

# Gender Impact Assessment of Project Environmental Benefits through MGNREGA



**Published by**

Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH

**Registered offices:**

Bonn and Eschborn

Environmental Benefits through the Mahatma Gandhi  
National Rural Employment Guarantee Act (MGNREGA-EB)

A2/18, Safdarjung Enclave  
New Delhi 110 029 India  
T: +91 11 4949 5353  
F : + 91 11 4949 5391  
E: info@giz.de  
I: www.giz.de

**Responsible**

Mr. Rajeev Ahal,  
E: rajeev.ahal@giz.de  
Director, Natural Resource Management

**Authors**

Priyanka Thakur and Sunil Kumar  
Synergy Technofin Private Ltd.

**Design and Layout**

Mensa Design

**Photo credits:** GIZ and Synergy Technofin Private Ltd.

GIZ is responsible for the content of this publication.

On behalf of the German Federal Ministry for  
Economic Cooperation and Development (BMZ)

New Delhi, India  
March 2019



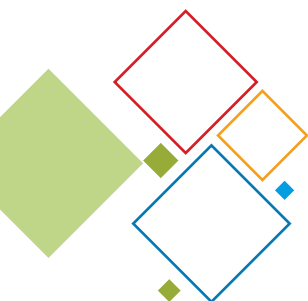
Published by



# Gender Impact Assessment of Project Environmental Benefits through MGNREGA

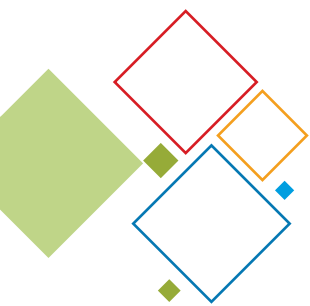






# Contents

Glossary .....	vi
Executive Summary .....	vii
Introduction .....	1
State Profile .....	7
Literature Review and Field Observations .....	10
Gender Impact Assessment .....	18
Concluding Remarks .....	38



# Glossary

<b>AP</b>	Andhra Pradesh
<b>APD</b>	Assistant Project Director
<b>AP0</b>	Assistant Project Officer
<b>CG</b>	Chhattisgarh
<b>EC</b>	Engineering Consultant
<b>FA</b>	Field Assistant
<b>FGD</b>	Focus Group Discussion
<b>GIS</b>	Geographic Information System
<b>ICRISAT</b>	International Crops Research Institute for Semi-Arid Tropics
<b>IDI</b>	In Depth Interview
<b>MGNREGA</b>	Mahatma Gandhi National Rural Employment Guarantee Act
<b>MoRD</b>	Ministry of Rural Development
<b>NREGS</b>	National Rural Employment Guarantee Scheme
<b>PD</b>	Project Director
<b>RJ</b>	Rajasthan
<b>SAT</b>	Semi-Arid Tropics
<b>SHG</b>	Self Help Groups
<b>TA</b>	Technical Assistant
<b>wrt</b>	With Respect To





# Executive Summary

**T**he Environmental Benefits through the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA-EB) Project is a bilateral project commissioned by the German Federal Ministry for Economic Cooperation and Development (BMZ) in partnership with the Ministry of Rural Development (MoRD), Government of India and is being implemented by GIZ India for the duration April 2013 to March 2019. The project is being implemented in three States namely, Andhra Pradesh (Anantapur and Vizianagaram), Chhattisgarh (Dhamtari and Rajnandgaon) and Rajasthan (Chittorgarh and Bhilwara).

The primary objective of this study was to assess the gender impact of MGNREGA-EB Project. The assessment is focused on tracking the successful intervention's impact on gender inclusiveness and empowerment in the states of Andhra Pradesh, Chhattisgarh and Rajasthan. Key interventions assessed include Greening of Hillocks, Revival of traditional tank cascade system in Andhra Pradesh, the Antodaya Vatika horticulture plantation model, drainage line treatment and mate school in Chhattisgarh, the Geographic Information System based MGNREGA planning and the women participation in Gram Sabha in Rajasthan, Andhra Pradesh and Chhattisgarh.

This report starts with an introductory chapter on the background of the study, the objectives, approach and methodology. The second chapter includes the State profiles of Andhra Pradesh, Rajasthan and Chhattisgarh. The third chapter is the literature review and field observations. The next chapter details the gender impact of the project, mentioning key contributions of project interventions towards gender empowerment. The last chapter includes the concluding remarks.

The major project activities covered under the gender impact assessment are detailed below. Active participation of women in Gram Sabha is one of the critical indicators of the project as well as the gender impact assessment. The target of the project was to enhance women participation by 20% in the Gram Sabha. Women participation in gram sabha has improved and achieved the set target. The project conducted mobilisation meetings to motivate rural women to participate in gram sabhas, to get involved in MGNREGA-EB interventions as a wage worker as well as a beneficiary and user group member.

Each intervention had a direct and indirect impact on gender empowerment in terms of personal development, economic empowerment, social and political empowerment and access to natural resources to women stakeholders in the project areas.

The projects Greening of hillocks and revival of traditional tank cascade systems resulted in economic empowerment of rural women. Women are majorly working as daily wage workers under these interventions

through MGNREGA. The projects greening of Hillocks directly impacted over 200 women in the pilot areas of Anantapuramu District, Andhra Pradesh and scaled up is done in 304 more gram panchayats in the State. Similarly, the revival of traditional tank cascade system provided employment to about 4,786 women in the pilot locations at Vizianagaram, and the scale-up has been proposed for 358 additional Gram Panchayats.

In Antodaya vatika horticulture plantation model in Chhattisgarh, women are not only working under MGNREGA but are also the user group of the plantation. About 150 women part of Self-Help Groups have benefitted from the plantation project. This has not only made them financially independent but also provided nutritional supplement to their families. Under Drainage line treatment project, about 120 women received the benefits. The activity has been scaled-up to additional 26 Panchayats.

Capacity building of GIS Experts and Junior Technical Assistants (JTA) in GIS-based MGNREGA planning was done in Rajasthan, Chhattisgarh, Andhra Pradesh. In 2014, GIS based planning started off in Chittorgarh and Bhilwara by imparting training to the MGNREGA technical staff. Total of 22 women have been trained under the program in the pilot areas of Rajasthan. The model is currently being scaled up in the whole country through e-Saksham Massive Open Online Course as well as GIS Facility Centres, encouraging more women to participate.



# Introduction



## BACKGROUND

Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) is an employment generation scheme of Ministry of Rural Development (MoRD), Government of India (GoI) and primarily aims at enhancing the livelihood security by providing 100 days of guaranteed wage employment in a financial year to the rural households. The annual budget for MGNREGA is INR 60,000 Crore for the financial year 2019-20. The scheme currently has ~130.4 million households registered as beneficiaries and supports the livelihood of over 50 million households every year on an average.<sup>1</sup>

The Environmental Benefits through Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA-EB) Project is a bilateral project commissioned by the German Federal Ministry for Economic Cooperation and Development (BMZ) in partnership with the Ministry of Rural Development (MoRD), Government of India and is being implemented by GIZ India for the duration April 2013 to March 2019. The core project areas are in three States namely, Andhra Pradesh, Chhattisgarh and Rajasthan. The project works in the following areas:



<sup>1</sup>Environmental Benefits of the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA-EB) (<https://www.giz.de/en/worldwide/29773.html>)

## WORKING AREA OF MGNREGA - EB



Developing the capacity of policy makers, project implementation staff, and the communities regarding natural resource management, and environmental benefits of MGNREGA.



Enhancing access to information for all the involved players, regarding the potential environmental impacts of MGNREGA on enhancing water security, green cover and soil protection.



Assisting in gender-sensitive planning, designing, and implementation of MGNREGA activities.



Establishing innovative models for holistic watershed and landscape based MGNREGA activities that can apparently demonstrate tangible environmental benefits.



Developing and institutionalizing mechanisms for regular maintenance and management of the assets created under the MGNREGA.

In addition to directly benefiting the MGNREGA wage seekers and rural population in general, with employment and wages, the wider, short and long-term environmental dividends it yields, are significant.<sup>2</sup> Since the MGNREGA's implementation all over India, it has been deemed to have huge potential in empowering rural communities – with work and natural capital or livelihood capacity addition.

Women empowerment has been an important indicator for the successful implementation of MGNREGA scheme in the country. Even though MGNREGA – EB is primarily focused on Natural Resource Management and rural employment generation for long term, one of its five key working areas has been dedicated to women empowerment and one of the four indicators is to enhance women' participation in Gram Sabha in the 13 core Gram Panchayats as per its results based monitoring framework. Now as the project is getting completed, GIZ would like to assess the Gender Impact and women empowerment under the MGNREGA-EB project and has commissioned Synergy Technofin India Pvt. Ltd. to assess the impact of MGNREGA – EB project on women empowerment.



<sup>1</sup>Environmental Benefits of the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA-EB) (<https://www.giz.de/en/worldwide/29773.html>)

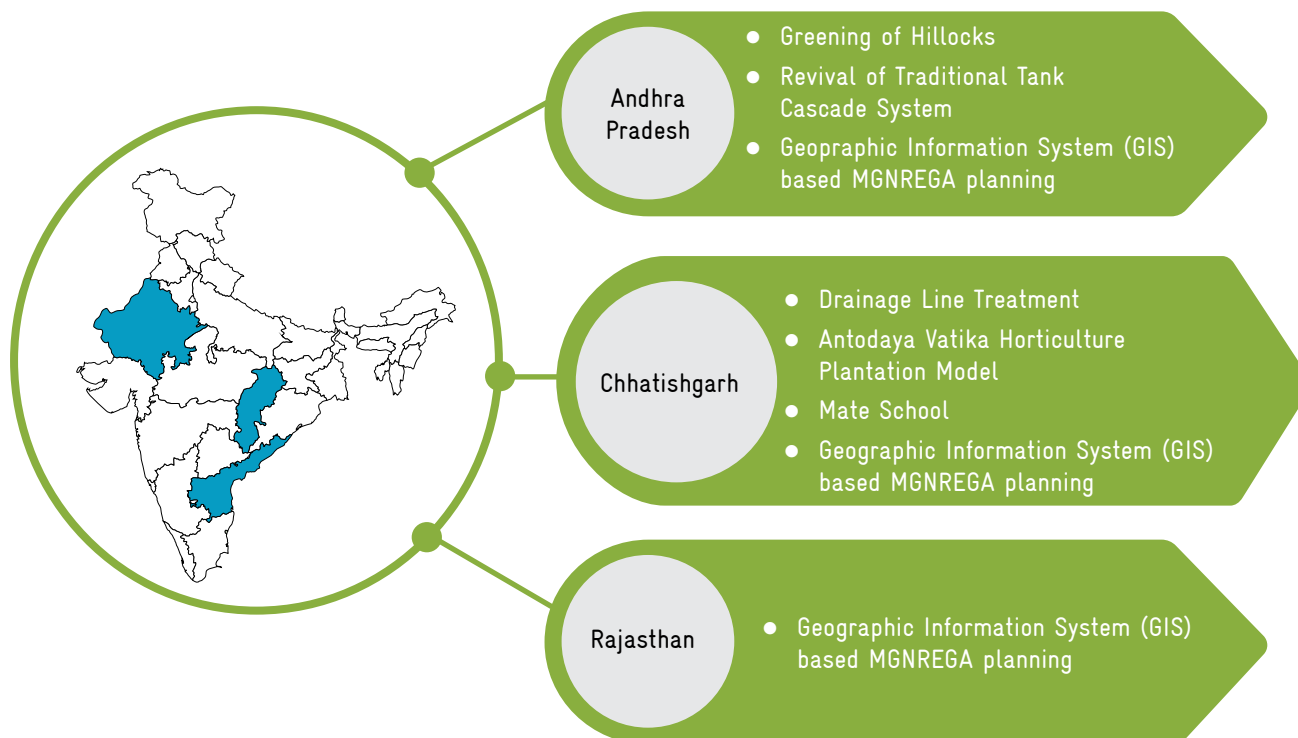


## OBJECTIVE OF THE STUDY

The main objective of this study was to assess the gender impact of MGNREGA-EB Project..

The assessment is focused on tracking the successful intervention's impact on gender inclusiveness and empowerment in the states of Andhra Pradesh, Chhattisgarh and Rajasthan.

## KEY INTERVENTIONS



## APPROACH AND FRAMEWORK

Synergy Technofin, in its approach for the assignment has focused on generating evidence on whether project interventions have achieved the desired outcome of enhancing gender inclusiveness and empowerment. The impact was assessed through a mixed approach including literature review, secondary data analysis and primary research methods. Literature review has helped in setting the context, analysing past studies for creating references, understanding the interventions and desired outcomes under the project. Primary data largely focussed on generating ground evidences in form of qualitative data with quantitative impact in form of perception mapping amongst stakeholders of the project.

The study approach provided a comparative picture of pre and post scenarios of various interventions with respect to certain indicators such as – gram sabha participation before and after the interventions, the income of women before and after joining project, variations in migration etc. In this regard, a result-based matrix with gender indicators has been designed, which clearly states the intervention-based impact on gender.

The framework was designed keeping in view of four well defined parameters – Personal development, Economic empowerment, Social and Political empowerment and access to Natural Resources to women in the project areas. These parameters attempted to highlight the direct and indirect impact of each intervention on gender inclusiveness and empowerment. This framework specifically answers that how and where the impact of interventions on gender can be assessed.

