Final report

Auditing the auditors

Rapid response process evaluation of MGNREGA Divas for Rural Development Department, Government of Bihar

IDinsight

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Acronyms

ADM	Assistant District Magistrate
DC	Deputy Collector
DM	District Magistrate
DRDA	District Rural Development Authority
GP	Gram Panchayat
JE	Junior Engineer
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MD	MGNREGA Divas
MIS	Management Information System
PO	Programme Officer (Block-level person in-charge of MGNREGA)
PRS	Panchayat Rozgar Sevak (Panchayat-level person in-charge of MGNREGA)
PTA	Panchayat Technical Assistant (MGNREGA)
RDD	Rural Development Department

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Background on MGNREGA and MGNREGA Divas

The Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) is an employment programme from the Central Government in India, giving each citizen the right to demand 100 days of work at minimum wages. The state usually employs people in their nearby locality to build public works, such as man-made ponds, planting trees, and paved roads. MGNREGA provides employment to almost one-fourth of the total rural households in the country.[1]

MGNREGA is one of India's largest social safety-net initiatives for the country's poor. Since its inception, MGNREGA has generated 13.5 billion person-days of employment. Around Rs. 1.3 trillion (about $21.5 billion) have been spent on wages under MGNREGA from March 2006 to December 2012.[2] According to the Ministry of Rural Development MGNREGA generated 94 million person-days of work[3] and spent Rs. 14.75 billion (~ $245 million) in Bihar during the fiscal year 2012-13.

MGNREGA Divas (henceforth referred to as "MD") is a special initiative of the Rural Development Department (RDD) in Bihar, in which each district administration of Bihar is supposed to send an independent team (without MGNREGA district-level functionaries) to one panchayat per administrative block of the district every Wednesday. This team is supposed to check on the status of public works and audit muster rolls of work and payments against the factual situation on the ground. Reports from these audit teams form the basis for corrective steps, including fund recovery and punitive action if funds are proven to have been diverted.

1. Introduction to this Study

MGNREGA Divas (MD) is an important attempt by the Bihar Government to improve the implementation of MGNREGA and has garnered significant attention within and outside the state. However, there have been no assessments of the quality of the MD programme's implementation, nor its impact on MGNREGA.

This study, at the request of the RDD in Bihar, is an effort to better understand whether the MD visits are indeed happening as frequently as prescribed, as well as the quality of these visits. Note that because MD has been implemented across Bihar for over a year, it was not possible to identify a credible comparison group for a rigorous assessment of the impact of MD on MGNREGA.

This study has three major findings:

1. Visit quantity: The number of MD visits that take place each Wednesday is far lower than the number stipulated in RDD's instructions to the district administration.

[1] http://nrega.nic.in/netnrega/WriteReaddata/circulars/Report_to_the_people_English2013.pdf
[2] http://nrega.nic.in/netnrega/WriteReaddata/circulars/Report_to_the_people_English2013.pdf
[3] http://164.100.129.6/netnrega/dash_brd.aspx?fin_year=2012-2013

2. Visit process quality: MD teams do not generally comply with RDD instructions on the processes to be followed during the visit.
3. Visit output quality: The teams do not seem to be capturing irregularities in worksites and wage payments, which is the purpose of their visits.

The remainder of this report is organized as follows: Section 2 discusses the research objectives, questions, and methodology; Section 3 presents the results; and Section 4 summarizes and provides recommendations for improving MD.

2. Research Objective, Questions & Methodology

Objective

This study has two objectives: (i) to inform the RDD of the Bihar Government about the implementation status and quality of MD, and (ii) to recommend ideas for the potential improvement of MD.

Research Questions & Methodology

The specific research questions were as follows:

1. Visit quantity: Are MD visits happening as frequently as prescribed by RDD?
2. Visit process quality: Are the visits following the instructions sent by RDD?
3. Visit output quality: How do the findings of official MD reports compare with independently collected data?

To answer the first two research questions on visit quantity and compliance with RDD instructions, the study team conducted independent MD observations, both announced visits (where the district headquarters were informed before the visit) and surprise visits (where the district headquarters were only notified on the day of the observation). In addition, we surveyed Panchayat Rozgar Sevaks (PRS, the village-level contractual employee in-charge of implementing MGNREGA in the village).

To answer the third question about visit output quality, and to provide more insight into the second question about visit processes, we surveyed workers and worksites randomly sampled from two sources: (i) RDD's online MIS data, and (ii) MD reports submitted by MD teams to the respective District Rural Development Authorities (DRDAs). Survey data from the first source allowed us to randomly sample workers and worksites and get a snapshot of MGNREGA implementation quality. The second source allowed us to cross-check the assertions made in the MD reports (by interviewing/visiting a sample chosen from within the reports). Additionally, data from these two samples were compared with each other to test whether there were statistically significant differences on worker and worksite indicators.

To get an overall understanding of the status of MD in the state, we analysed three secondary data sources as well: (i) RDD's online Management Information System (MIS) that holds information regarding workers and worksites under MGNREGA, (ii) data from physical MD reports that are submitted by the district-level teams conducting MD visits, and (iii) RDD's online database of MD-visit summaries.

