the benefits the programme has had likely to continue? (i.e. has it shifted access to power, established new relationships or coalitions, or changed resources?)
- To what extent can the identified changes be attributed to the DWLAI programme?
- What is the evidence that the DWLAI programme enabled the Dalit women rights holders to claim their NREGA rights more successfully and NREGA official duty bearers to perform their duties more efficiently?

<b>Questionnaire for FGE Manager</b>
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- A. Is working to strengthen the rights of the most vulnerable women - such as the Dalit women in India - a priority for the FGE? How does this link to the global UN Women strategy?
- B. How does the FGE work to ensure that the most marginalized women's rights - such as the Dalit women who are the target beneficiaries in this case -- are adequately reflected in programme selection and design?
- C. How does the FGE ensure that the programme is also relevant for additional stakeholders, for example:
  - In the case of UN Women:

- The FGE
  - UN Women HQ/sub-regional offices/country offices
  - Other grantees who may be working on similar programmes in other parts of the world
  - Government partners
  - Potential donors etc.
- D. How do you ensure that the programme like DWLAI has contributed to women's economic empowerment and political empowerment linked to the FGE objective?
- E. How important is it for FGE programmes to integrate an understanding of the structural dimensions of the national and international contexts? How do you ensure that FGE programmes do this in an efficient manner, for example in the case of the DWLAI programme?
- F. Through projects such as this one, have the management capacities of national partners, (such as learning, leadership, programme and process management, networking and linkages) been strengthened? Please explain.
- G. What were the strategies undertaken by FGE to enhance the capacity of Grantee in terms of monitoring partner organisations and target group, collecting information, and using M&E framework?
- H. How does the FGE ensure that programmes like the DWLAI programme are RBM based: in terms of design, implementation and monitoring?
- I. If you are familiar with the programme: How does FGE ensure that the results are of high quality of the catalytic programme like the DWLAI in India in terms of building the capacity of target groups like the Dalit women and sensitization of duty bearers like employment providing agency (Mahatma Gandhi National Rural Employment Guarantee Act/Scheme)?
- J. The programme has made some progress in building the capacity of target group and partner organisations in claiming the entitlement to employment. But the capacity of target group may not be adequate to continue claiming the entitlements as the procedure is tedious and very bureaucratic. Many partner organisations do not have their own resources to support after the termination of the current grant cycle. Therefore, sustainability of this programme is an issue.
- K. Is the two-year duration of the catalytic programmes like the DWLAI programme sufficient to ensure a cycle that will project the sustainability of the interventions? Are there any FGE strategies in place to ensure sustainability of catalytic programmes beyond the 2 year implementation?

<b>Questionnaire for UN Women Economic Adviser</b>
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How does the UN Women work to ensure that the most marginalized women's economic rights - such as the very poor Dalit women who are the target beneficiaries in this case -- are adequately reflected in programme designs?

Is working to strengthen the economic rights of the most vulnerable women - such as the dalit women in India - a priority for the UN Women? How does this link to the global UN Women strategy?

How does the UN Women ensure that the programme is also relevant for additional stakeholders, for example:

- In the case of UN Women:
  - o The FGE
  - o UN Women HQ/sub-regional offices/country offices
- Other grantees who may be working on similar programmes in other parts of the world

- Government partners, etc.

How do you ensure that a programme like DWLAI has contributed to women's economic empowerment and was linked to international covenants such as CEDAW, BPA, MDG?

How do you ensure that the programme has adequately involved the participation of beneficiaries like the marginalised Dalit women in this case in the design, implementation and monitoring of the UN Women/FGE programme?

How important is it for UN Women programmes to integrate an understanding of the structural dimensions of the national and international contexts? How do you ensure that UN Women programmes such as the FGE's do this in an efficient manner, for example in the case of the DWLAI programme?

The programme has made some progress in building the capacity of target group and partner organisations in claiming the entitlement to employment. But the capacity of target group may not be adequate to continue claiming the entitlements as the procedure is tedious and very bureaucratic. Many partner organisations do not have their own resources to support after the termination of the current grant cycle. Therefore, sustainability of this programme is an issue.

Is the two-year duration of the catalytic programmes like the DWLAI programme sufficient to ensure a cycle that will project the sustainability of the interventions? In your opinion, what is the likelihood that the benefits from economic empowerment Programmes like the DWLAI will be maintained for a reasonably long period of time after termination?

Are there any UN Women strategies in place to ensure sustainability of grassroots economic empowerment programmes beyond implementation?

Are there any best practices in terms of strengthening the economic empowerment of women that you can identify in this project that you think should be used in future projects?