### Access to Natural Resources

Access to natural resources indicates towards the involvement of women both as workers and user groups. More specifically, the workers can use the natural resources easily as part of intervention e.g. easy availability of water through traditional tank cascades, availability of vegetables/ fruits through Antodaya Vatika etc.

### Social & Political Development

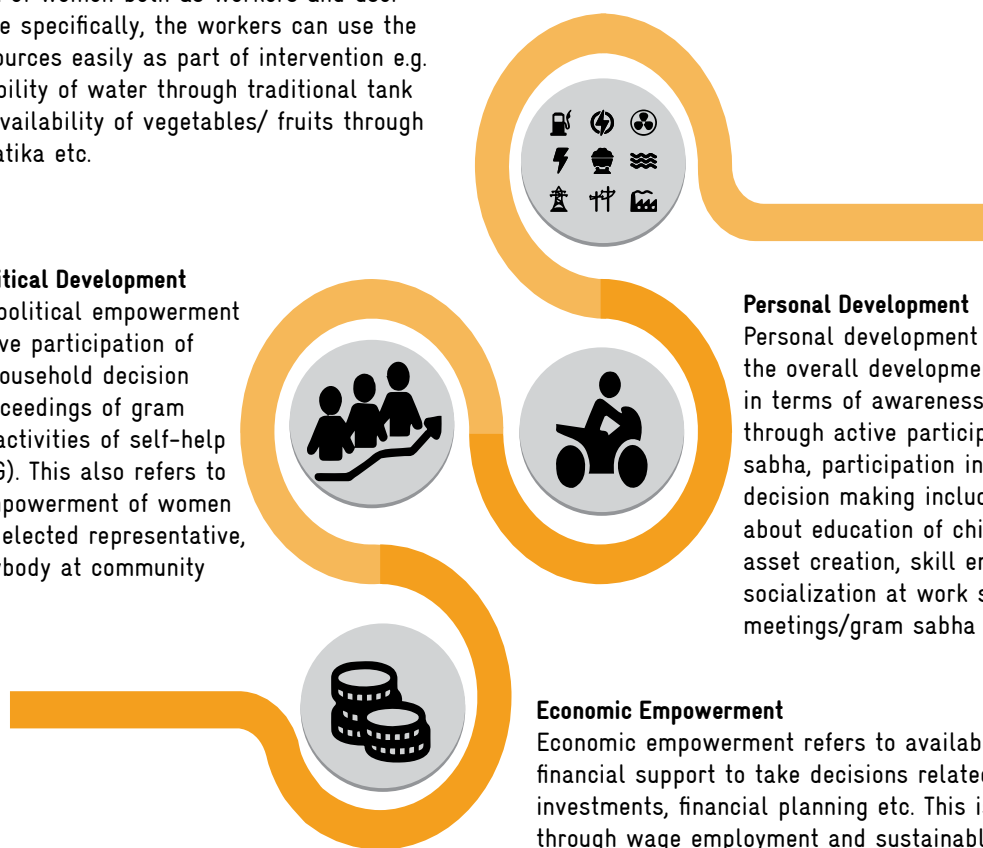
Social and political empowerment defines active participation of women in household decision making, proceedings of gram sabha and activities of self-help groups (SHG). This also refers to political empowerment of women in terms of elected representative, heading anybody at community level etc.

### Personal Development

Personal development explains about the overall development of women in terms of awareness generation through active participation in gram sabha, participation in household decision making including decisions about education of children and asset creation, skill enhancement, socialization at work site /group meetings/gram sabha etc.

### Economic Empowerment

Economic empowerment refers to availability of financial support to take decisions related expenditure, investments, financial planning etc. This is mainly through wage employment and sustainable livelihood activity.



## METHODOLOGY

The study was designed as a holistic assessment for the Project, comprising of both, the secondary and primary components to capture the overall impact of the intervention.



The **secondary research** involved, literature review and analysis of all the documents related to the projects e.g. project proposal, monitoring reports, annual progress reports relevant meeting minutes and any other field report and publication. References were also generated from various earlier studies conducted for assessing impact of MGNREGA in general to from gender perspective in specific. The secondary data collection helped us in understanding the project and its objectives.

The **primary data** was collected through qualitative methods including focus group discussions, case studies, in depth interviews etc. The collected information helped in understanding the type of the intervention planned in terms of specific objective of the intervention, resources allocation, infrastructure creation, manpower deployment, capacity building of community in general and specific stakeholders, implementation mechanisms for various interventions and institutional arrangements, role and involvement of key players etc. It also gave us an idea of Implementation of project interventions in terms of reaching to the communities, target groups, and the key challenges faced and in what manner they were overcome.

## FIELD VISITS AND SAMPLE SIZE

For purpose of field assessment, project areas in Andhra Pradesh and Chhattisgarh were visited in December 2018. Rajasthan was covered during January 2019. State wise summary of sample coverage has been depicted below:

Field Visit Plan	Andhra Pradesh	Chhattisgarh	Rajasthan
Districts Covered	2	2	2
Gram Panchayats	2	7	4
Focus Group Discussion (FGDs )	4	6	3
In Depth Interviews (IDIs)	6	15	1
Case Studies	1	1	1

**Andhra Pradesh:** Field visits at Andhra Pradesh were scheduled during 10th to 15th December 2018. In Anantapuramu district, Bukkapatnam Gram Panchayat (GP) and in Vizianagram district, Gurla GP was selected for the gender impact assessment. The FGDs were conducted with women involved as workers in Greening of Hillocks and Revival of traditional tank cascade system. In depth interviews were also conducted with different stakeholders including GIS trainee (Engineering Consultant), Sarpanch (Gram Panchayat president), Government officials including Project Director, Project Officer, Assistant Project Director, representatives of NGOs and technical partners.



**Chhattisgarh:** In Chhattisgarh, field visits were conducted in four Gram Panchayats, namely Naari, Charbhatta, Sirsida and Gogi of Dhamtari district and three Gram Panchayats, namely Seonikala, Ruvatala and Kolihapuri in Rajnandgaon district. FGDs and group discussions were conducted with beneficiaries of Antodaya Vatika, Mates Schools, Water User group members. In-depth interviews were conducted with Sarpanch, Antodaya Vatika beneficiaries, Gram Rozgar Sahayaks, Mates and representatives of implementation partners.



**Rajasthan:** For field assessment in Rajasthan, the team visited Abhaypur and Sehnava Gram Panchayats in Chittorgarh District and Kakrolia Ghati & NandRai in Bhilwara District. Group discussions were conducted with women wage workers and mates. In-depth interviews were conducted with GIS trainee (GIS Expert and Junior Technical Assistants) and the partner agency.

### LIMITATIONS OF THE STUDY

From initial discussion with the GIZ project team and State Representatives, it was observed that significant changes were required in the approach to achieve desired results and to assess the impact of the large number of interventions taken-up at different project locations. During initial brainstorming, it was agreed upon that only data-based results may not suffice the objective of capturing the real impact on ground, hence it was decided to take up a qualitative method. This approach was more towards capturing perceptions and views of stakeholders via focused group discussions, in-depth interviews, case studies and evidences of adoption and scaling-up of some of the interventions.

Due to ongoing harvesting season, it was found that most of the beneficiaries were occupied in their field activities. This limited the group discussions with participation of smaller number of project beneficiaries and stakeholders at the intervention sites. The data was mainly collected from perspective of evidence of adoption, awareness and change in perception about the scheme.

MGNREGA-EB, as a project was conceptualized to implement multiple interventions on pilot basis. These interventions were developed specifically for the geography and the broad objective was to ensure adoption of these pilot interventions in broader framework of government policies. Some of these interventions had very limited impact from gender perspective. Therefore, as the



scope of this particular study was to assess the impact from perspective of gender empowerment, only selected interventions have been covered in detail under this study.



# State Profiles





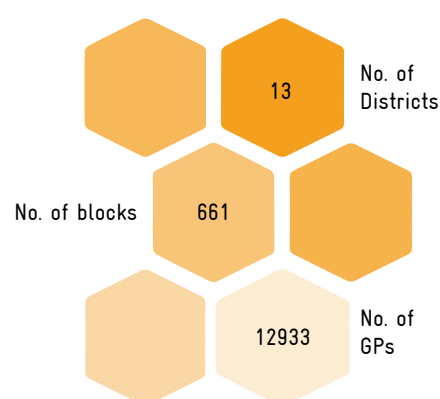
## MGNREGA STATE PROFILES

MGNREGA is one of the significant schemes of the Government of India guaranteeing unskilled employment to any household in rural areas and improve the natural resources as well as infrastructure. Its features include Rightsbased framework; time bound Guarantee; work assurance of up to 100 days in a financial year per household, depending on the actual demand; labour intensive works, transparency and accountability, proactive disclosure through social audits and grievance redressal mechanisms incorporated for enhancing efficiency in implementation of the scheme.

### STATE PROFILE: ANDHRA PRADESH

Andhra Pradesh is amongst the fastest growing state in the country, state GDP has been growing at an average of 11%. (www: aponline.gov.in). State's 60% population is dependent on agriculture and allied sectors for its livelihood and resides in the rural areas. The state government recognises horticulture, livestock and fisheries as important sectors for growth of the state. Even after receiving low rainfall in the last three years, the state has carved an upward trend in agricultural economy due to its increasing focus on the sector.

As per 2011 census, women constitute 49.45 % of overall population of the state, however the sex ratio is 993 in rural areas. State has a very high percentage (98%) for enrollment of girl child into schools. However, there is 40% drop out from primary schools itself. The women workforce in rural AP are unskilled in general and are mainly engaged in farms or household chores only.

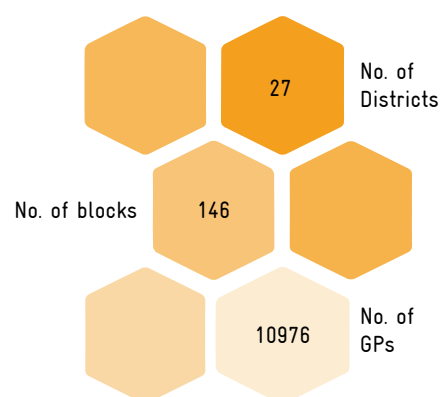


MGNREGA Employment Generation Status in Andhra Pradesh	
% of Active Job Cards with respect to Issued Job Cards	58
% of Active Workers - with respect to Total Registered Workers	49
% SC worker against active workers	19.6
% ST worker against active workers	7.6
Total number of households completed 100 Days of Wage Employment in 2017-18	4,38,106
Total Person days Generated (lakhs) in 2017-18	2,036
% Women Person days of Total in 2017-18	59

### STATE PROFILE: CHHATTISGARH

In Chhattisgarh, nearly 80% of population resides in rural areas. Due to widespread mining and industrialization in the state, there is a challenge for natural resources management. In recent years the state has been growing at 11% growth rate and has an average per capita income of around 1.3 lakh rupees per annum. The rural population is mainly dependent on labor or agriculture work.

Women constitute nearly half of the overall population of the state with a sex ratio of 991 in urban areas and 1,001 in rural areas. The state has an overall literacy rate of 60% for females but it is only around 50% in rural areas and below 50% in tribal areas. The women work force in rural Chhattisgarh are unskilled and are employed in agricultural labor only. Historically, the tribal women in the state had equal socio-economic



status to men in the society. However, over period, due to lack of other skills and depletion of forests and other natural resources, their earning power has decreased and so is their social status.

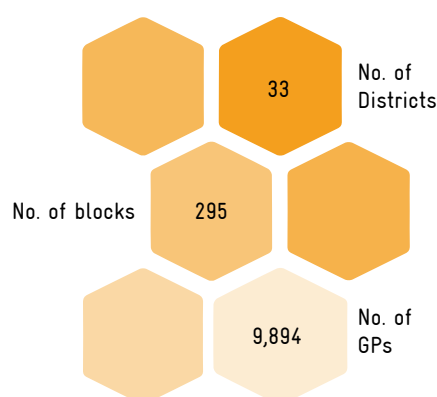
MGNREGA Employment Generation Status in Chhattisgarh	
% of Active Job Cards with respect to Issued Job Cards	81
% of Active Workers with respect to Total Registered Workers	71
% SC worker against active workers	10.6
% ST worker against active workers	34.4
Total number of householdss completed 100 Days of Wage Employment in 2017-18	3,23,496
Total Person days Generated (lakhs) in 2017-18	1199.3
% Women Person days of Total in 2017-18	49.7

At the State level, there is huge thrust on women welfare and the State government has launched multiple schemes such as Vishwakarma Accident Scheme, Mahila Jagriti Shivar, Mukhyamantri Bal Hruday Suraksha Yojana, Rajmata Vijayaraje Community Marriage Scheme, Mukhyamantri Kanyadaan Yojana, Noni Suraksha Yojana, Promotion of marriage among differently abled etc. for women welfare. These schemes are mainly focused at supporting women health, marriage, education and child care.

## STATE PROFILE: RAJASTHAN

Rajasthan is characterised by extreme weather conditions, from 49 degrees in summer to negative temperatures in winter. The rainfall in the state is meagre and there are only two rivers passing through the entire state. More than 75% of its population resides in rural areas. The major occupation of rural population is agriculture, farm labor and other workers. There are large tracks of fallow and barren lands other than the Thar dessert.

Female population constitutes 48% of the state population. The sex ratio in the state is only 928 female per 1000 male. The rate of literacy for men in the state is 76% while that for women it is only 44%. Largely, the rural women of the state are dependent on agriculture labour or animal husbandry works for livelihood. Apart from being an economically weaker section, the women in the state deal with a prejudiced and male dominated society.