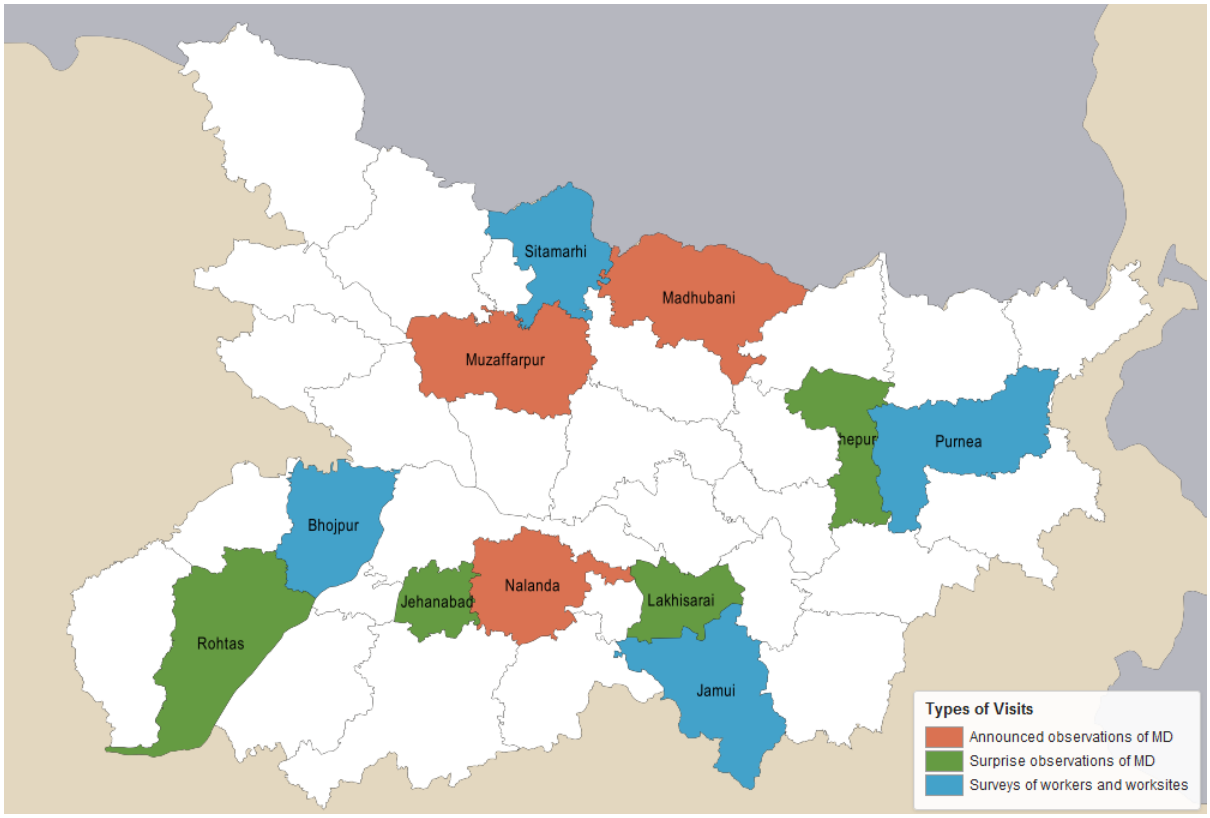
Please refer to Appendix I for more details on the research methodology.

Sample Description

The study was conducted in 11 districts across Bihar. MD observation visits were conducted in 7 districts (of which, surprise visits were conducted in 4 districts). In the remaining 4 districts, 148 workers and 175 worksites were visited in 32 panchayats (clusters of villages). See map in Figure 1 below for sampled districts by types of visits.

The sampling strategy, including rules for replacing sampled units, are explained in Appendix II. For a more detailed sample description, please see Appendix III. Given the "rapid response" nature of this study request from the RDD, the sample is not statistically representative of the entire state, but does provide indicative evidence of the quality of MD implementation in Bihar.

Figure 1: Districts of Bihar, by Types of Visits



3. Results

We discuss our findings under three categories: first we present results regarding the *quantity* of MD visits, then we elaborate on the *process quality* of these visits, and finally present results on the *output quality* of MD visits.

MD Visit Quantity

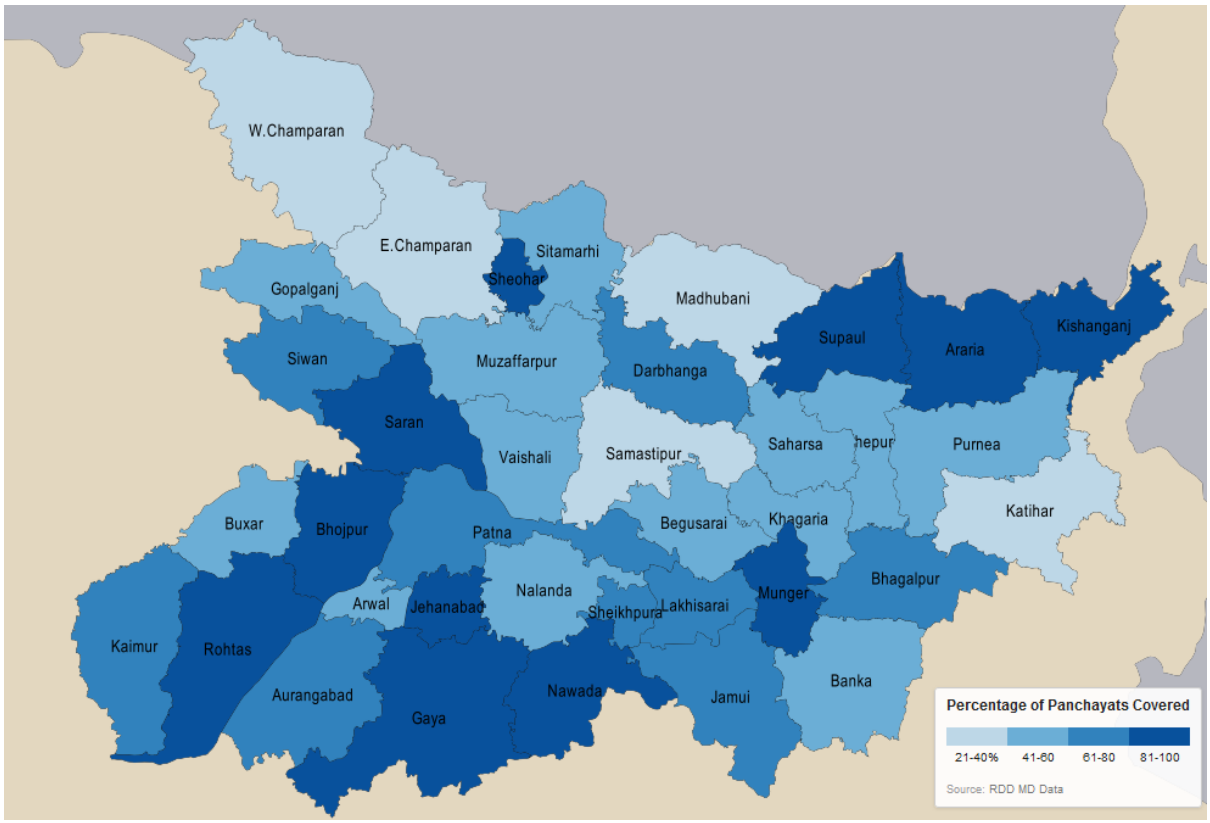
Finding 1: Coverage of MD is low compared to official instructions