<b>Checklist</b>
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### **Coordinators of G@W and DSS/Mitra**

- Partner selection approach
- Overall working approach
- Activity planning mechanism (workshop, meeting)
- Implementation strategy
- Monitoring of implementation
- Coordination mechanism at local, district, state and project level
- Coordination between G@W and DSS/Mitra
- Relationship with UN Women
- Sharing information
- Materials production and dissemination
- Networking (vertical and horizontal)
- Strengths
- Weaknesses
- Suggestions for improvement
- Staff involved in DWLAI at various level including those of partners by gender and caste
- Comments on the capacity of staff

## **M&E section of G@W, DSS/Mitra**

- Logframe updating including planned number of beneficiaries
- Record keeping at G@W, DSS/Mitra
- Record keeping at partner organisations
- Reporting system (partners—G@W/DSS--UN Women country?, Region?, HQ?)
- Use of UN Women M&E framework and their comments
- Baseline survey
- Overall work plan including responsibilities of partners

## **Partner Organisations**

- Staff selection for DWLAI programme
- TOT participants selection approach
- Dalit women selection approach for DWLAI programme
- Overall working approach
- Participation in activity planning mechanism
- Monitoring and reporting of implementation
- Coordination mechanism at local, district, state
- Relations with MNREGS and other agencies
- Sharing information
- Materials dissemination
- Networking (vertical and horizontal)
- Strengths
- Weaknesses
- Suggestions for improvement
- Comments on the capacity of staff involved in DWLAI
- Capacity of the partner to support DWLAI good practices after phase out
- Support needed to continue DWLAI programme after phase out

## **List of observations**

- Job cards with beneficiaries
- Records of activities at G@W and DSS/Mitra including some meeting minutes, if possible
- Materials produced
- Media report about DWLAI contribution

## Annex 8: EVALUATION MATRIX

Main Question	Sub-Question	Indicators	Data source	Collection method
<b>Relevance: The extent to which the objectives of a programme are consistent with the needs and interest of Dalit women, Dalit women's rights models, the needs of the country, CEDAW, MDG, Beijing Platform of Action.</b>				
<b>Are Dalit women's rights adequately reflected in the programme design and How relevant is the programme for the respective stakeholders (FGE, UN Women HQ/sub-regional/country offices, grantee organizations, grantees' programme partners, national government, and beneficiaries, other relevant aid development agencies working in the country)?</b>	Is the DWLAI programme addressing identified rights and needs of the Dalit women in relation to claiming entitlement as provisioned in the MNREGA in AP and UP states of India where it is implemented?	<ul style="list-style-type: none"> <li>Evidence of Dalit women's rights and needs defined and integrated into the DWLAI programme.</li> <li>Sex disintegrated data on women's and men's interest.</li> </ul>	Internal Programme Documents: Concept Note, prodoc,  Key Informants (KI)	Desk review and interview  Desk review
	Does the programme define the rights of Dalit and other minority women as interrelated?	<ul style="list-style-type: none"> <li>Evidence of integration of social, economic and political dimensions into the DWLAI programme.</li> </ul>	Baseline survey report	
	Does the programme integrate an understanding of the structural dimensions of the national and international context: social, economic, political; formal and informal; institutions, values, practices, and norms	<ul style="list-style-type: none"> <li>Consistency of the programme objectives with UN Women, FGE, government and partner organization priorities.</li> </ul>	External Documents: Government plans and strategies at the local and national level including MNREGA.	
	Has UN Women contributed to raising the quality of the design of the DWLAI programme?	<ul style="list-style-type: none"> <li>Evidence of UN Women's support for programme design.</li> </ul>	Concept Note, prodoc, KI, feedback reports.	
<b>Is the programme designed articulated in a coherent structure? Is the definition of goal, outcomes and outputs clearly articulated?</b>	Is the identification of the problems, with their respective causes, clear in the programme?	<ul style="list-style-type: none"> <li>Level of clarity of relationship between programme and problem.</li> </ul>	Concept Note, prodoc	
	Do the DWLAI activities address the problems identified?			
	Are the indicators relevant and do they meet the quality needed to measure the outputs and outcomes of the programme?	<ul style="list-style-type: none"> <li># of outcome and output indicators meeting the SMART criteria.</li> </ul>	Concept Note, prodoc, logframe	Desk review
<b>To what extent had stakeholders participated in DWLAI programme design?</b>	Have the country's national and local authorities and social agents been taken into consideration, participated, or have become involved, at the design stage of the DWLAI programme?	<ul style="list-style-type: none"> <li>Level of participation of stakeholder in programme design.</li> </ul>	Concept Note, prodoc, KI, feedback reports, monitoring report	Desk review and interview
<b>To what extent is the programme aligned with the main international treaties on</b>	Is the DWLAI programme aligned to CEDAW, MDG, Beijing Platform of Action (PA), and MNREGA?	<ul style="list-style-type: none"> <li>Level of alignment of the programme to rights related to CEDAW, MDG, BPA and MNREGA.</li> </ul>	Concept Note, prodoc, documents related to CEDAW, BPA and NDP	Desk review
	Does MNREGA integrate HR and GE			