MGNREGA Employment Generation Status in RJ	
% of Active Job Cards with respect to Issued Job Cards	63.8
% of Active Workers with respect to Total Registered Workers	43.1
% SC worker against active workers	19.4
% ST worker against active workers	23.1
Total number of households completed 100 Days of Wage Employment in 2017-18	2,28,084
Total Person days Generated (lakhs) in 2017-18	2397.7
% Women Person days of Total in 2017-18	65.3

Rajasthan has around twenty-three big and small schemes focused at various aspects of social, personal and economic well-being of women.

# Literature Review and Field Observations



## INTRODUCTION

As per the objectives of the study, data was collected through primary and secondary data sources. The secondary research involved review of available literature on site specific MGNREGA interventions leading to gender empowerment, project documents etc. The primary data analysis comprised of content analysis of qualitative data collected through FGDs, IDIs and case studies. Review of secondary literature and observations of field survey has been discussed in the following section of the report.

## LITERATURE REVIEW

The MGNREGA is an employment guarantee program of the Government of India for rural areas. At the time of launch of the scheme, women empowerment was not amongst the key objective, however indirectly it has contributed to socio-economic development of rural women by providing them livelihood, social security, decision making powers and enhanced active participation in household and community activities etc. This was an important finding from different studies conducted by various institutions and organisations. The MGNREGA has positive impact on empowerment and employment pattern of women in recent years. By providing a source of income to women close to their homes in rural areas, MGNREGA is creating a greater degree of economic independence among women. Generation of income by them leads to a positive gender balance in the rural society. The program has enabled many rural women to participate effectively in the civil society.

"National Federation of Indian Women (NFIW)" conducted "Socio-economic empowerment of women under NREGA" in selected districts of Chhattisgarh, Madhya Pradesh, Odisha and Tamil Nadu.<sup>3</sup> Data analysis showed that one of the major impacts of MGNREGA was women empowerment due to employment generation. After joining MGNREGA, women involvement as contributors at household level has increased in terms of household decision making, sharing household expenditure, bearing cost of children's education and healthcare etc. Women have also started to appear more actively in the rural public sphere as they take up their work and responsibilities and there is a general trend of low migration in the areas where assessment was carried out and workers have started to repay their debts.

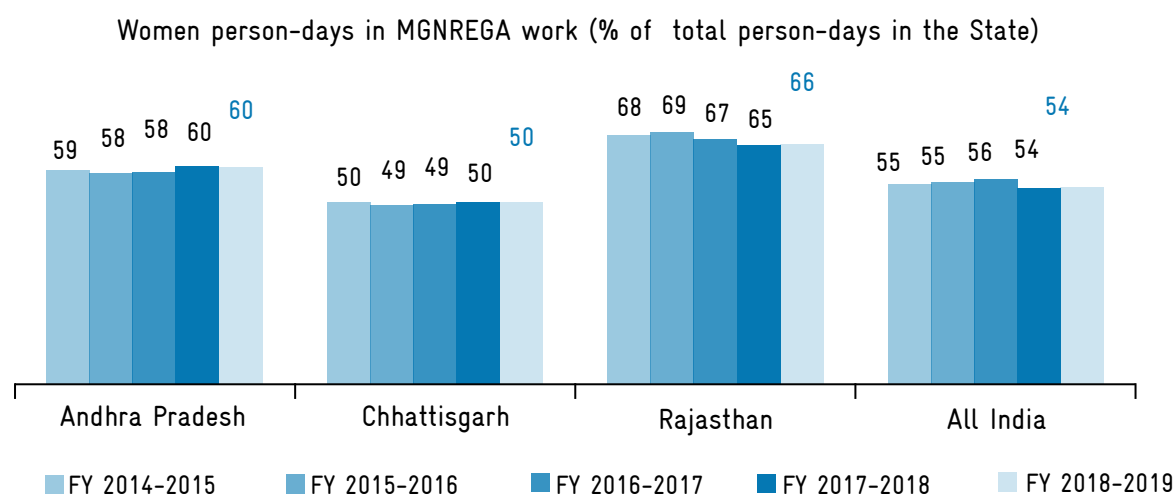
In another study, analysis of the performance of MGNREGA over period of six years (since its inception) in different states was conducted and data on participation of women in MGNREGA was reviewed over a period of six years.<sup>4</sup> The findings showed that MGNREGA supports women by providing them equitable and easy access to

<sup>3</sup>National Federation for Indian Women (2008), Socio-economic Empowerment of Women under NREGA, [www.ipc-undp.org/pressroom/files/ipc163.pdf](http://www.ipc-undp.org/pressroom/files/ipc163.pdf).

<sup>4</sup>MGNREGS AND WOMEN: AN OVERVIEW [http://shodhganga.inflibnet.ac.in/bitstream/10603/18375/11/11\\_chapter%203.pdf](http://shodhganga.inflibnet.ac.in/bitstream/10603/18375/11/11_chapter%203.pdf)

work, decent working conditions, equal payment of wages and representation on decision-making bodies. The documentation reviewed clearly stated that at the national level, the participation of women in this Scheme has surpassed the statutory minimum requirement of 33 per cent; in 2011-12 alone, women person-days of employment were close to 50 per cent.

The percentage of women participation in MGNREGA work from 2014-15 to 2018-19 for three MGNREGA-EB project states is shown in the table below. Interstate variations shows that in 2018-19, Rajasthan had the highest female participation rate at 66% followed by Andhra Pradesh (60%) and Chhattisgarh (50%).



Source: Mahatma Gandhi Rural Employment Guarantee Act (official website), [www.mgnrega.nic.in](http://www.mgnrega.nic.in). Data for DY 2018-19 until Feb 2019

Note: (1) Union Territories and some States are not included in the table.

(2) All-India total is for all States and Union Territories. \*Provisional Data. At the time of the preparation of the report, data entry for States was still open for the year 2011-12.

National Council of Applied Economic Research and the University of Maryland as part of their assignment, conducted a comparative analysis of two states – Chhattisgarh (strong programme implementation) and Bihar (weak).<sup>5</sup> The findings showed that nearly 60% of the poor household participated in MGNREGA infrastructure projects in Chhattisgarh while barely 11% of poor households participate in Bihar due to lower capacity of local administration. As per a Senior Fellow at NCAER, “The most striking impact of MGNREGA participation is on women, who dominate MGNREGA work”. Main reason behind this was that for the first-time equal wages were paid to both men and women and as a result woman outnumbered man in this employment generation program. The household income levels also showed an increasing trend due to participation of women in the work available under MGNREGA. Another positive impact was access to bank account by women as the wages were directly transferred electronically to the beneficiary’s account.

Another study was conducted in Bikaner and Ludhiana districts of Rajasthan and Punjab state respectively.<sup>6</sup> Both the districts were selected purposively based on higher number of women participation and completed hundred days employment under MNREGA for five years period (2008 to 2013). In all, 120 MNREGA beneficiary women were included in the study. Different constraints were studied and recorded under the study. Beneficiaries from both Ludhiana and Bikaner pointed that they faced problems in registration due to illiteracy and absence of

<sup>5</sup>World’s largest anti-poverty scheme MGNREGA cut poverty, empowered women, but reach limited By: FE Bureau | Updated: August 13, 2015 4:19 PM

<sup>6</sup>Bishnoi S, Rampal V.K. and Meena H.R. Constraints experienced by women work force in MNREGA in Punjab and Rajasthan, India, Indian J. Agric. Res., 49 (3) 2015: 286-289 Print ISSN:0367-8245 / Online ISSN:0976-058X

## Environmental Benefits through MGNREGA

mate at the workplace. Key finding was that due to illiteracy, women had most difficulties in filling form. Both districts reported unnecessary delay in wage payment (73.33%) as one of the major constraints.

NIRD and PR Hyderabad conducted a “Research study on changing gender relations through MGNREGS” in the states of Andhra Pradesh, Karnataka and Tamil Nadu in 2010.<sup>7</sup> The study findings displayed MGNREGA as social security measure to the aged women, widow, divorced/deserted women. The study further stated that female dependency level has declined after execution of MGNREGS.

Research work titled “Empowerment Effects of the NREGS on Women Workers: A Study in Four States”<sup>8</sup> studied the empowerment effects of the National Rural Employment Guarantee Scheme (NREGS) on rural women in Rajasthan, Bihar, Jharkhand and Himachal Pradesh. The study revealed that women workers have been benefitted because of the wage work provided under the scheme. The benefits were observed through income-consumption effects, intra-household effects, and the enhancement of choice and capability. The women participation was high due to equal wage rate for both men and women and to some extent it also narrowed down the gender discrimination gap prevalent in the rural labour market of India.

The reviewed literature indicates that MGNREGA, in general, has highly positive impact on empowerment and employment pattern of women in recent years. By providing a source of income to women close to their homes in rural areas, MGNREGA is creating a greater degree of economic independence among women.

The MGNREGA-EB project interventions though have specific objective for different geographies, have also been able to influence the gender empowerment in various ways. Taking clues from reviews of secondary literature, the interactions with the project beneficiaries were also designed to create evidences and capture the perception of stakeholders about the project from gender perspective.

## FIELD OBSERVATIONS

The primary data collection was conducted in states of Andhra Pradesh, Chhattisgarh and Rajasthan. The state specific intervention sites were visited, and interactions were conducted with beneficiaries, mates, local NGO partners, PRI members, Government officials etc. The State wise highlights are discussed next.





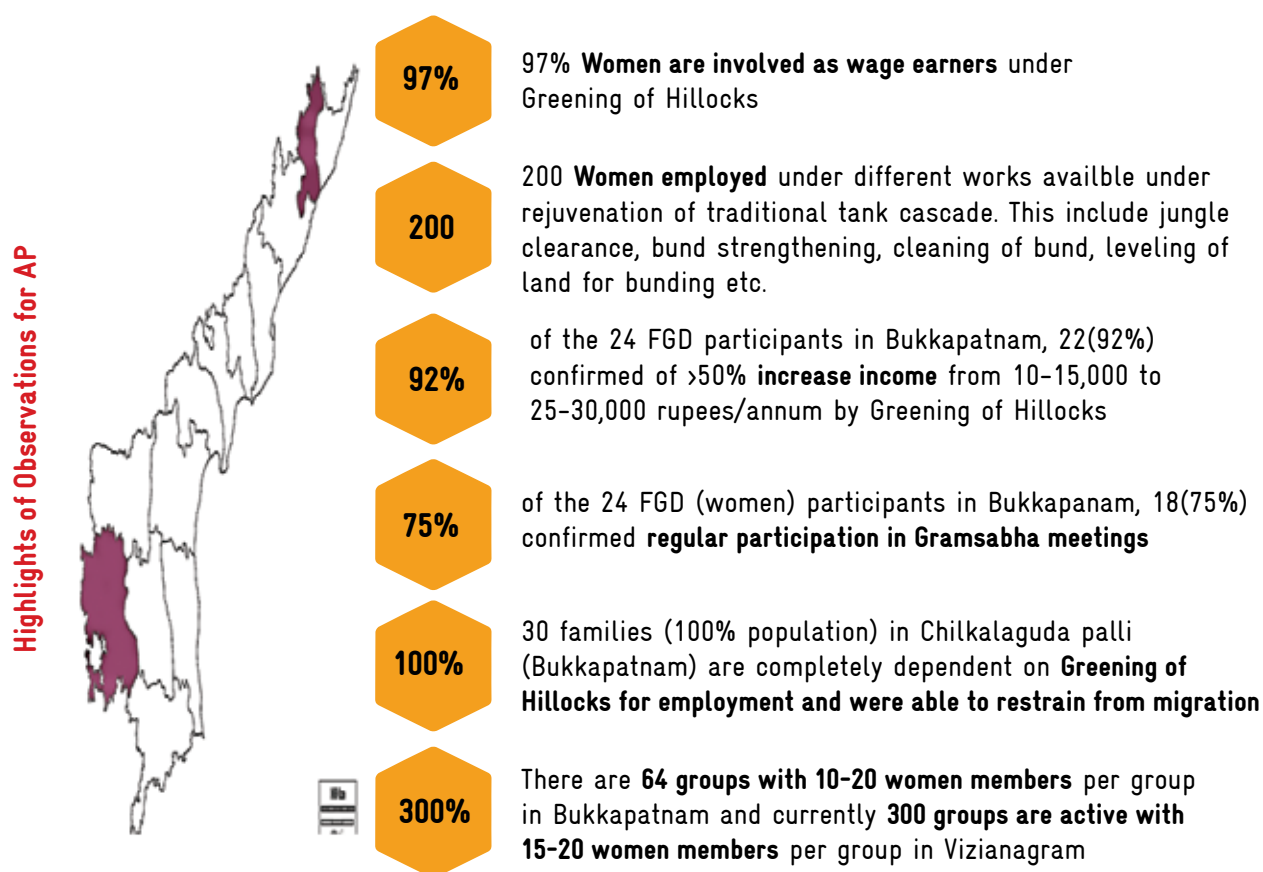
## ANDHRA PRADESH FIELD OBSERVATIONS

### ■ Women can earn and govern.

– Sarpanch, GP- Bukkapatnam

Women are involved in different works under the project, mainly in the Drainage Line Treatment intervention, Greening of hillocks and GIS based MGNREGA planning intervention in the state. The major involvement of women in the project has been as daily wage earners. This has an improvement in their earning capability near to their home and is also impacting development of their families directly. Technical Assistants and Panchayat inform women about the availability of work under the project. Intervention specific observations have been discussed below:

**Greening of Hillocks:** Under this intervention, barren hillocks have been treated through plantation techniques and soil and moisture conservation measures. The activities for Greening of Hillocks were planned through participatory method at GP level, which included multiple activities such as creating trenches, tree plantation, creation of watershed development infrastructure etc.