According to RDD's official data on MD, only 3 MD visits have been taking place per district per week. If RDD's instruction to cover *all* blocks of the district per week had been followed, the average number of weekly MD visits per district should have been 14.[4]

However, coverage varies greatly by district. Around 60% of the panchayats in Bihar were visited between 1 June 2012 to 1 May 2013. While only one district had achieved 100% coverage of panchayats in this period, 10 of 38 districts did not even cover 50% of total panchayats. See Figure 2 for district-wise distribution of panchayats covered by MD. See Appendix IV.B for more details.

While it was beyond the scope of the study to collect any quantitative information on the reasons for low coverage and the high district-wise variation, anecdotal evidence suggest that there is a shortage of District Collectors and other senior officers at the district-level for such visits. Given the shortage of officers, the existing ones seem to be overloaded with other administrative work. In addition, it appears the District Magistrate (DM), the senior-most bureaucrat of the district, has significant control over the quantity and quality of the MD visits, so coverage is likely higher when MD is a priority for the DM.

Figure 2: MD Coverage in Districts of Bihar, by Percentage of Panchayats Covered



Source: RDD MD Data

[4] There are an average of 14 blocks per district.

Finding 2: Not all scheduled MD visits actually happen

District officials conducting MD visits are informed of which block and panchayat they are going to visit the evening before or the morning of the visit itself via a confidential letter issued by the DM. They are expected to plan their visit to allow for sufficient time for all MD-related activities. While there is no official instruction on when they should arrive at the panchayat, the officials would need to reach the block offices by 11 am at the latest if they wish to complete most or all MD-related activities.

The IGC/IDinsight team conducted 14 surprise MD visits in 4 districts according to the following protocol: The District Rural Development Authority (DRDA, district-level implementation body of the RDD) was informed of the team's visit at 11 am on the day of the visit via email, and in person by noon. The teams accessed the DMs' letters commissioning visits for that particular day in the 4 districts and found that the DMs had instructed their district administration to do a total of 27 MD visits out of the 46 blocks in those 4 districts.

Of these 27 MD visits, we were on site for 14.[5] We observed only 6 MD visits happening by noon, 6 started after 12 pm, and 2 did not take place at all. For the 2 commissioned visits that did not take place, the DRDA mentioned that they were not informed.

Given that 6 out of 14 visits happened after we personally visited the DRDA office, it brings into question whether these visits would have happened at all had our independent study team not been there. In all these cases, MD teams received calls from the DRDA office to enquire about the status of their visit after we showed up in the DRDA office. It is very likely that these calls influenced whether these visits would have taken place at all; however, we cannot be sure because the counterfactual is unobservable.

Finding 3: Teams do not spend sufficient time on the field

For the visits by the IGC/IDinsight team described above, on average, the district teams spent a little under 3 hours in the panchayat to conduct their evaluation. According to the PRS, the number of hours spent by MD teams in in the panchayat was 5.5 hours. While these numbers are not exactly comparable (drawn from different time periods, districts, and methods), it is clear that 3 hours is not sufficient time for the teams complete the required audit procedures, as described below.

MD Visit Process Quality

Finding 4: RDD MD visit instructions are not being followed

The compliance with most of RDD's instructions was quite low. For example, the RDD guideline is to announce the MD visit 2 days in advance so local teams will gather the paperwork for auditing and inform workers about the visit, but our PRS survey revealed that 48% of PRS' were only notified on the day of the visit. The worker survey revealed that of those who knew about an MD visit, over 70% found out on the day of the visit. Regarding the stipulation that the team talk to 25 randomly selected labourers, we found that 26% of the teams did not speak to *any* workers at all, and the 74% that did speak to workers spoke

[5] While our surveyors were ready to observe more MD visits, many blocks in which they were waiting did not have any MD visits that week.

only to 6 labourers on average. Table 1 below details the discrepancies between official RDD instructions and actual MD practices.

Table 1: RDD instructions and compliance by MD teams:

RDD Instructions	Compliance by MD teams (data source)
Teams are supposed to cover all blocks in each district (14 MD visits/district) every week	21% of blocks per district (3 MD visits per district) are covered per week (RDD data)
MD visits are supposed to be announced 2 days in advance to the block with information on panchayats where the visit is supposed to happen	21% of PRS knew about MD 2 or more days before the visit day (PRS survey)
MD visits are supposed to be publicised 1 day in advance to the panchayats where the visit is supposed to happen	14% of workers knew about the visit at least 1 day in advance (worker survey) 51% of workers knew about an official visit[6] (worker survey)
Teams are expected to visit *all* the worksites in a panchayat	39% of total sites visited (PRS survey) 46% of total sites visited (RDD data, see Appendix V.A for details) 10% of worksites visited (MD observations)
Teams are supposed to hold a Gram Sabha (panchayat-level meeting of at least 10% of all beneficiaries in that panchayat)	45% of the PRS said a Gram Sabha was not held during the MD visit in their panchayat (PRS survey) 12% (7 out of 59) of MD reports mentioned a Gram Sabha (MD reports) 0% (0 out of 14) of MD observations included a Gram Sabha held (MD observations) 15% of the labourers said they have participated in a Gram Sabha held as part of MD (worker survey)
Teams are supposed to speak to 25 labourers randomly chosen from the muster rolls	82% labourers were spoken to on average (PRS survey) 74% of teams (14 of 19) spoke to at least 1 labourer (MD observations) Teams spoke to only 6 labourers on average (of the teams that spoke to at least 1) (MD observations)
Teams must fill 3 specified forms	2% (1 out of 61) of MD reports that we analysed used all three forms (MD reports) 13% (8 of 61) of MD reports filled none of the three forms (MD reports)

[6] It is not possible to establish whether workers are reporting about MD or other MGNREGA-related visits due to recall error and low usage of the phrase "MGNREGA Divas" at the village level.