women's rights?	issues of marginal women in the programme area?			
<b>Efficiency: Extent to which resources/inputs (funds, time, etc.) have been turned into results</b>				
To what extent was the DWLAI programme cost effective?	Has been the DWLAI programme cost-effective?	<ul style="list-style-type: none"> <li>Cost per unit of DWLAI, monetary benefits of beneficiaries .</li> </ul>	Monitoring reports, SRO, KI, financial reports	Desk review and interview
Is the relationship between programme costs and programme outputs reasonable?	What measures have been taken during planning and implementation to ensure efficient use of resources?	<ul style="list-style-type: none"> <li>Number and type of Measures taken to reduce cost (resource sharing)</li> </ul>	Concept Note, prodoc, KI, feedback reports, monitoring reports	Desk review and interview
	Have the outputs been delivered in a timely manner?	<ul style="list-style-type: none"> <li>Number and name of Timely delivery of outputs</li> </ul>	Monitoring reports	Desk review
How efficiently were available resources used by grantee organizations?	Are the inputs and outputs equally distributed between different groups of women, and have the potentials of disadvantage Dalit women been fully utilized to realize the outcomes?	<ul style="list-style-type: none"> <li>Evidence of equitable distribution of inputs and outputs between different groups of Dalit women</li> </ul>	Monitoring reports and beneficiaries, KI,	Desk review and interview, FGD
	How the programme does utilize local capacities of right-bearers and duty-holders to achieve its outcomes?	<ul style="list-style-type: none"> <li>Level and approach of utilization of local capacities of duty bearers and right holders</li> <li>Perceptions of grantees, beneficiaries and programme partners.</li> </ul>	Monitoring reports, KI, lead and co-lead agencies, Communication docs produced	Desk review and interview
To what extent were operational and managerial practices efficient of the DWLAI programme?	To what extent does the programme's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) contribute to obtaining the predicted outcome and outputs?	<ul style="list-style-type: none"> <li>Ratio between programme cost and managerial cost</li> </ul>	Monitoring reports, KI, lead and co-lead agencies , Communication docs produced	
To what extent had the partner organisations exercised leadership in development interventions	Have the target Dalit women and other participants made the programme their own, taking an active role in it? What modes of participation have taken place?	<ul style="list-style-type: none"> <li>Level of participation of target population</li> <li>Evidence of participation of local partners</li> <li>Perception of beneficiaries and partners</li> </ul>	Beneficiaries, partner organisations	FGD and interview
	Have public/private national resources and/or counterparts been mobilized to contribute to the programme's objective and produce results and impacts?	<ul style="list-style-type: none"> <li>Level and type of Resource mobilisation from various national sources</li> </ul>	PMF reports, feedback reports, partner organisation, lead and co-lead agencies	Desk review and interview, consultation
<b>Effectiveness: Extent to which the objectives of the development intervention have been achieved or are expected to be achieved, bearing in mind their relative importance.</b>				