With this intervention, the MGNREGA is a no less than a boon to the rural population in the interior areas as Bukkapatnam Panchayat. Activities taken-up under the intervention has generated enough work for MGNREGA workers in the villages. This has helped in reducing the migration to some extent due to availability of work at the remotest site as well. At Chilkalaguda palli village (Bukkapatnam), out of 90 families, 60 had already migrated because of water shortage and lack of livelihood opportunities. The remaining 30 families have decided to stay and are working under Greening of Hillocks since FY 2015-16. The activity has ensued as the single largest income generating activity available to the families in this village. Discontinuation of this work may result in migration of the families left behind.

**Revival of traditional tank cascade system** – This intervention was piloted in Champavathi River Basin in Vizianagaram district. The objective was to revive tanks in cascades in an integrated manner through MGNREGS, for improving the livelihoods of small and marginal farmers who are dependent on rain-fed agriculture. In addition to the targeted objectives of the project, the work generated through this activity has been able to create additional sources of income for women workers. During field interaction, Assistant Project Director (APD) and Additional Programme Officer (APO) explained that some workers have bought milch animals from MGNREGA savings. Therefore, now they have two sources of income- Primary is MGNREGA and Secondary is income from milch animals. This was further verified by the women participants in discussion at Palavalasa GP, where two women out of 11 participants confirmed buying milch animals from MGNREGA income.

■ Tank is a bank. Store when available and use when needed.

– Dhan Foundation

### Geographic Information System (GIS) based MGNREGA planning:

GIS trainings under the projects were brought for bringing efficiency and effectiveness in ground level planning of interventions. GIS training was given to Engineering Consultants by GIZ, two trainings were organized- first in April 2018 for two days and second in September 2018 for three days. The Engineering Consultants were trained to use GIS for thematic mapping, processes for extracting maps, preparation of DPR for Panchayats through GIS e.g. renovation of tanks, percolation tanks, water harvesting, soak pits, staggered trenches, contour trenches, identification of land for horticulture, farm ponds etc.



**Gram Sabha Participation:** Active participation of women in Gram Sabha has been seen as one of the critical parameters from the perspective of women empowerment and their role in the society. Participation of women in gram sabha was comparatively better in Bukkapatnam. Out of 24 FGD (women) participants in Bukkapatnam, 18 (75%) confirmed regular participation in Gram sabha meetings. The participation was comparatively low in Vizianagaram. In Palavalasa GP, out of 11 only 2 women attended Gram Sabha. Reasons for not attending Gram Sabha included loss of daily wage, husband attending the meeting, mainly males attend social events, lack of awareness etc. The records were collected from different GPs.

The implementation of MGNREGA-EB Project in Andhra Pradesh is technically supported by Accion Fraterna Ecology Centre, Centre for Environment Concerns and Forestry consultants at Anantapuramu and by DHAN Foundation in Vizianagaram.

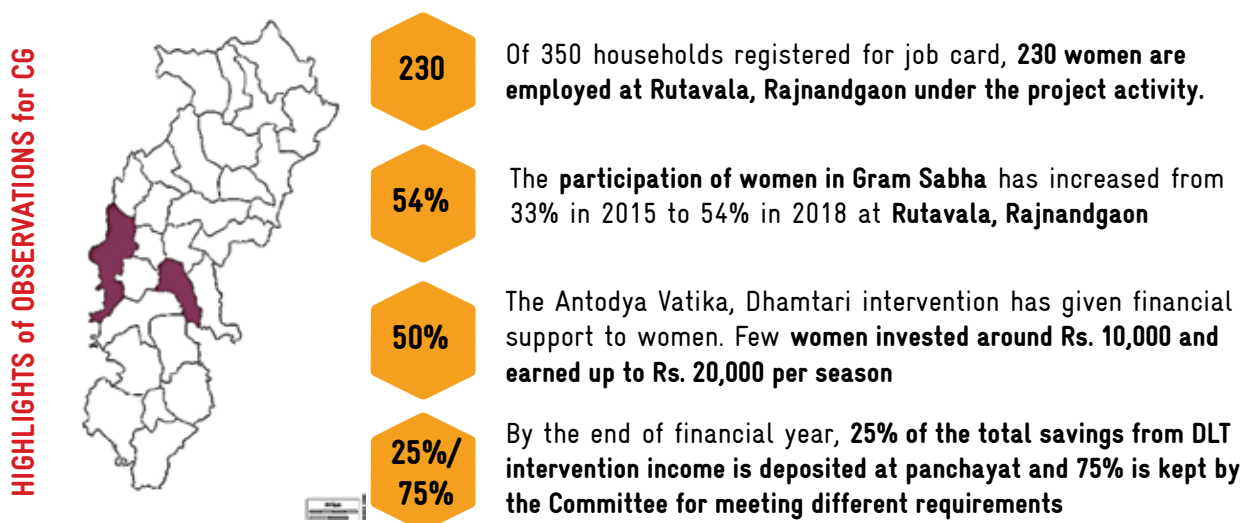
## CHHATTISGARH FIELD OBSERVATIONS

■ Earlier I was not even having money to buy crackers on Diwali and used to feel sad for my children. Now we have started celebrating festivals. This plantation job is a blessing for me.

– Antodaya Vatika Beneficiary, Naari, Dhamtari



**Antodaya Vatika Horticulture Plantation Model:** In Chhattisgarh, there is visible impact of MGNREGA – EB projects across the intervention areas. The existing women Self-Help Groups (SHGs) in these areas were brought under the interventions and it has directly benefitted them as well. The beneficiaries of Antodaya Vatika are members of SHGs and are mainly landless women farmers. The beneficiaries are involved as workers in-charge of maintenance and receive Rs.15/- per plant per month through MGNREGA. They are also the users of plantation, through the formal Memorandum of Understanding (MoU) between the Panchayat and the SHGs, wherein SHGs have been entitled to use the land for a period of 10 years. They are now inter-cropping vegetables between the horticulture plants and also earning additional income by selling the produce from Antodaya Vatika. The plantation land has been equally divided among the SHG members. The initiative has provided employment and financial support to local community, especially women. From monetary point of view also it's a beneficial initiative as the beneficiaries on an average, invest Rs. 10,000 per season and are earning around Rs. 20,000. Beneficiaries are also now capable of managing the nutritional supplement for their family to some extent due to availability of fresh fruits and vegetables in their diet.



**Mate Schools:** Female mates were actively participating in MGNREGA activities in GPs covered under the MGNREGA-EB Project area. Female mates are well versed with their job responsibilities. They have appreciated the training imparted to them at Mate Schools leading to efficient delivery of tasks assigned. Mate schools have increased job opportunities for women as the working area is limited to the village itself. Even family members have supported them. This has not only boosted their confidence level but has also provided an opportunity to move out of the house and learn new things. They are of the view that Mate is a reputable designation which has lifted their status at both community and family level. On the other hand, they also raised some issues like, irregular or no payments, male MGNREGA workers ignoring the work instructions given by female mates and requirement of re-fresher trainings for the mates.

**Water User Groups:** Water User Groups have been formed for management of water available from DLT interventions. Per acre charges for using water are fixed at Rs 150 for members and Rs. 200 for non-members. At the end of financial year, 25% of the total savings is deposited at panchayat and 75% is kept by the Committee for meeting different requirements. They have fixed monthly meetings to discuss about water charges, new members, water level, savings in committee account, other works etc. As per women users, earlier water in seasonal canals was used by farmers on first cum first basis but now water is available throughout the season for everyone. Earlier farmers used to cultivate only Kharif crops but now they have started cultivating Rabi crops also.

**Now water is easily available for irrigation of lands located near to the canal as well as far-off. Earlier the water from seasonal drain was used by farmers on first cum first basis but now it's available for all of us.**

-Water user group member, Ruvatala, Rajnandgaon

**Gram Sabha Participation:** Women participation in Gram Sabha has increased over the time. The joint efforts under the project have made women aware of their rights and their role in decision making. Those who have not attended gram sabha sighted 'no information about the dates of sabha' as the main reason for not attending.

The project implementation in Chhattisgarh is technically supported by Agrocrats Society for Rural Development in Dhamtari district and Samarthan - Centre for Development Support in Rajnandgaon district.

## RAJASTHAN FIELD OBSERVATIONS

■ Sarpanch is very supportive and he encouraged us to work. Now I have regular income and a bank account.

- Woman worker, Kakrolia Ghati, Bhilwara

In Rajasthan, women are mainly involved as labourers in different MGNREGA work in the state. The working women have become economically independent and aware about their surroundings. Nevertheless, the awareness about employment and sustainable use of natural resources has increased in the assessed areas.

**Mate:** As per interaction with representatives of local project implementation partners, Chittorgarh and Bhilwara used to be considered as difficult districts in terms of women participation. To change this picture, in 2014, the project organised an exposure visit of key functionaries and elected representatives from selected gram panchayats to Udaipur. Out of the total invitees, about 50% were women participants. As per observation of the local partner's representative, after receiving the trainings, 20-25% women participants joined MGNREGA work as mates. Availability of work within the village attracted many women to join this initiative and now 88% women are working as daily wage labourers under MGNREGA in project GPs.

### HIGHLIGHTS of OBSERVATIONS for RJ



>50

In Sehnwa gram panchayat, there are 8 women self-help groups with 6-8 members per group. Currently, 50-60 women are working as daily wage earners under MGNREGA

>50%

Income from MGNREGA work have improved women's status and they have become economically independent. Earlier their annual income was between Rs. 20,000 to 25,000. But after undertaking different works (DLT, Nadi Nirman, Kachchi diwar (to protect plantation under wasteland development) under MGNREGA, Rs. 10,000 to Rs. 15,000 (increase by 50%) is also added in the annual income

7

7 female members attended mates training at Udaipur in 2017 for 3 days

88%

50% women participated in exposure meeting conducted by the project of which 20-25% joined MGNREGA work as mates. Taking forward, now 88% women are working under MGNREGA

■ I saved money from my salary and bought a "Scooty" for myself. Now it's easy for me to go to different sites to monitor work.

Mate, Abhaypur, Chittorgarh

**Geographic Information Systems (GIS) based MGNREGA planning-** In Udaipur, GIZ supported in setting up a GIS lab in 2018. The lab is well equipped with web camera, monitors, printers, flat screen television and software for developing Detailed Project Reports (DPRs) and mapping etc. The project has conducted trainings for both



GIS Experts and Junior Technical Assistants (JTAs). In Oct 2018, a female GIS Expert was recruited and trained for 10-15 days. Training was conducted in 3 sessions. first session was mainly on benefits of GIS and its role in identification of sites for project implementation. In second and third session, mapping and usage of different maps, interpretation of satellite imageries, map overlapping were explained, and doubts were clarified. Another session was organised in March 2018 at Udaipur by MGNREGA department and MGNREGA-EB Project for GIS training of JTAs. This training was attended by total of 60 JTAs from different districts (including some JTAs from project districts as well), out of which 9 were women.

**Duplication of work is reduced due to GIS. Now without visiting the site, we can see the conditions and freeze the most suited work for the identified location.**

- GIS Expert, Udaipur

**Gram Sabha Participation-** In Rajasthan, given the social and cultural constraints, ensuring participation of women in Gram Sabha is always a challenge. In project areas, women from Abhaypur and Sehnwa reported that gram sabha is mainly attended by males and women have no role to play in that. However, there are positive signs of change, women workers from Kakrolia Ghati confirmed attending Gram Sabha as the GP Sarpanch is very active and always encourages women participation in all social events and works.

The MGNREGA- EB Project implementation in Rajasthan is technically supported by the Society for Promotion of Wasteland Development (SPWD).



# Gender Impact Assessment



## INTRODUCTION

Designs of interventions implemented under MGNREGA-EB in rural areas are the main pillars behind the strengthening of social status of women. All the interventions covered under the study have benefitted women in one way or the other. There are cases, where the involvement of women in terms of numbers may be low, however the perception amongst stakeholders about the impact of MGNREGA-EB interventions on gender inclusion and empowerment has been perceived very high. In the following section of the report, gender impact assessment has been done based on inputs which we have discussed in previous chapters from field observations as well as secondary research.

## GENDER IMPACT OF INTERVENTIONS

The primary impact of all the interventions in all the three states can be attributed to employment generation on regular basis, near to the home of rural women. The women in rural or interior tribal areas are unskilled work force. They have been struggling for employment due to lack of resources and unavailability of work opportunities in the vicinity. As in most of the Indian communities specifically for poor households, women are

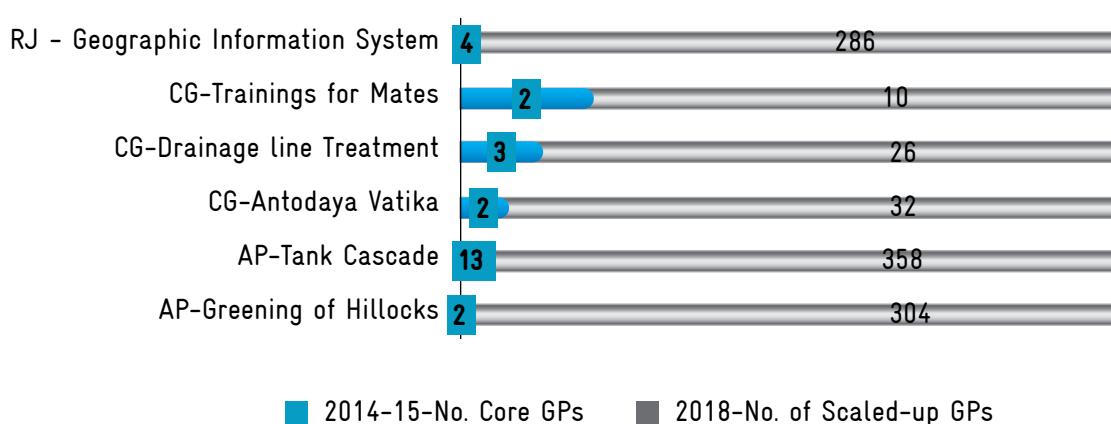


responsible for household work, also taking care of children and managing cattle and other work; availability of employment opportunity in neighbourhood becomes very important.