Teams are supposed to be composed of certain officials	
Deputy Collector, ADM, or other senior bureaucrat	73% presence (PRS survey) 80% presence (15 out of 19) (MD observations)
JE or Engineer from other block, or department	72% presence (PRS Survey) 39% presence (7 out of 19) (MD observations)

MD Visit Output Quality

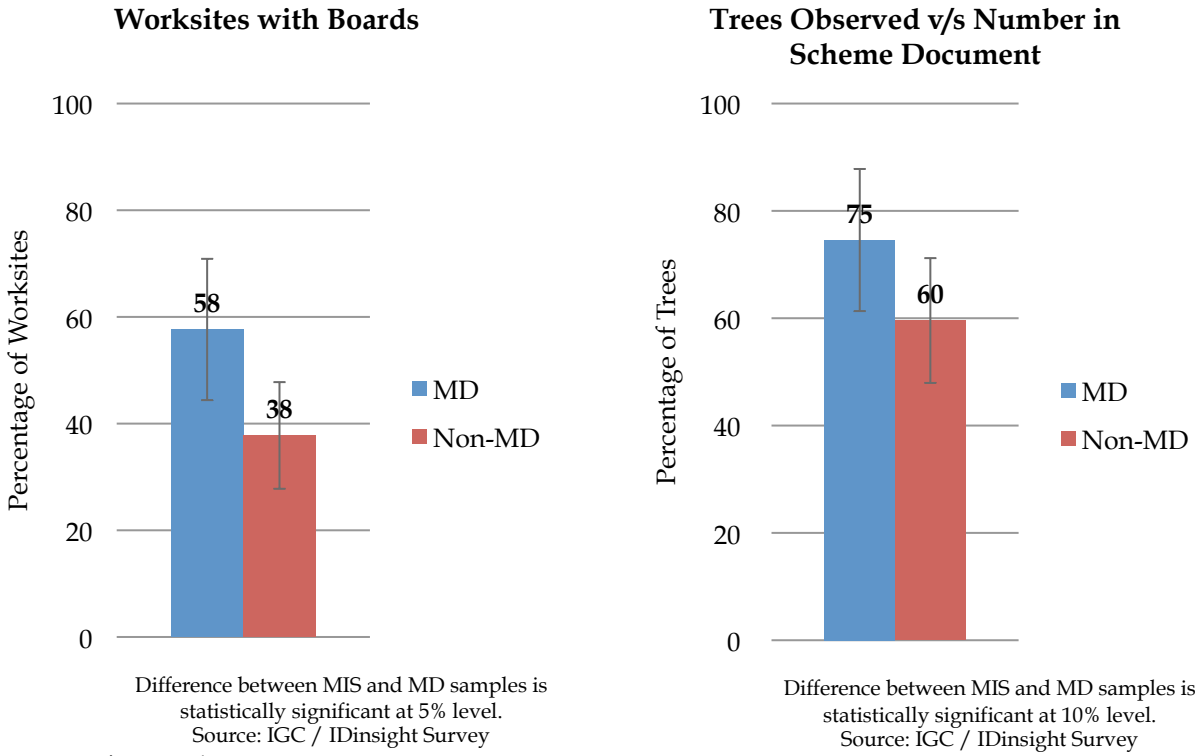
Finding 5: MD teams tend to not visit lower-quality worksites

In the 32 panchayats that were part of the survey sample, we surveyed 90 worksites (which we selected at random from all worksites listed in the MIS database) that were not visited by MD teams and 85 worksites that were visited by the MD teams (and sampled from MD reports). We find that MD teams may have systematically selected better worksites to visit. Figure 3 shows two worksite quality indicators and the differences between the MD and non-MD samples. While 58% of the worksites in the MD sample had boards providing basic information on the money spent and type of public work, only 38% of the worksites in the non-MD sample had them (this difference is statistically significant at the 5% level). We find a similar difference in the percentage of trees observed in tree-plantation worksites. The direction of the difference was the same for most MGNREGA-related indicators, though not always statistically significant. See graph below and Appendix V.B for more details.

This systematic difference could be due to MD teams choosing worksites that are more accessible by road or because the PRS intentionally showed them better worksites. It is therefore highly unlikely that worksites were randomly chosen from muster rolls.[7]

[7] It is imperative to refrain from making a causal link between the MD visits and the quality of the sites. Our analysis using MIS information before the MD programme started reveals that the quality of the worksites from the MD-sample may have been better than that of the worksites from the non-MD-sample. This indicates that the MD-samples are not of higher quality because of MD visits but were specifically chosen for their better quality. See Appendix X.A and X.B for details.

Figure 3: Worksite Quality Indicators, by MD and Non-MD samples



Source: IGC / IDinsight Survey

Finding 6: A very low proportion of MD teams reported irregularities at worksites

Irregularities were common in our survey of the sites visited by MD teams:

- Boards were not found 43% of the time
- Less than half the stipulated number of trees were found 22% of the time
- Drains/roads were shorter than required 8% of the time
- Any one of these happened 53% of the time

However, our analysis of MD reports shows irregularities were only reported in 11% of the cases on average (see Appendix IV.A for more details). The low reportage of irregularities in these reports suggests that MD teams are failing to achieve their key objective of identifying and taking corrective action on implementation issues in MGNREGA.