<b>What progress is being made toward the achievement of the DWLAI programme's planned results (at the output, outcome levels?)</b>	What has been the progress made towards achievement of the expected outcome and expected outputs?	<ul style="list-style-type: none"> <li>Change in awareness of Dalit women in the programme area on MNREGA related issues;</li> <li>Change in the participation of Dalit women in MNREGS;</li> <li>Change in the attitude of MNREGS officials toward the needs and perspectives of Dalit women related to MNREGS; Change in the household level decision-making pattern in relation to participation in MNREGS and use of wages earned by women</li> </ul>	PMF reports Programme documentation FGE staff, beneficiaries	Desk review
	Do the outputs produced meet the required high quality?	<ul style="list-style-type: none"> <li>Number of Dalit women working as supervisors at programme site;</li> <li>Number of women getting employment or unemployment allowance;</li> <li>Number of women who got compensation of late payment of MNREGA work related payment;</li> <li>Change in work site facilities; change in Dalit women's participation in Block-level NREGA workers union;</li> </ul>	PMF reports, partner organisations, lead and co-lead, KI	Desk review and interview, consultation
	What are the reasons for the achievement or non-achievement?	<ul style="list-style-type: none"> <li>Number of results that were not achieved.</li> <li>Number of reasons of (non) achievements.</li> </ul>	PMF reports, partner organisations, lead and co-lead	
<b>To what extent have the programme contributed to address the situation of the most vulnerable groups as identified by the DWLAI programme?</b>	To what extent have different type of Dalit women been satisfied with the results?	<ul style="list-style-type: none"> <li>Perception of beneficiaries toward programme contribution/ change.</li> </ul>	Beneficiaries	FGD and individual interaction
<b>To what extent has the DWLAI programme contributed to the advancement of women's rights as stated in National Plan?</b>	In what ways has the DWLAI programme contributing to the goal of MNREGA at household and Panchayat level in the two states AP and UP in India in terms of advancing Dalit women's rights to participate in MNREGS as workers and as decision-makers?	<ul style="list-style-type: none"> <li>Change in the number on bank account in the name of Dalit women for wage earned by them;</li> <li>Change in the number of Dalit women participating in Decision-making body of MNREGS at Panchayat level</li> </ul>	PMF reports, SRO, UN Women, government reports (if available)	Desk review and interview, consultation
<b>To what extent were the achieved results promoting women's rights and</b>	Have the capacities of duty-bearers and rights-holders been strengthened in order to achieve the expected results?	<ul style="list-style-type: none"> <li>Level of change in the capacity of (1) right holders to claim the entitlement provisioned in MNREGA and (2) duty bearers to discharge MNREGA related duties</li> </ul>	PMF reports, SRO, beneficiaries, participating	Desk review and interview, FGD, consultation

<b>gender equality for Dalits?</b>		to Dalit women	government agencies	
	To what extent the objectives have been achieved, and do the intended and unintended benefits meet fairly the needs of Dalit women or marginalized Dalit women?	<ul style="list-style-type: none"> <li># achievements meeting the stated need of Dalit women or marginalized Dalit women</li> </ul>	PMF reports, SRO, KI, beneficiaries	Desk review and interview, FGD
	Had the DWLAI programme effective monitoring mechanisms in place to measure progress towards results on GE and HR?	<ul style="list-style-type: none"> <li>Existence of result-based monitoring mechanism.</li> </ul>	PMF reports, Lead and co-lead	Desk review and consultation, interview
	Did the programme provide coverage to beneficiaries as planned?	<ul style="list-style-type: none"> <li>Number of beneficiaries covered by the programme against the planned target</li> </ul>	PMF reports, Lead and co-lead, produc	
	In what way has the programme come up with innovative measures for problem-solving?	<ul style="list-style-type: none"> <li>Number of innovative measures identified of the programme</li> </ul>	PMF reports, Lead and co-lead, partners	
	Have any good practices, success stories, or transferable examples been identified?	<ul style="list-style-type: none"> <li>Number of good practices identified</li> </ul>	PMF reports, Lead and co-lead, partners, NREGA officials.	
<b>Sustainability: Probability of the benefits of the intervention continuing in the long-term.</b>				
<b>What is the likelihood that the benefits from the DWLAI programme will be maintained for a reasonably long period of time after termination of the current programme?</b>	Is the DWLAI programme supported by national/local institutions? Do these institutions demonstrate leadership commitment and technical capacity to continue to work with the programme or replicate it?	<ul style="list-style-type: none"> <li>Number of stakeholders in the linkage with commitment for supporting the DWLAI programme</li> </ul>	PMF reports, Lead and co-lead, partners, KI, NREGA authorities	Desk review and interview, consultation
	What operational capacity of national partners, also known as capacity resources, such as technology, finance, and staffing has been strengthened?	<ul style="list-style-type: none"> <li>Perception of respondents on the operational capacity of partner organisations</li> </ul>	PMF reports, Lead and co-lead, partners	
	What management capacities of national partners, such as learning, leadership, programme and process management, networking and linkages have been supported?	<ul style="list-style-type: none"> <li>Perception of respondents on the management capacity of partner organisations</li> <li>Existence of new management actions in place.</li> </ul>	PMF reports, Lead and co-lead	
<b>Are the necessary premises occurring to ensure the sustainability of the effects of the DWLAI programme?</b>	Have operating capacities been created and/or reinforced in national partners?	<ul style="list-style-type: none"> <li>Capacity of MNREGS to work with Dalit women</li> <li># of new structures, methods, systems created.</li> </ul>	MNREGS reports and MNREGA officials	Desk review and interview, consultation
	Do the partners have sufficient financial capacity to keep up the benefits produced by the programme?	<ul style="list-style-type: none"> <li># of funds, resources that partners will have in 2012 and will use towards similar gender equality actions.</li> <li>Financial capacity of partners to continue programme including existence of funds</li> </ul>	PMF reports, Lead and co-lead, partners  Financial reports and budgets	