MGNREGA: EB's interventions provided employment through MGNREGA and improved income levels for rural women within their villages. Various project interventions in backward areas not only improved the income level of households but also eased lives of women in various ways. The increased access to water supply in Bhilwara district is one such example, where not only households and farm irrigation related activities have been covered under the project, but also pasture land development from fallow land has been done, which has made available feed for cattle in the area.

## GENDER IMPACT OF FOCUS INTERVENTIONS

### No. of GPs Scaled Up from 2014-15 to 2018-19



Under MGNREGA-EB, many of the interventions were launched in core gram-panchayats as pilot interventions. Later, these interventions got scaled up in other parts of the state or at national level as well as got institutional adoption in various manners. Greening of Hillocks, Tank Cascading in Andhra Pradesh are such examples, which have been scaled-up across state as well as have been adopted by line departments in their schedule of activities. Similarly, GIS based planning has been adopted by MGNREGA at the national level for planning purpose and now is being promoted at Pan India basis.

Note: The number of mate school remained two in Chhattisgarh, though the number of trainings has scaled up as represented in above graph.

Some of the interventions had high level of engagement of women as worker in the project compare to others. The graph below shows that revival of Tank Cascade intervention in Andhra Pradesh has affected maximum number of women directly.

### No. of Women Directly Impacted



State wise Interventions	AP-Greening of Hillocks	AP-Tank Cascade	CG-Antodaya Vatika	CG-Drainage line Treatment	RJ-Geographic Information Systems
No. of Women Impacted	200	4786	150	120	22

Therefore, the project interventions had direct impact on women as well as indirect impact on women lives. The details of impact of key interventions in their respective states have been discussed in this section of the report.

## ANDHRA PRADESH

Greening of Hillocks intervention under the project has directly impacted over 200 women by employing them as worker in additional job opportunity created for the families around the project site. The bigger impact is that the project has been replicated in 304 more gram panchayats of Andhra Pradesh. Similarly, the revival of traditional tank cascade system was initiated in 2014 in 13 GPs having 78 tanks of Champawati River Basin. There are 371 GPs in Champawati River Basin. During MGNREGA-EB project period, 4786 women have received employment under the project and scale-up of activity has been proposed for remaining 358 GPs.

In 2018, an onsite training was conducted by the project in Champawati River basin, wherein, 87,700 people participated out of which 80% were women. The training was imparted to mates and labours on quality improvement in tank cascade work.

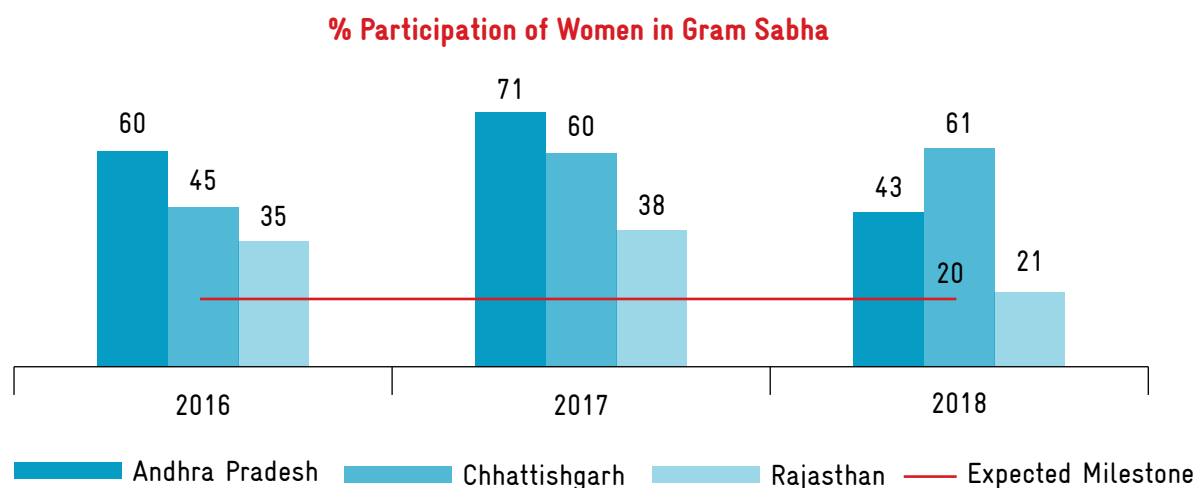
## CHHATTISGARH

Antodaya Vatika was started in Naari GP of Dhamtari district in 2015. About 150 women received benefits under the project. After the successful implementation of horticulture plantation model at Naari, project was scaled up in 8 GPs in the same block. Out of this in 3 GPs, the intervention could not reach its full potential due to issues involving panchayat and other natural causes. Currently the project is running successfully in 5 GPs of Sirsida, Gogi, Parkhanda, Guguda and Joratarai. In another 32 GPs, the scale up of activity has been proposed by the State. Drainage line treatment was started in 2015 in Rajnandgaon in 3 core GPs where 120 women were the direct beneficiaries of the project. Now DLT has been taken-up in additional 26 GPs.

## RAJASTHAN

In 2014, GIS based planning for MGNREGA was initiated in two GPs each of Chittorgarh and Bhilwara districts by and imparting trainings to GIS Experts and Junior Technical Assistants (JTAs). Total 22 women JTAs/GIS experts have been trained under the program in 4 target GPs and 286 GPs were covered under the scale up.

## IMPACT ON PARTICIPATION IN GRAM SABHA



Active participation of women in Gram Sabha is one of the key indicators of the gender impact assessment study. Target of the project was to enhance women participation by 20% in the Gram Sabha. Project could achieve its target from starting itself. In Andhra Pradesh, women participation went up to 71% in 2017. In Chhattisgarh, women participation in Gram Sabha has seen consistent improvement and has increased from 45% in 2016 to 61% in 2018. Project has been able to achieve this target in Rajasthan as well, where participation of women in Gram Sabha is traditionally low and seen as taboo. However, relatively the participation was lower in Rajasthan compare to other states and also there was slight decline in participation in year 2018. (Source MGNREGA-EB Project Monitoring Framework). Overall attendance of women in gram sabha in all the project areas has increased from average of 21% in 2014 to 41% in 2018. Active participation, which was almost negligible in 2014 has been noted upto 20% by the panchayat functionaries in 2018.

## IMPACT IN GRAM SABHA MOBILIZATION MEETINGS

Initially, under the project, there was thrust on organizing Gram Sabha mobilization meeting for ensuring larger participation of women in the Gram Sabha. The impact of this mobilization was visible in the project areas. For example, in year 2016-17 in Andhra Pradesh and Rajasthan mobilization meetings were conducted and as a result in 2017, 260 women from 13 project GPs of Gurla Mandal participated in the Gram Sabha. In Rajasthan, 36 gender trainings were conducted to mobilize women for gram sabha participation and participation of women in Gram Sabha was seen upto 38% in year 2017. Over period of time, as project entered into next phases of implementation and thrust on mobilisation got diluted, the participation of women in the gram sabha also saw a declining trend in some parts. Therefore, it's evident that there is need for consistent thrust on gram sabha mobilization meetings for continuous high level of participation of women in gram sabha activities.

## KEY INTERVENTIONS' IMPACT ON GENDER CAUSE

Based on data collected, the star interventions' in each state has been identified and listed in table below. These interventions had both direct and indirect impact on women work force involved therein. Direct impact can be seen in terms of economic empowerment, social and political empowerment, gram sabha participation etc. Indirect impact is where these projects have not contributed directly but have added value in life of women workers by making them more aware, social and more participatory etc.

As it has been discussed in the initial section of the report, a gender impact assessment framework has been developed, which includes parameters namely economic empowerment of women, personal development; social and political empowerment; access to natural resources; gram sabha participation and sustainability. Different project interventions and activities have performed differently on these parameters and in some cases, some parameter may not be relevant also. A summary table, highlighting the positive impact has been given below and the section following this describes impact perceived / assessed on each of these parameters, in detail.

Gender Impact Assessment on Different Parameters							
State	Interventions	Economic Empowerment	Personal Development	Social and Political Empowerment	Access to Natural Resources	Gram-sabha Participation	Sustainability
Chhattisgarh	Antodaya Vatika						
Chhattisgarh	DLT						
Andhra Pradesh	Greening of Hillocks						
Andhra Pradesh	Tank Cascade Systems						
Andhra Pradesh, Chhattisgarh & Rajasthan	GIS						
Chhattisgarh	Mate School						
Impact Recognized				Impact Not Recognized			

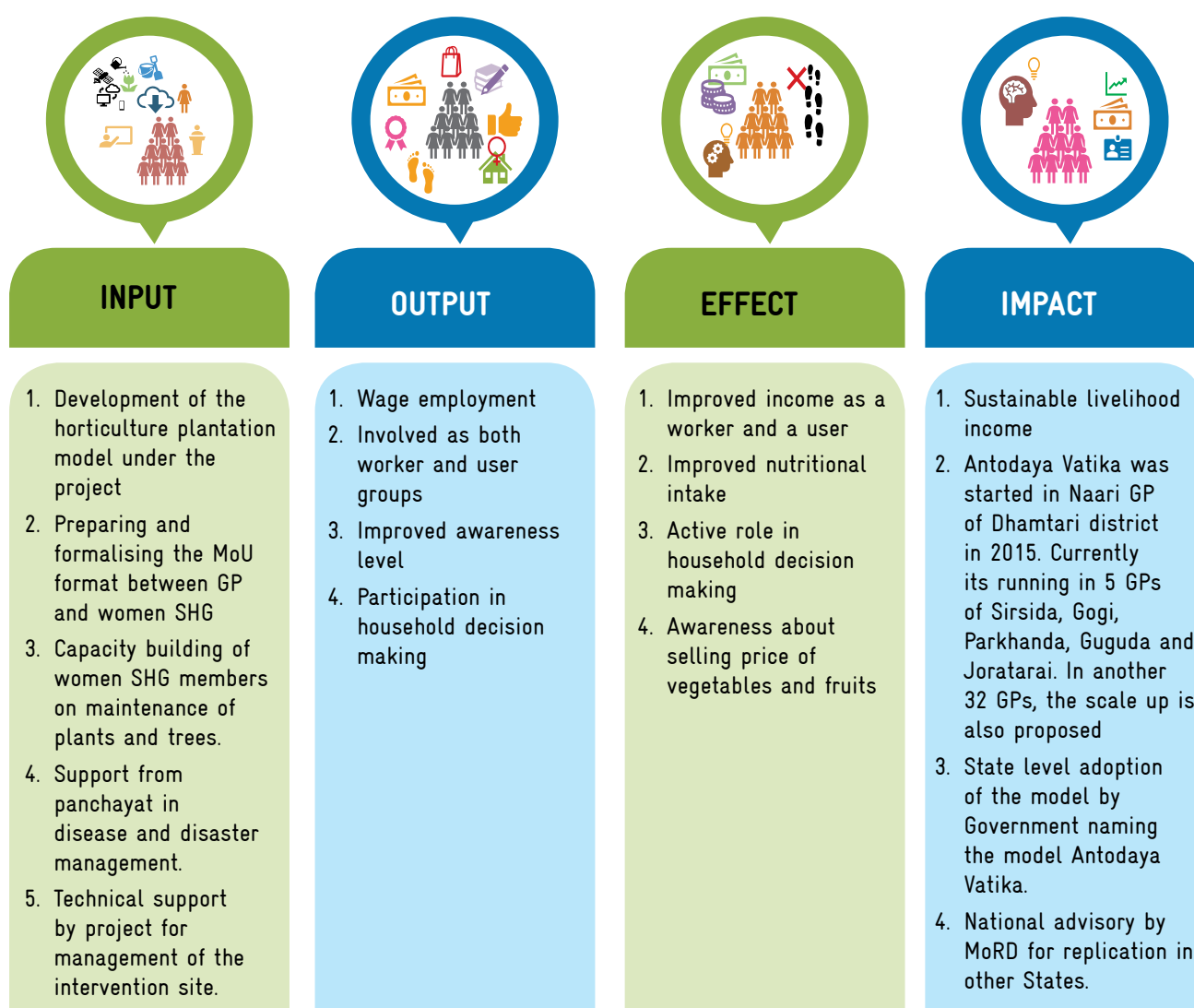


## ANTODAYA VATIKA

Antodaya Vatika is a mixed plantation project which was implemented in 2015 in Dhamtari district of Chhattisgarh under the MoRD – GIZ project, 'Environmental Benefits through MGNREGA'. The main objective was to check soil erosion, address encroachment issues, flood control, provide food, fuel, fodder and timber, etc. The gram panchayat involved women MGNREGA job card holders who were also members of self-help groups for maintenance of plantation. Women were given usufruct rights i.e. right to use and derive income or benefit from the plantation. In case of loss of more than 50%, workers are liable to repay it to the gram panchayat. The selected SHGs will give 10% of the total production to the gram panchayat.