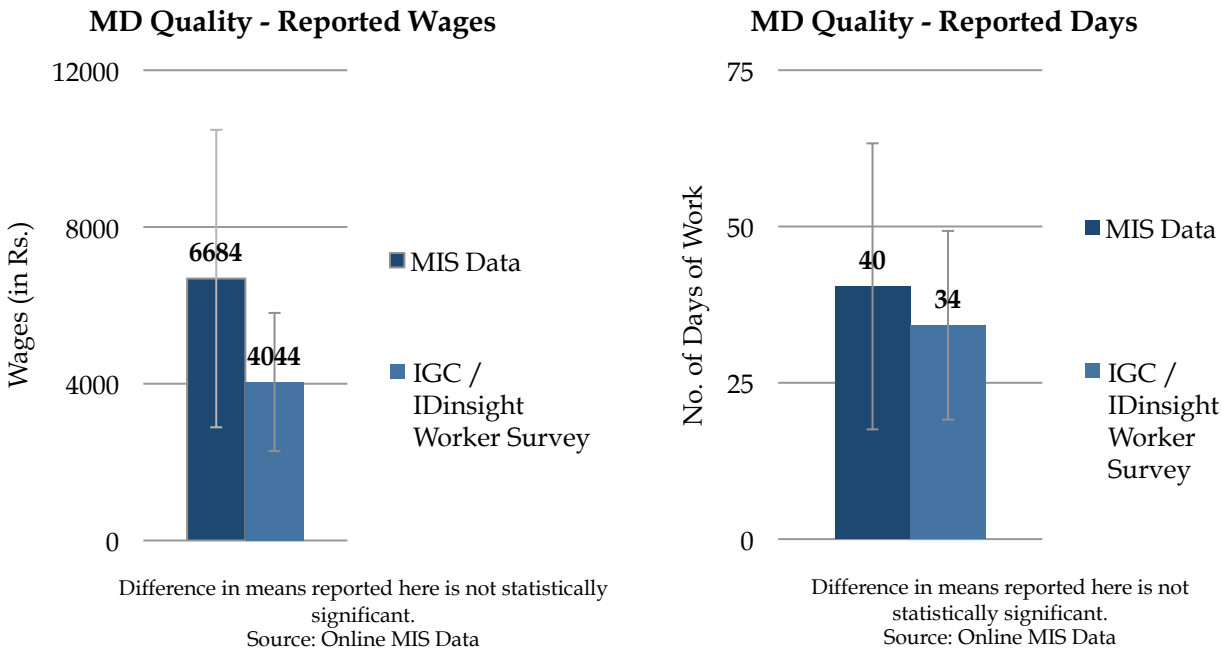
According to RDD data, in 5 out of 6 cases where irregularities were reported, show cause notices were issued. This indicates that if a MD team reports irregularities and recommends corresponding action, it is likely to be upheld. The challenge therefore may be in ensuring that these MD reports capture the ground-reality accurately (though the effectiveness of show cause notices is unclear).

Finding 7: MD teams may not be capturing differences in wage reports

In our surveys, only 49 out of 148 workers were able to recall and report the number of days worked under MGNREGA, and 40 were able to report wages. For those who did, we checked their online MGNREGA MIS records, which also serve as a financial record for the RDD. On average, workers report getting only 61% of the wages indicated on the MIS. This data is only indicative as the sample is very small and the difference between the wages in-

dicated on the MIS and those reported to us during surveys is not statistically significant. However, this discrepancy warrants further and more detailed inquiry. The number of days worked tally more closely between MIS and worker reports. See Figure 4.

Figure 3: Differences in reported wages and number of days worked between MIS data and IDinsight survey



Despite the IDinsight team finding major differences in the wage reports by the workers versus what is reported in RDD's financial records, only 4 out of 30 MD reports with worker information reported any wage discrepancies. Note that wage differences between these two sources are not necessarily indicative of corruption and may happen due to late payments, recall errors etc. This finding only indicates that MD teams, despite explicit instructions by RDD to look into this issue, are not capturing wage differences between MIS data and worker reports.

4. Summary and Recommendations

Summary

We find that both the quantity and quality of MD are low, and it is likely that MD in its current form may have little impact on improving the implementation of MGNREGA itself.

To summarise, we find that MD visits that are instructed by RDD do not always happen on the ground. When visits do happen, the teams do not follow the procedures set forward by RDD. As a result, MD teams may not be capturing irregularities in worksites and wage payments, which is their primary function.

Therefore, MD is unlikely to be sending a strong message of transparency and high quality accountability. This considerably reduces the chances that MD is having a positive impact on MGNREGA implementation.

Recommendations

Based on the findings of this study, we have certain recommendations for RDD to consider that may improve the implementation of MD and potentially create a positive impact on MGNREGA.

Our study already describes how the MD visits per district are far below RDD's expectation. In large part, this could be due to under-staffed and over-worked district administrations. We propose that RDD should consider **reducing the expected frequency of MD visits per district**, while focusing on increasing compliance and quality. This would send a message of accountability by monitoring MGNREGA activities in a more holistic manner and taking swift action in case any problems are noted in the implementation of the scheme. A few good visits are likely to send a much stronger message than many low-quality visits.

To ensure MD visits happen and to increase compliance of RDD instructions, **technology-based monitoring** (using tablets/mobile phones) can be introduced. This will allow RDD to know whether visits actually happened by observing time-stamps, GPS tags, and photo-graphs from every visit.

Technology-based monitoring will also increase the quality of MD visits. A survey-application built into the tablets can facilitate a streamlined process that is followed by all MD teams across districts. It can also ensure that worksites and workers are chosen ran-domly.

Another move to improve the quality of the MD visits can be to **set a more realistic protocol for MD teams, while seeking stricter adherence**. For instance, instead of asking the teams to visit all the worksites in a panchayat and to speak to 25 workers in a day, a more realistic target of 4 randomly selected worksites and 10 workers per panchayat could be set (these numbers are only suggestive).

Given that it is important to ensure that the PRS informs workers about MD visits, RDD should consider insisting on **district-level announcement of MD visit details in 2 promi-nent local newspapers**. While most MGNREGA beneficiaries may not read newspapers, even if a few people in the village read about the visits, the news regarding the same may spread across a large cross-section of beneficiaries in that village.