	Is the two-year duration of the DWLAI programme sufficient to ensure a cycle that will project the sustainability of the interventions?	<ul style="list-style-type: none"> <li>Appropriateness of programme duration as expressed by respondents.</li> </ul>	PMF reports, Lead and co-lead, partners	
	Are the visions and actions of the partners consistent or divergent with regard to the DWLAI programme?	<ul style="list-style-type: none"> <li>Consistency of vision and actions of partners to the DWLAI programme</li> </ul>	PMF reports, Lead and co-lead, partners	
	Are some other projects in pipeline in order to further enhance capacity of Dalit women to claim right to employment as provisioned in the NREGA?	<ul style="list-style-type: none"> <li>Number and type of projects in pipeline</li> </ul>	Lead and co-lead, partners, NREGA officials	interview and consultation
	In what ways can the governance of the DWLAI programme be improved so that it has greater likelihood of achieving future sustainability?	<ul style="list-style-type: none"> <li>Ways to improve DWLAI governance spelled out</li> </ul>	PMF reports, Lead and co-lead, partners	

### Impact: Long-term effect of the programme

<b>What are the long-term effects of the DWLAI programme?</b>	What are the intended and unintended, positive and negative, long-term effects of the DWLAI programme?	<ul style="list-style-type: none"> <li>Number of Long-term effects of the DWLAI programme identified</li> </ul>	PMF reports, Lead and co-lead, partners, KI	Desk review, interview and consultation
	Are the benefits the programme has had likely to continue? (i.e. has it shifted access to power, established new relationships or coalitions, or changed resources?)	<ul style="list-style-type: none"> <li>Perception of respondents on the likelihood of continuity of benefits</li> <li># of new partnerships</li> <li>Existence of new funds</li> </ul>	PMF reports, Lead and co-lead, partners, KI, beneficiaries	Desk review, interview, consultation and FGD
	What is the evidence that the DWLAI programme enabled the Dalit women rights holders to claim their NREGA rights more successfully and the NREGA official duty bearers to perform their duties more efficiently?	<ul style="list-style-type: none"> <li>% Increase in women's participation in Block-level NREGA workers union in the project area;</li> <li>Number of dalit women paid (1) unemployment allowance and/or compensation for late payment of wages in NREGA in 10 project villages</li> </ul>	PMF reports, Lead and co-lead, partners, KI, beneficiaries, NREGA authority	

### Factors affecting performance – Appropriateness of Design

<b>Was the DWLAI programme designed, implemented, and monitored applying RBM principles?</b>	To what extent was the programme designed applying RBM principles?	<ul style="list-style-type: none"> <li>Existence of RBM tools to track progress of DWLAI.</li> <li>Quality and consistency of the DWLAI in the use of RBM principles in programme design, implementation and monitoring</li> </ul>	Concept note, Product, PMF reports, SRO, feedback report	Desk review
	What are RBM principles applied in the implementation of DWLAI?			

	Has monitoring been done using RBM principles?			
<b>Did grantees apply human rights and gender equality considerations to the development and delivery of the programme?</b>	To what extent were human rights and gender equality considered in developing the DWLAI programme?	<ul style="list-style-type: none"> <li>• Clear identification in the programme design and throughout implementation of the most vulnerable groups.</li> <li>• Extent of human rights and gender equality principles used in programme design and implementation,</li> <li>• Evidence of measures taken to reach the most vulnerable groups.</li> <li>• Evidence of collection of sex-disaggregated data on relevant indicators</li> </ul>	Concept note, Product, PMF reports, SRO, feedback report	Desk review
	How were these aspects reflected in the programme delivery?			
	How was change responded by target population?			
	What were the risks? What actions were taken to manage the risks?	<ul style="list-style-type: none"> <li>• Number of risk mitigation strategy adopted.</li> </ul>		
<b>Overall Conclusions, Recommendations, and Lessons Learned</b>				
<b>Overall Conclusions, Recommendations, and Lessons Learned</b>	What is the overall conclusion of the DWLAI programme in India?	<ul style="list-style-type: none"> <li>• Overall conclusion</li> </ul>	Evaluation findings	Desk analysis
	What are the lessons learned?	<ul style="list-style-type: none"> <li>• Number of Lessons learned</li> </ul>		

	What are the recommendations for target population, partner organisations and FGE?	<ul style="list-style-type: none"><li>• Number of recommendations made for different stakeholders</li></ul>		
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