The impact of Antodaya Vatika intervention on various socio-economic, personal development etc. factors specially on women is discussed below:

## ANTODAYA VATIKA



## ECONOMIC EMPOWERMENT



Women are involved as both workers as well as users in Antodaya Vatika project. They are maintaining the planation and selling the fruits and vegetables for benefit as well as for self-consumption. Till now the project has got direct impact on 132 women in terms of employment, financial independence etc. The income level has improved as earlier they were landless and unemployed and now, they are earning between Rs. 15,000-20,000 annually from this work.

## PARTICIPATION IN GRAM SABHA



Participation of women in gram sabha has improved. Economic empowerment and frequent outings due to work resulted in increasing participation in social events including group meetings, gram sabha etc. The data from baseline shows that in Chhattisgarh, women participation in gram sabha shows an upward trend from 45% in 2016 to 61% in 2018.

## PERSONAL DEVELOPMENT



Women involved in Antodaya Vatika are working as both worker and user group. This daily job has increased their awareness level in terms of information about better health facilities, educational institutions, their rights and women specific schemes for different age groups. Around 75% landless women from different self-help groups expressed their interest in joining Antodaya Vatika.

## SOCIAL AND POLITICAL EMPOWERMENT



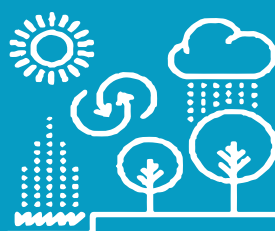
Leadership qualities automatically comes with economic empowerment. One of the workers at Naari plantation is also a Panch. Through her experience, she is also guiding and motivating other women to a part of this intervention. 90% of them feels that frequent meetings at panchayat with PRI members, GIZ and NGOs have motivated them to take the charge of plantation maintenance. They are also earning by intercropping the vegetables.

## ACCESS TO NATURAL RESOURCES



Women workers have been given legal usufruct rights to take benefits from the produce of project. They are selling the produce and managed nutritional supplement for their family to some extent. 90% of them told that access to natural resources had a positive impact on health and diet pattern.

## SUSTAINABILITY



Women working expressed that they can run the intervention independently, but they need technical support and guidance to continue successfully. State Government has already adopted the model.

## Case Study



“Hard Work is the Key to Success”

Malti, Sirsida, Chhattishgarh

In Sirsida, Malti is working in Antodaya Vatika as both worker and user. She received training on maintaining plantation from GIZ and Agrocrat. Out of six women who received training, she continued to work.

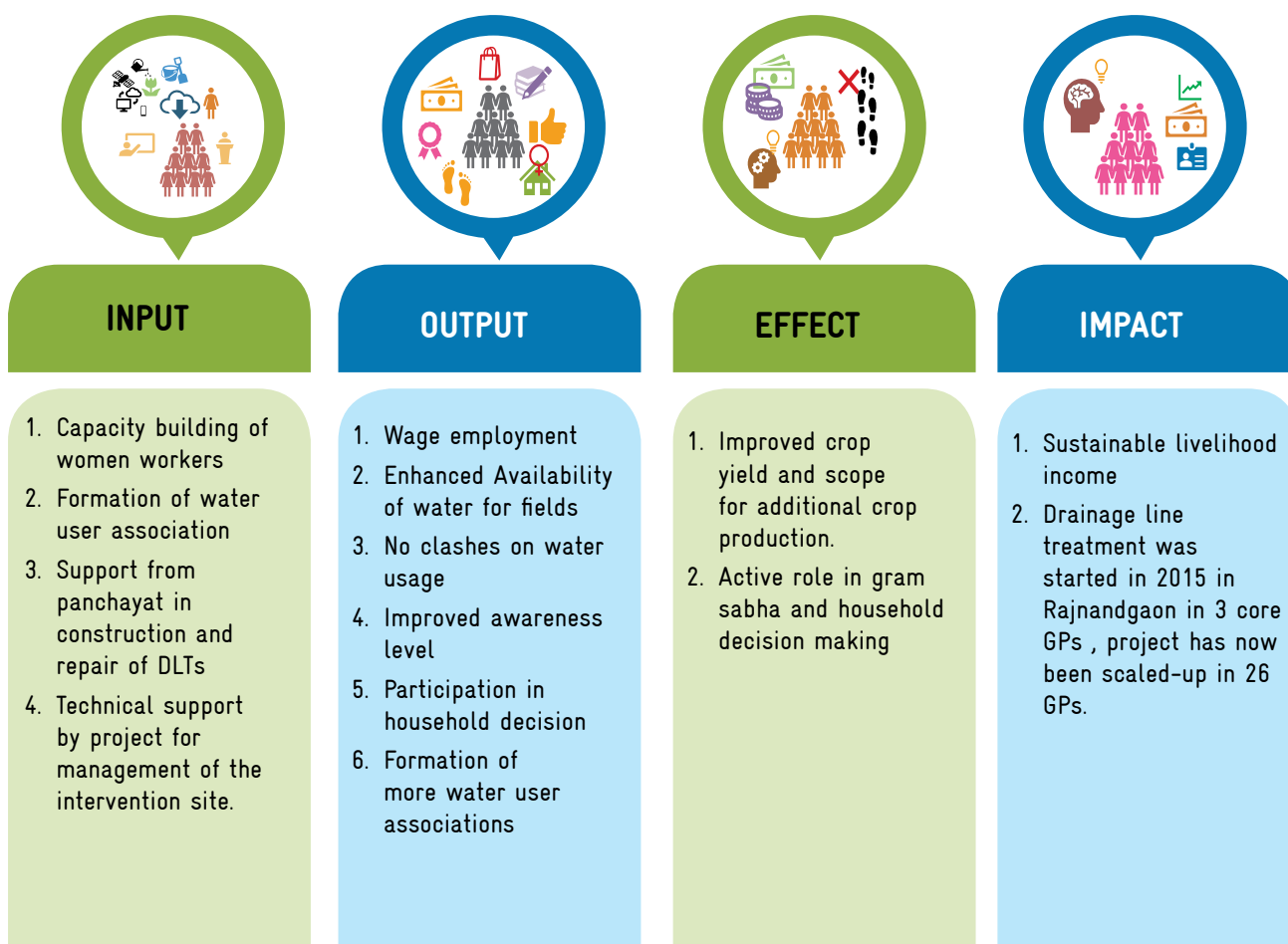
Maintenance of plants require in depth efforts and monitoring. Risk of losing crop is always there and that's why not much people are interested in this work. But she is maintaining 500 trees and getting Rs. 15 per tree per month for maintenance. After the fruiting of trees, 10% of the produce will be given to panchayat. She has also planted vegetables for selling in the market and for own consumption. Her husband is also supporting her in the overall maintenance of the plants.

Malti has been able to grasp the technique easily as she comes from a similar background and her parents were also into farming. When she received this opportunity, she used all her knowledge to make this initiative a success. Last year she earned Rs. 30,000 from this work excluding other income. Consumption of fruits and vegetables have also improved the diet pattern at home and health issues are also less due to proper nutritional intake. Her status in family has improved now and she is the key decision maker. She believes that nothing is impossible for a hard-working person.

## DRAINAGE LINE TREATMENT

Drainage line treatment (DLT) project was initiated in 2015 in 3-gram panchayats of Rajnandgaon. This involves construction of field channels to provide water to the agricultural land through water user associations (WUA). WUAs have fixed the water user charges for members (Rs 150) and for nonmembers (Rs 200). This is a joint effort of MGNREGA state cell, gram panchayat, irrigation department GIZ and NGOs. Women are mainly involved as labourer's under DLT for making the structures.

## DRAINAGE LINE TREATMENT



## ECONOMIC EMPOWERMENT



Women are working as labourers under DLT. Around 80% of workers are women who are engaged in making field channels, renovation of the existing ones etc. This has increased their income level and they are earning between Rs. 10,000 to Rs. 15,000 annually from labour jobs. In Ruvatala GP, there are 350 MGNREGA job card holders, 280 are employed out of which 230 are women.



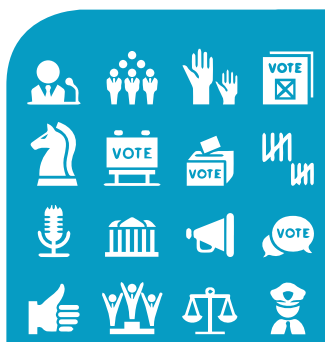
## PARTICIPATION IN GRAM SABHA

Women participation in Gram Sabha has increased over the time. The joint efforts under project have made women aware of their rights and their role in decision making. In February 2018 at Ruvatala GP, out of 112 total participants at grams sabha, 60 were women.



## PERSONAL DEVELOPMENT

Awareness level and participation of women in community activities have increased. As per the NGO, about 70-80% of them frequently meet and discuss common issues related to education, health, employment etc. Participation in Water User groups have also helped in personal development by making individual women more aware of surroundings



## SOCIAL AND POLITICAL EMPOWERMENT

10-15% women are part of water user associations. They maintain record of the membership and water usage fee. As per Sarpanch Ruvatala, the savings of the water user committee will be distributed in Jan 2019. Ratio will be 25% is panchayats' share and 75% is committees' part. They also make sure that water is available to all the farm lands especially in agricultural season.



## ACCESS TO NATURAL RESOURCES

Women workers have been given legal usufruct rights to take benefits from the produce. They are selling the produce and managed nutritional supplement for their family to some extent. 90% of them told that access to natural resources had a positive impact on health and diet pattern.



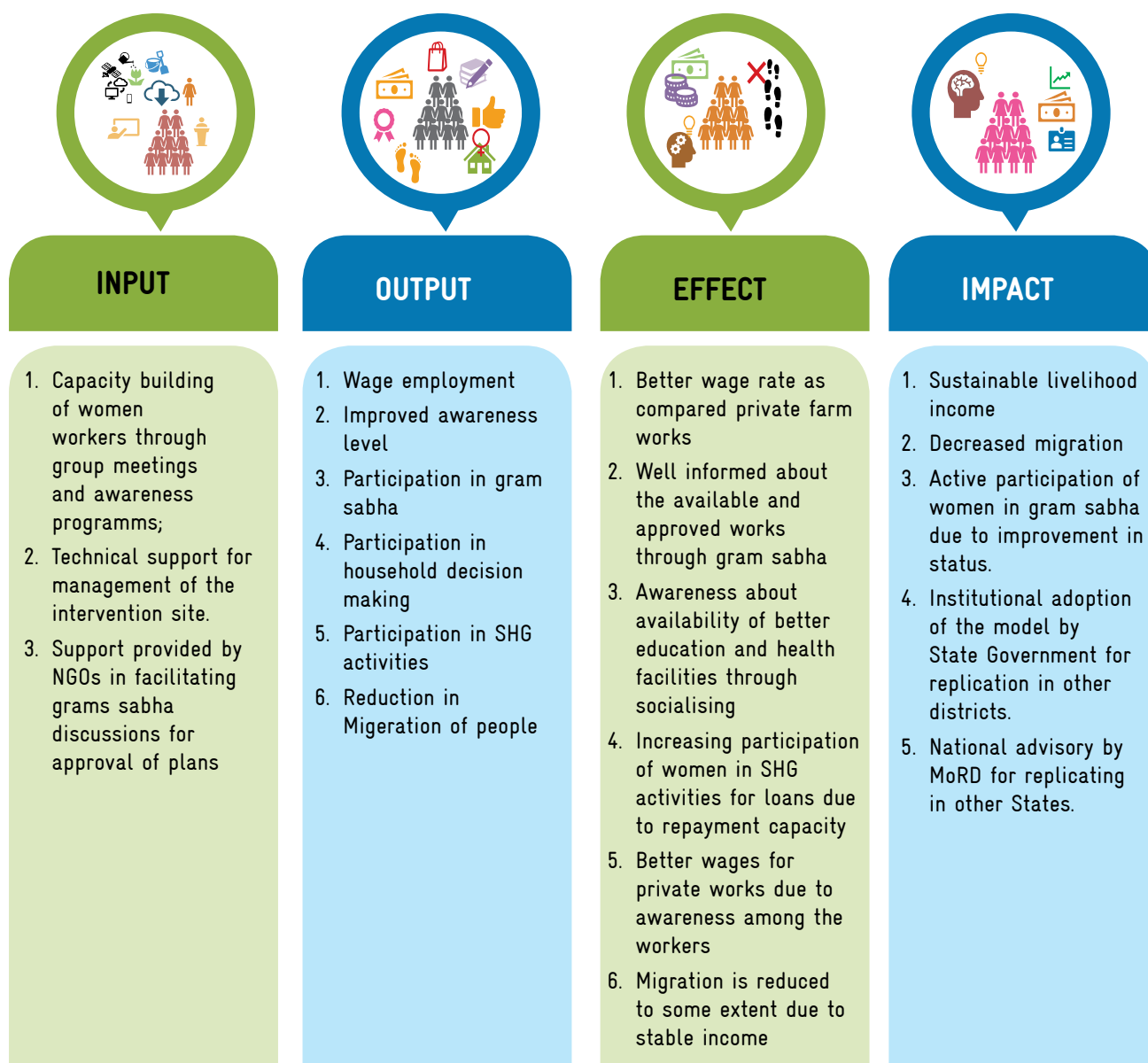
## SUSTAINABILITY

Availability of water throughout the season is the achievement of this project. Farmers are not dependent on any other water source as through DLT water distribution is easy and yield has also improved

## GREENING OF HILLOCKS

The project Greening of Hillocks was started in the year 2013 in Two GPs of Bukkaptnam and Agraharam in Andhra Pradesh. The objective was to develop the hillock land through an innovative watershed approach involving land development, plantation and water conservation.