Sending state-level or third-party teams to back-check randomly chosen MD reports should also be considered. If MD teams know that there is a non-zero probability that their report will be verified by an unknown RDD official shortly after their own visit, it could considerably increase the accuracy of their reports.

Since action taken after each visit is key to creating impact, RDD can consider **providing central guidelines on possible action-types**. Currently, action taken is mainly on the PRS and is confined to show cause notices, lodging police complaints, and/or recovering funds. A more sophisticated actions-list that includes both rewards and punitive measures, and goes beyond the PRS should be drafted and circulated to district administrations. This can ensure that MD is not only about punitive measures, but also about recognising good work.

In addition, it puts the onus of good implementation of MGNREGA on all levels of the DRDA and not only on the PRS, who is currently at the bottom of the hierarchical chain and the least empowered officer.

It is important to note that while these recommendations are based on similar monitoring initiatives in other contexts, it is critical that the implementation quality and impact of key new modifications to the MGNREGA Divas programme are rigorously evaluated to ensure they make the programme more effective. RDD should draft a structured, iterative learning and action plan to continue to continue to improve MGNREGA.

Conclusion

Reducing leakage and improving the implementation of a scheme such as MGNREGA that caters to a large population of Bihar's unskilled and semi-skilled citizens is a monumental task. MGNREGA Divas is still a relatively new initiative of the Rural Development Department of the Government of Bihar, and it is imperative that its processes continue to be studied and improvements to MGNREGA made based on these studies. Through this quantitative process evaluation of MGNREGA Divas, we have tried to shed light on how the programme is currently running and potential interventions to improve MD. Using this report, we hope the RDD will design interventions to improve MD, rigorously evaluate them, and scale up those found to be most effective.

Appendices

Appendix I: Research Methodology

This evaluation followed four specific research methods:

I. Background research

- Secondary research (key official documents & letters, and external reports)
- Semi-structured interviews of stakeholders (RDD state, district, and block officials; panchayat representatives; beneficiaries).

II. Announced MD observations

- Announced observations of MGNREGA Divas and its processes were conducted in 6 blocks in 3 districts. The PIs joined separate MGNREGA Divas teams during their visits and conducted an in-depth direct observation of the visit quality.

III. Surprise MD observations

- Teams were sent to 14 blocks in 4 districts to make unannounced visits. These teams were at a pre-selected panchayat by noon, by when a MGNREGA Divas visit should have been underway.
- This allowed for clear independent verification to test whether the visits are indeed happening or not.
- If the visit was happening, the surveyor joined the MGNREGA Divas team and observed whether key activities happened according to the official protocol.

IV. Surveys of workers and worksites

- Announced surveys took place in 32 blocks of 4 districts in panchayats where MGNREGA Divas visits have already taken place and a public report is available. In this independent audit, public works built using MGNREGA funds were observed and beneficiaries interviewed during the previous MGNREGA Divas visit were re-interviewed.
- This data was used to compare data from the survey team's observations with MGNREGA Divas audits in the same panchayats.

Appendix II: Sampling Strategy & Replacement Rules

Sampling of districts

Districts were chosen ensure adequate coverage of Bihar's main linguistic and geographical zones to increase the representativeness of the study to the state.

Sampling of blocks for announced MD observations

Since these were announced visits, the district administration was allowed to direct where our study-teams went. The district was given this freedom to facilitate high quality visits, thereby giving the study team a good sense of the "ideal MD visit".

Sampling of blocks for unannounced MD observations
In a given district, 4 blocks were chosen randomly. Surveyors would go to these blocks ahead of time and wait for MD teams. If a MD visit was not scheduled in their block, surveyors go to a nearby block if possible.

For each block, the panchayat was already chosen by the District Magistrate.

Sampling of blocks for surveys of workers and panchayats

- Sample size
    - Four sampled blocks and two replacement blocks per district for each of four selected districts
- Sample criteria
    - Only blocks with MD visits to three or more GPs. Most blocks met this criterion.
    - Random selection after above criteria were applied
- Replacement rule
    - Replacing a block for another was a rare event. This was only done when a sampled block was inaccessible due to floods/violence or other similar reasons.
    - If a replacement was chosen, it was ensured there was adequate panchayat, worksite and labourer information.

Sampling of panchayats for surveys of workers and panchayats

- Sample size
    - Four sampled GPs and two replacement GPs per block
- Sample criteria
    - Stratified by early/late MD visit (before/after 15 December 2012): to the extent that it was possible, two GPs with early MD and two GPs with late MD were chosen. MD visit date based on most recent MD visit to GP.
    - Random selection after above criteria were applied
- Replacement rule
    - If sampled panchayat's Panchayat Rozgar Sevak (PRS) was unavailable and it was difficult to see worksites.
    - If sampled panchayat was inaccessible due to floods, etc.

Sampling of independent worksites for survey

- Sample size
    - Six worksites per panchayat: three sampled and three replacements
    - If possible, two completed worksites (one sampled and one replacement) and four on-going worksites
- Sample criteria

    - Worksites from Financial Year 2012-2013
    - Completed or on-going worksites
    - Rural Connectivity (RC) or Drought Proofing (DP) worksites
    - Only worksites with non-zero actual expenditures
    - Only worksites with a start date at least one month before the MD visit
    - At least one sampled worksite and one replacement worksite must meet the laborers sampling criteria
    - Random selection after above criteria were applied
- Replacement rule
    - Replacing worksites were carefully considered and avoided as far as possible, given it is possible that the PRS may ask to show another worksite if he/she felt there were any irregularities with the sampled worksite.
    - Replace if sampled worksite is inaccessible due to floods, etc. It was ensured this was the case by speaking to independent persons in the village / or inspecting the route to the worksite.
    - Surveyor was only allowed to do a replacement after speaking to Team Lead.

Sampling of independent labourers for survey

- Sample Size
    - Twelve laborers per GP: six from a sampled worksite (three sampled and three replacement) and six from a replacement worksite (three sampled and three replacement)
    - If a selected worksite had more than three but fewer than six laborers, then that worksite was used. If a selected worksite had three or fewer laborers, then a different worksite was selected.
- Sample criteria
    - Worksite selected randomly from among sampled worksites
    - Muster rolls from Financial Year 2012-2013
    - Only muster rolls with a start date at least one month before the MD visit
    - Muster rolls must display names of laborers
    - Choose most recent muster rolls that meet the above criteria
    - Random selection after above criteria were applied
- Replacement rule
    - Replacing labourers was carefully considered and avoided as far as possible. It was possible that the PRS may ask to speak to another labourer as he/she felt there will be irregularities revealed if we speak to a particular labourer.
    - When finding labourers, there can be the following outcomes:
        1. Labourer exists, at home, and spoken to
        2. Labourer exists, not at home, but spoken to nearby or called to home
        3. Labourer exists, but migrated for the season/year
        4. Labourer exists, lives in but not nearby
        5. Labourer passed away (before Oct 1, 2012)
        6. Labourer passed away (on or after Oct 1, 2012)
        7. Labourer does not exist

- Only in cases 3, 4, and 5 was a replacement allowed. Cases 6 and 7 were outcomes to be recorded (ghost beneficiaries).
- Replacements in cases 3, 4 and 5 were done after speaking to two independent people separately in the village to ensure information is accurate.
- Surveyor had to call Team Lead before taking a replacement.

Sampling of worksites in MD reports for survey

- Sample size
  - Six worksites per GP: three sampled and three replacements.
- Sample criteria
  - The three (sampled) worksites chosen in the independent sampling were omitted, and replacement worksites were used.
  - After above criteria were applied, a counting principle[8] was used to select worksites.
- Replacement rule
  - Same as independent worksites

Sampling of labourers in MD reports for survey

- Sample size
  - Twelve laborers per GP: six from a sampled worksite (three sampled and three replacement) and six from a replacement worksite (three sampled and three replacement)
  - If a selected worksite had more than three but fewer than six laborers, then use that worksite. If a selected worksite had three or fewer laborers, then a different worksite was selected.
- Sample criteria
  - Worksite selected randomly from among sampled worksites
  - After above criteria were applied, a counting principle was used to select labourers.
- Replacement rule
  - Same as independent labourers

[8] For example, if there were 14 eligible worksites, and 6 need to be chosen, then every second worksite was chosen. If there were 24 eligible worksites, every 4th worksite was chosen.

Appendix III: Sample Description

Observation of MD (Qualitative)	Number
Number of districts:	3
Number of blocks:	7
Survey:	**Number**
Number of districts:	4
Number of blocks / panchayats:	16
Survey of Workers	**Number**
Number of workers:	190
Number of workers from MIS sample:	121
Number of workers from MD report sample:	69
Number of workers visited (remember, we didn't visit all):	148
Number of workers from MIS sample:	90
Number of workers from MD report sample:	58
MD Reports	**Number**
Number of districts:	4
Number of Blocks:	16 (53 unique panchayats)
Number of MD Reports:	64
Observation of MD (Quantitative)	**Number**
Number of districts:	4
Number of blocks:	14
PRS Survey	**Number**
Number of districts:	4
Number of PRS:	30
Survey of Worksites	**Number**
Number of worksites:	187
Number of worksites from MIS sample:	101
Number of worksites from MD report sample:	86
Number of worksites visited:	175
Number of plantation sites	87
Number of brick-road sites	19
Number of drainage sites	8

Number of brick-road *and* drainage sites	5
Number of earth-filling sites	41
Number of other type of sites	27

Appendix IV.A: MD visits summary from June 1, 2012 to May 31, 2013 (RDD MD data)

SNO	District	Number of Works Inspected	Average Percent of All Works Inspected per Week in Visited Panchayats	Number of Works Found to Have Irregularities	Percent of Inspected Works Found to Have Irregularities	Number of Complaints Received from Job Card Holders about No Work	Number of No Work Complaints Received per 10000 Job Card Holders in Visited Panchayats	Number of Complaints Received from Job Card Holders about Late Payments	Number of Late Payments Complaints Received per 10000 Job Card Holders in Visited Panchayats
1	ARARIA	1008	21%	47	5%	307	6.9	722	16.2
2	ARWAL	130	42%	14	11%	35	3.4	56	5.5
3	AURANGABAD	466	31%	84	18%	3	0.3	25	2.3
4	BANKA	365	52%	128	35%	3	0.3	438	38.3
5	BEGUSARAI	974	51%	39	4%	399	22.6	834	47.1
6	BHAGALPUR	472	Not Available	268	57%	0	0.0	0	0.0
7	BHOJPUR	823	35%	34	4%	42	2.3	134	7.5
8	BUXAR	468	28%	22	5%	55	4.9	256	22.7
9	DARBHANGA	1332	98%	61	5%	6	0.2	130	3.7
10	E.CHAMPARAN	2370	77%	73	3%	114	8.6	840	63.7
11	GAYA	2290	25%	412	18%	26	0.4	3209	54.4
12	GOPALGANJ	934	59%	46	5%	0	0.0	41	1.9
13	JAMUI	314	16%	7	2%	0	0.0	0	0.0
14	JEHANABAD	146	72%	2	1%	10	1.8	0	0.0
15	KAIMUR	467	27%	2	0%	0	0.0	337	20.7
16	KATIHAR	599	49%	6	1%	263	16.3	72	4.5
17	KHAGARIA	427	64%	33	8%	169	15.5	55	5.0
18	KISHANGANJ	210	44%	19	9%	10	0.9	0	0.0
19	LAKHISARAI	307	35%	4	1%	0	0.0	16	1.3
20	MADHEPURA	442	68%	21	5%	91	6.9	72	5.5