### GREENING OF HILLOCKS



### ECONOMIC EMPOWERMENT

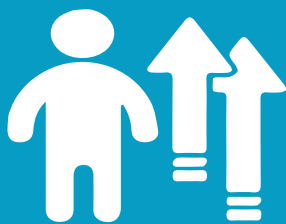


About 97% of workers in this particular project activity are women. This project has provided them regular and stable job with a reasonable amount of money. Income level has increased to Rs 25,000 to 30,000 annually. Wage employment records from MGNREGA MIS shows that women participation in MGNREGA has increased to some extent after the launch of MGNREGA-GIZ project. In Bukkaptnam, the women wage workers maintained a similar trend from 521 in 2014-15 to 516 in 2017-18. There was a sudden increase in 2015-16 but it again came to the same slab of 604 in 2016-17.



## PARTICIPATION IN GRAM SABHA

Gram Sabha mobilisation meetings organized at the inception of project helped substantially in increasing women participation in gram-sabha in project area. Women participation reached upto 61% in 2017.



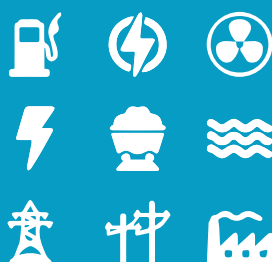
## PERSONAL DEVELOPMENT

Participation of women in household decision making and at community level has improved. They have been contacted by other local women to get involved into similar kind of work. Indirect impact can be assessed through active participation of women in activities of self-help groups. As per the Field Assistant (FA) MGNREGA, in Bukkapatnam, there are 64 groups with 10-20 members per group.



## SOCIAL AND POLITICAL EMPOWERMENT

MGNREGA works have provided an opportunity to women to move out from their houses and to develop leadership qualities to take up any work. One of the female sarpanchs from Bukkapatnam GP highlighted that women feel more comfortable working under MGNREGA because of three reasons – better wages, lesser working hours (8 am to 1 pm) and availability of work within the village itself. She told that out of 5000 households in Bukkapatnam, about 900 are Muslims. As Muslim women are mostly confined to their own houses, she has requested for launching any home-based income generating activity for them, so that they could earn from their households.



## ACCESS TO NATURAL RESOURCES

Greening of Hillocks along with watershed management structure has helped in water recharge in the area. This has also created employment opportunity to work in agricultural fields. So there is indirect access to natural resources by the women



## SUSTAINABILITY

Gram Panchayats have been engaged in this intervention very actively. Therefore there are good chances that GPs adopt the approach and sustain the activity in future.



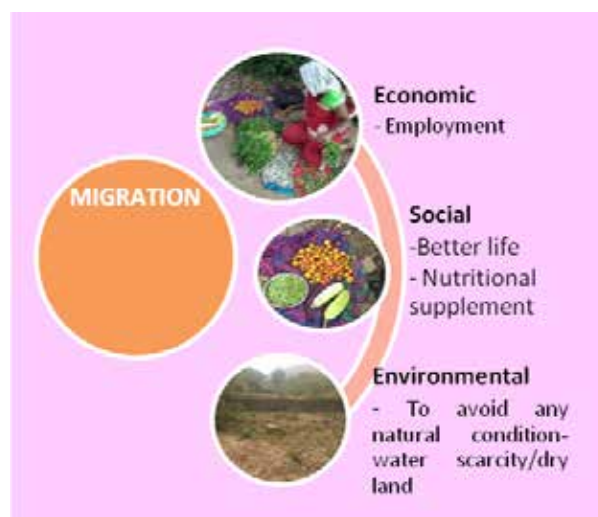
## IMPACT OF GREENING OF HILLOCKS INTERVENTION ON MIGRATION FOR LIVELIHOOD

"The improvement of civic infrastructure in rural area is helping villagers in getting works under the scheme, thereby, preventing their migration to cities for job search. The average wage payment has gone up to Rs 211 when compared to Rs 168 last year".

(Statement by Project Director, MGNREGA, Vizianagaram - The Hindu dated MAY 31, 2018)

Migration is the movement of people from one place to another mainly for employment or livelihood opportunities. As per the Project Director, Assistant Project Director (APD) and respondents, migration has reduced to some extent due to availability of work under MGNREGA.

During FGDs, 15 out of 19 women agreed that migration has reduced due to availability of work under MGNREGA. As per one of the woman worker at Hillock site at Chilkalaguda Palli (Bukkapatnam), out of 90 families, 60 migrated because of water shortage, no livelihood opportunities and for better life. Remaining 30 families are working under MGNREGA, especially on the hillocks the only income generating work available for them. Discontinuation of this work may result in migration of the families left behind.



## REVIVAL OF TANK CASCADE SYSTEMS

Revival of tank cascade systems was taken up in the year 2016 in 13-gram panchayats of Gurla Mandal – Garida, Chodavaram, Jammu, Jammupeta, Kella, Manyapuripeta, Vallapuram, Tettangi, Polayavalasa, Thathavarikittali, Meesalapeta, Gujjagivalasa and Gudem. This intervention was planned to meet the water requirement of farmers, who are dependent on rain-fed agriculture.

### REVIVAL OF TANK CASCADE SYSTEM



### ECONOMIC EMPOWERMENT

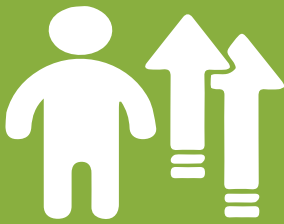


For rejuvenation of traditional tank cascade in Vizianagaram, currently more than 4000 women are involved in this work. Beneficiaries receive Information about the work from Field Assistant. Project intervention has been able to convince panchayat and community to take up this work. Posters and notes in local language were prepared and shared with the Technical Assistants, Field Assistants and Mates to orient them about the intervention and further they sensitized community about benefits of tanks on agricultural production and availability of water throughout the year.



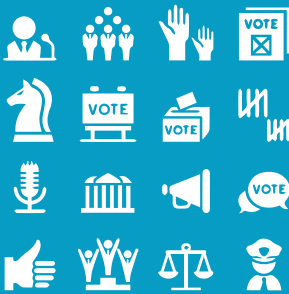
## PARTICIPATION IN GRAM SABHA

The participation of women in gram sabha is moving at the same pace. Trend for last three years show that 45% women in 2016, 60% in 2017 and 61% in 2018 attended gram sabha.



## PERSONAL DEVELOPMENT

Women workers spent savings from this income for buying LPG, milch animals, repayment of loans etc. They are financially independent, more aware about the surrounding activities and public participation has also increased to some extent. Above all, water is easily available, and women are relieved to have a permanent source of water close to their houses. The bargaining capacity of the workers has also improved after working under MGNREGA. Earlier they used to accept the wages offered by the farm land owners but after working under MGNREGA, they have upper hand in freezing the wage rates for private works. They are more aware about the prevailing wage rates now.



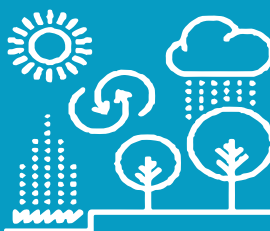
## SOCIAL AND POLITICAL EMPOWERMENT

Although, the impact has not been perceived by the Stakeholders in project area on Social and Political empowerment of women, there is large scale mobilisation of people for the work. However, the activity has empowered women at community level, which is evident from increased participation in Gram Sabha.



## ACCESS TO NATURAL RESOURCES

In this case as well, the stakeholders at field level have not been able to perceive the access, although there are evidence such as increased fodder for cattle to landless labour proves increased access to available natural resources.



## SUSTAINABILITY

Women are involved in tank cascade intervention as wage workers. They have no role to play in making the project sustainable.

## Case Study



“Tank Supports us from Birth till Death”

P Aparna, Palvasa, AP

**P** Aparna is a resident of Palavalasa GP of Gurla Mandal. She is 25 years old and have two daughters. She is separated from her husband, who is an alcoholic. Currently she is staying with her parents.

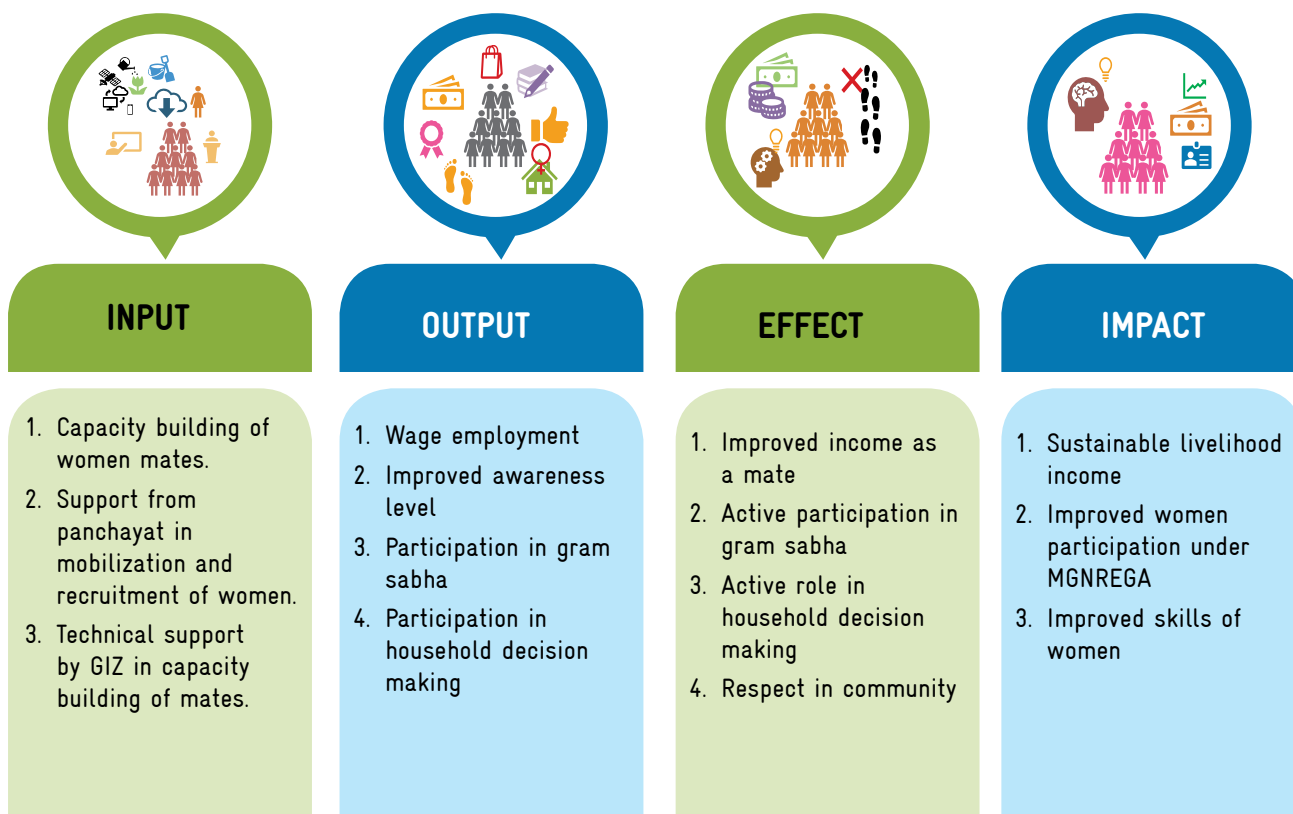
Initially when she moved to her paternal home after separation, her parents were not that concerned about her and her daughters. She was financially dependent on them to fulfil her basic needs. Through the Panchayat staff, she came to know about the work available under rejuvenation of traditional tank cascades in 2016. Since then she is working and earning for her family by doing MGNREGA work. Earlier, workers were not offered loan due to non-payment issues and no job opportunity. But now women workers are easily getting loans due to availability of job under the project. She is content that her children are at least studying, and she is giving them a good life as per her income level. Recently she gifted a cycle to her younger daughter. She is encouraging other women also to work under this project. She believes that tanks are needed for the overall development of the community.




## MATE SCHOOL

Mate school model was started in 2018 in 2 districts of Chhattisgarh namely Dhamtari (Kurud Block) and Rajnandgaon (Dongargarh Block). Mate school model was introduced with an objective of capacity building of mates for efficient delivery of tasks as per MGNREGA guideline. In this regard, a six-day capsule course was designed for both current and existing mates. Mate schools are well equipped with computer, projectors, white board etc. for imparting trainings.

## REVIVAL OF TANK CASCADE SYSTEM



The impact of Mate School Model on various socio-economic, personal development etc. factors specially on women is discussed below:



### ECONOMIC EMPOWERMENT

As per women mates, this type of job is more reputable than working as a labour. This has not only made them economically independent but also improved their awareness level. About 165, women have been impacted by this intervention. The current mates have been contacted by other women to join as mate under MGNREGA. They easily earn Rs. 5000-6000 per month which has improved their economic conditions.

## PARTICIPATION IN GRAM SABHA



Active participation in gram sabha have been reported by women mates. They are aware about the proceedings of gram sabha including details about the proposed and approved works. As per mates from Ruvatala and Gogi, they are also motivating other women to participate in gram sabha and other meeting. In February 2018 at Ruvatala GP, out of 112 total participants at grams sabha, 60 were women.

## PERSONAL DEVELOPMENT



Women mates told that mate is a reputable designation which has lifted their status at both community and family level. One of the mates from Ruvatala GP – Rajnandgaon told that though she is not getting regular payments but still she wants to continue as a mate as it's the only way to move out of home and socialise. In addition, this has also improved their status in community. She attended one training at Thakurtola for 3 days in 2017, which was attended by about 20 women mates. Another meeting was conducted in July 2018 in Naari, wherein 200-250 stakeholders participated out of which 120 were women.

## SOCIAL AND POLITICAL EMPOWERMENT



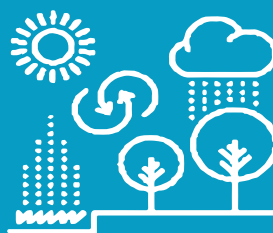
Mate is commanding job and it requires coordination with the workers to get the allocated work done. This job has made women self-confident and developed their ability to lead a team to complete the work. But their improved social and awareness level have also invited problems for them. In Charbhatta, 7 mates (4 females & 3 males) were suspended from the job by panchayat. The two mates revealed that they were asked to move out as they refused to record fake attendance. The social acceptance of better women participation may require more time.

## ACCESS TO NATURAL RESOURCES



NA

## SUSTAINABILITY



NA

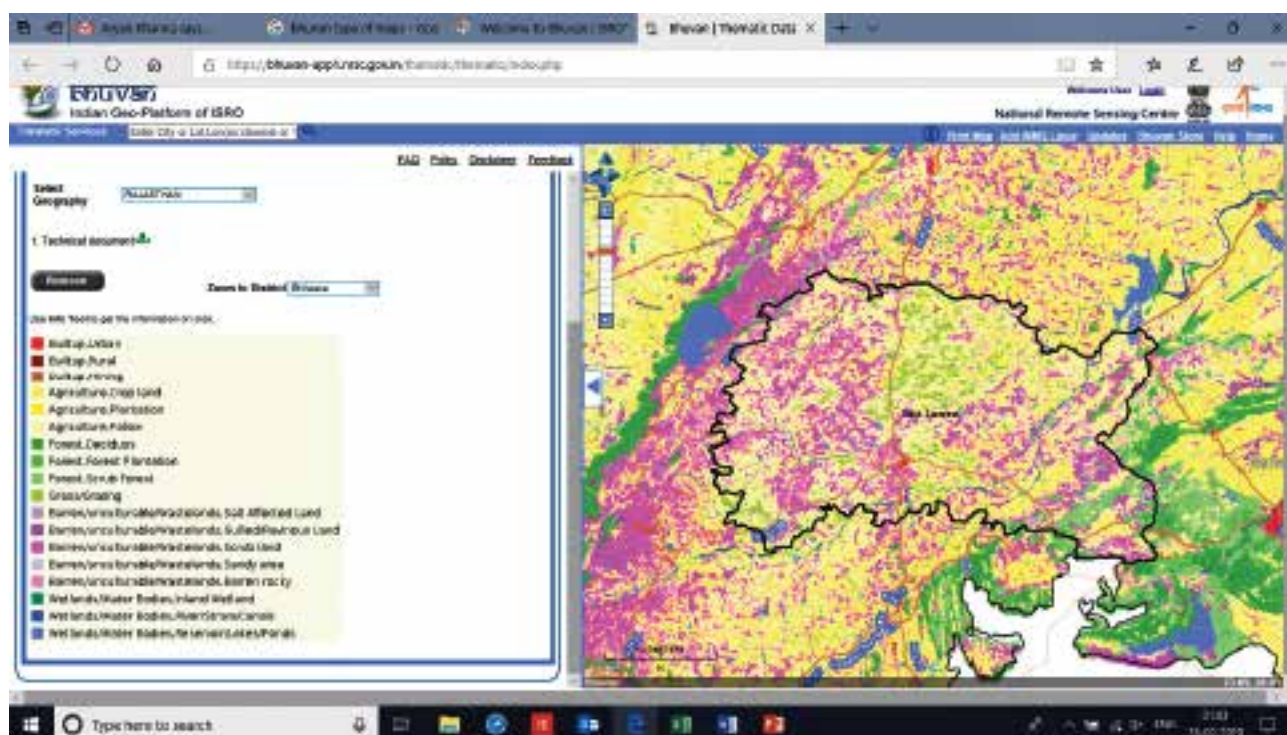
## TRAINING IN GEOGRAPHICAL INFORMATION SYSTEMS (GIS) BASED MGNREGA PLANNING

The Project have conducted trainings and capacity building workshops at different intervals to capacitate women involved to deliver their tasks efficiently. In Vizianagaram, the project organized training workshops for the Engineering Consultants of Champawati Area. In Rajasthan, GIS Experts and technical assistant were imparted training to use GIS for work monitoring and preparation of DPRs.

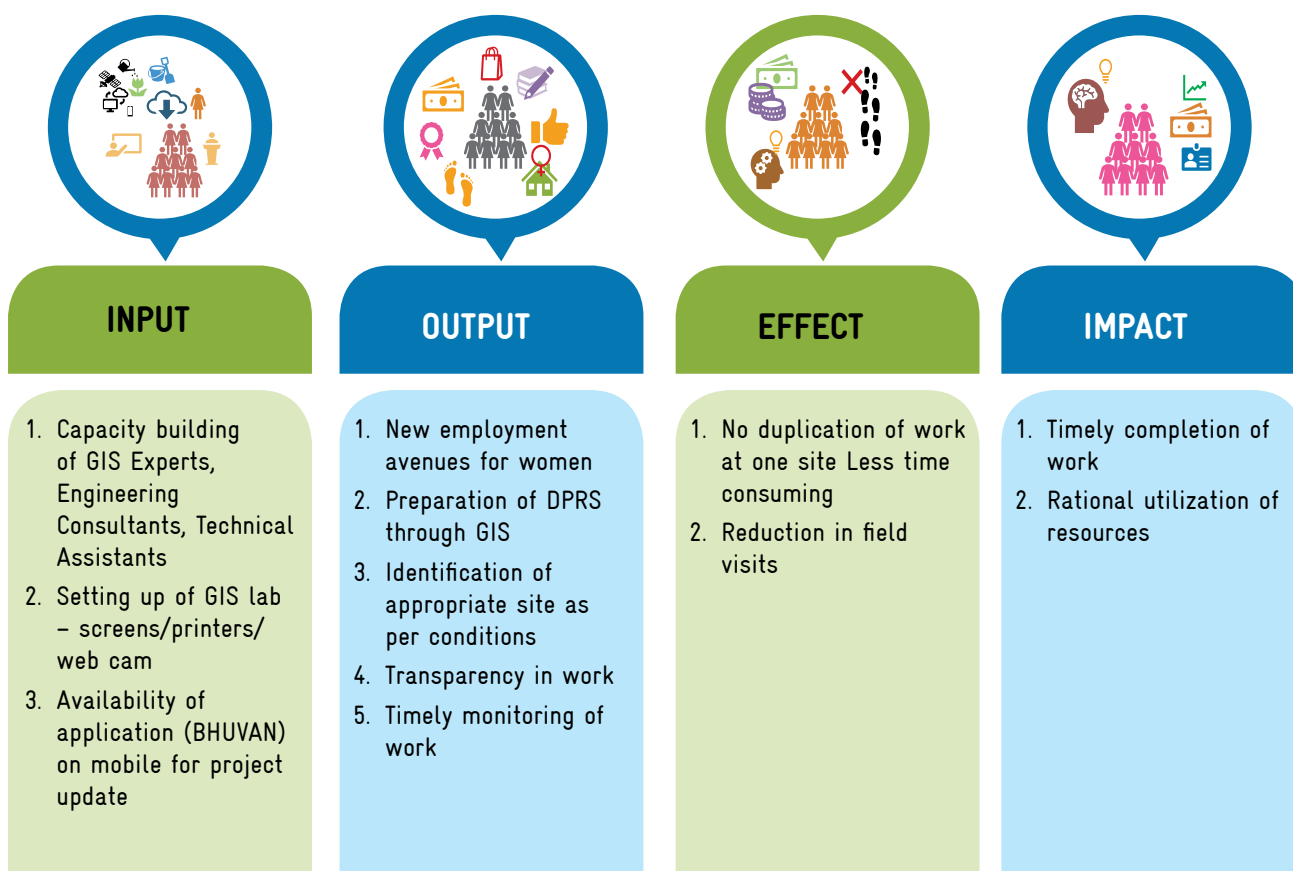
In 2018, a training of GIS Experts was conducted at Udaipur, Rajasthan for 15 days. They were oriented about the overall usage of GIS in preparation of DPR, identification of appropriate site etc by GIZ and SPWD. In Udaipur, GIZ has set up a GIS lab with web camera, monitors, printers, flat screen television etc. Another workshop was organized in March 2018 by MGNREGA department, GIZ and SPWD for JTAs. Out of 60 JTAs, 9 were women.

In Andhra Pradesh, first training was held in April 2018 for 2 days. It was imparted by GIZ and DHAN to 105 participants including ECs/APOs/TAs etc. Out of 105, 30 women from 14 mandals of Champawati River Basin participated.

The second training was conducted by GIZ in Sept 2018 for 3 days. In this 40 Engineering Consultants (ECs) participated out of which 4 were women. The participants were ECs from different mandals of Andhra Pradesh and Telangana.



## TRAINING IN GEOGRAPHICAL INFORMATION SYSTEM



In all the trainings, the selected participants were introduced to BHUVAN application. The users of this application have been allotted IDs to log in. These workshops have explained that how use of BHUVAN has reduced the time involved in identifying type of soil, direction of flow of water, thematic mapping, preparation of DPR for Panchayats through GIS e.g. renovation of tanks, percolation tanks, water harvesting, soak pits, staggered trenches, contour trenches, identification of land for horticulture, farm ponds etc. This way planning for identification of new works in a gram panchayat is far easier as compared to earlier situation due to reduced time cost.

Though, its mandatory for ECs/JTAs to do field visits but with BHUVAN they can identify the suitable work as per the accurate weather conditions from office itself. At field, they can verify the work using GIS. In addition, BHUVAN saves data more accurately for different years. Main benefit of the BHUVAN is that it has made FAs to be accountable to the work and improved the transparency level.

But induction of GIS has also increased their desk work as it involves timely verification of works through photographs and identification of sites. Due to this, they hardly get time to visit field which is part of their job responsibilities.



## Case Study



“My Job is my Lifeline”

Prakash Kanwar, Abhaypur, Rajasthan

**P**rakash Kanwar from Abhaypur, Chittorgarh is working as mate since 2015. She is 22 years old and the only working member in her family due to her fathers' illness. She received information about the requirement of mate from Panchayat. She received training on maintaining muster role, work wise measurement verification of work etc. In 2017, she attended training at Udaipur.

At a very young age, she started working and supported her family in crucial times. Workers both men and women are also very comfortable with her.. She is satisfied with her work and income. She mainly spends money on her household requirements and education. She completed her masters degree and also bought a scooty from her savings. Now its easier for her to travel to distant places to look after work. She feels that whatever she has achieved till now is because of her job. She is also encouraging other women to join as mates.



## CONCLUDING REMARKS

The gender impact assessment was conducted to understand the achievements of the MGNREGA-EB project from perspective of gender inclusiveness and empowerment. The project has contributed directly towards women empowerment through providing employment opportunities and increase in income and has impacted indirectly, wherein it has created alternate livelihood opportunities for rural women in their area and has improved access to natural resources. This chapter outlines some of the learnings of the project, which can be referred while scaling-up of various interventions by different agencies at State and National level.

1

### GRAM SABHA MOBILIZATION MEETINGS

The project conducted gram sabha mobilization meetings in 2016-17 to encourage active participation of women in gram sabhas. This had very positive impact and women in large numbers had turned up to attend gram sabhas. However, the project structure and implementation plans were such, that these meetings were discontinued at later stages of the implementation. In some areas, this resulted into declining participation of women in gram-sabhas meetings. Therefore, scaling-up of any activity shall have gram-sabha mobilisation as one of the continuous activity throughout the project implementation plan.

2

### ACTIVE ENGAGEMENT OF IMPLEMENTATION AGENCIES

While discussion with the women beneficiaries of various project activities and also interaction with field representatives of implementation partners, it was observed that the perception of greater impact and better awareness of project objectives can be created, with active engagement with the community. One of the reason for varied perception of impact about same project activity, in different region was due to different level of engagement. Although, this is a very subjective aspect of the project implementation, different ways and participatory tools can be made part of project implementation plan.

3

### ENHANCED ROLE OF LOCAL INSTITUTIONS/SHGS

Role of local institutions, such as water user groups, self-help groups (SHGs) created under project, need to be widened at its inception itself for effective ownership of the project at later stage. For example, the SHGs are formed mainly for saving and micro-credit services to member. Though ensuring financial services to rural women is critical, however such groups can play even bigger role in more effective and sustainable manner in managing community assets, creating additional livelihood options and sustaining the project activity beyond project period.



Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH  
A2/18, Safdarjung Enclave  
New Delhi 110 029 India  
T: +91 11 4949 5353  
E: [info@giz.de](mailto:info@giz.de)  
[www.giz.de/india](http://www.giz.de/india)