SNO	District	Number of Works Inspected	Average Percent of All Works Inspected per Week in Visited Panchayats	Number of Works Found to Have Irregularities	Percent of Inspected Works Found to Have Irregularities	Number of Complaints Received from Job Card Holders about No Work	Number of No Work Complaints Received per 10000 Job Card Holders in Visited Panchayats	Number of Complaints Received from Job Card Holders about Late Payments	Number of Late Payments Complaints Received per 10000 Job Card Holders in Visited Panchayats
21	MADHUBANI	517	47%	50	10%	112	7.6	357	24.2
22	MUNGER	281	24%	65	23%	0	0.0	0	0.0
23	MUZAFFARPUR	1084	47%	68	6%	481	17.0	929	32.8
24	NALANDA	2199	42%	53	2%	30	0.8	0	0.0
25	NAWADA	726	27%	133	18%	200	4.2	24	0.5
26	PATNA	2641	67%	69	3%	366	6.7	478	8.8
27	PURNEA	837	71%	355	42%	98	4.4	48	2.2
28	ROHTAS	1413	30%	85	6%	59	1.2	437	9.1
29	SAHARSA	202	37%	26	13%	370	23.2	408	25.6
30	SAMASTIPUR	557	73%	59	11%	0	0.0	108	8.8
31	SARAN	1743	54%	240	14%	97	1.9	209	4.1
32	SHEKHPURA	180	23%	16	9%	25	3.4	13	1.8
33	SHEOHAR	319	21%	9	3%	237	23.2	473	46.3
34	SITAMARHI	1132	59%	78	7%	206	5.6	2938	79.6
35	SIWAN	1145	81%	142	12%	78	3.0	61	2.3
36	SUPAUL	1401	60%	89	6%	257	7.9	297	9.1
37	VAISHALI	581	26%	101	17%	1	0.1	38	4.4
38	W.CHAMPARAN	481	20%	6	1%	167	11.8	1327	94.0
	STATE AVERAGE	**842**	**46%**	**78**	**11%**	**114**	**5.6**	**405**	**17.2**

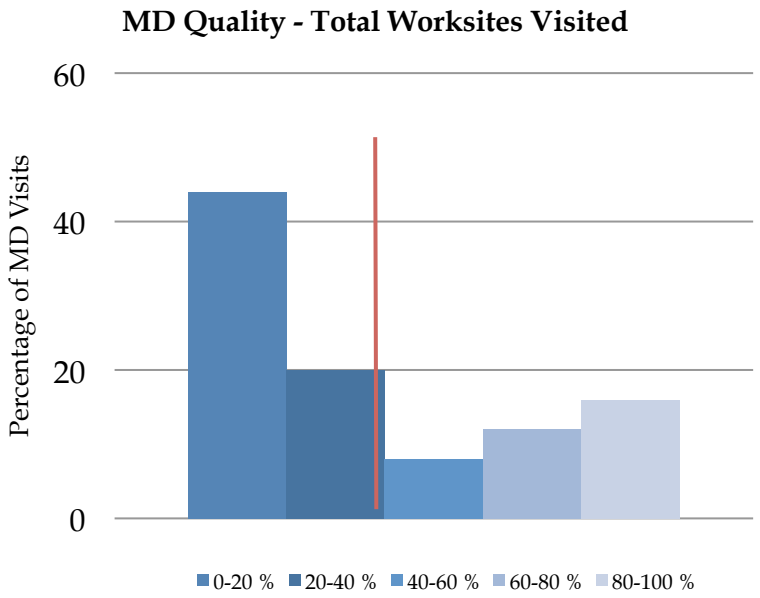
Appendix IV.B: MD visit coverage from June 1, 2012 to May 31, 2013 (RDD MD data)

SNO	District	Number of Panchayats in District	Number of Panchayats Receiving At Least One MD Visit	% of Panchayats Receiving At Least One MD Visit	Number of Weeks with At Least One MD Visit (out of 52)	% of Weeks with At Least One MD Visit
1	ARARIA	218	218	100%	34	65%
2	ARWAL	68	55	81%	22	42%
3	AURANGABAD	203	143	70%	31	62%
4	BANKA	185	79	43%	27	52%
5	BEGUSARAI	247	127	51%	22	42%
6	BHAGALPUR	242	181	75%	18	35%
7	BHOJPUR	228	219	96%	27	52%
8	BUXAR	142	72	51%	24	46%
9	DARBHANGA	324	214	66%	49	94%
10	E.CHAMPARAN	404	93	23%	19	37%
11	GAYA	332	321	97%	36	69%
12	GOPALGANJ	234	130	56%	20	38%
13	JAMUI	153	94	61%	24	46%
14	JEHANABAD	93	51	55%	23	44%
15	KAIMUR	151	95	63%	19	37%
16	KATIHAR	238	95	40%	15	29%
17	KHAGARIA	129	66	51%	16	31%
18	KISHANGANJ	126	108	86%	19	37%
19	LAKHISARAI	80	60	75%	25	48%
20	MADHEPURA	170	75	44%	35	67%
21	MADHUBANI	399	139	35%	26	50%
22	MUNGER	101	89	88%	13	25%
23	MUZAFFARPUR	385	195	51%	35	67%

SNO	District	Number of Panchayats in District	Number of Panchayats Receiving At Least One MD Visit	% of Panchayats Receiving At Least One MD Visit	Number of Weeks with At Least One MD Visit (out of 52)	% of Weeks with At Least One MD Visit
24	NALANDA	249	126	51%	51	98%
25	NAWADA	187	175	94%	35	67%
26	PATNA	328	251	77%	34	65%
27	PURNEA	251	122	49%	21	40%
28	ROHTAS	246	201	82%	32	62%
29	SAHARSA	153	74	48%	26	50%
30	SAMASTIPUR	381	95	25%	36	69%
31	SARAN	330	269	82%	22	42%
32	SHEKHPURA	54	36	67%	16	31%
33	SHEOHAR	53	51	96%	23	44%
34	SITAMARHI	273	146	53%	30	58%
35	SIWAN	293	215	73%	29	56%
36	SUPAUL	181	159	88%	30	58%
37	VAISHALI	290	136	47%	18	35%
38	W.CHAMPARAN	315	83	26%	42	81%
	STATE AVERAGE	**222**	**133**	**60%**	**27**	**52%**

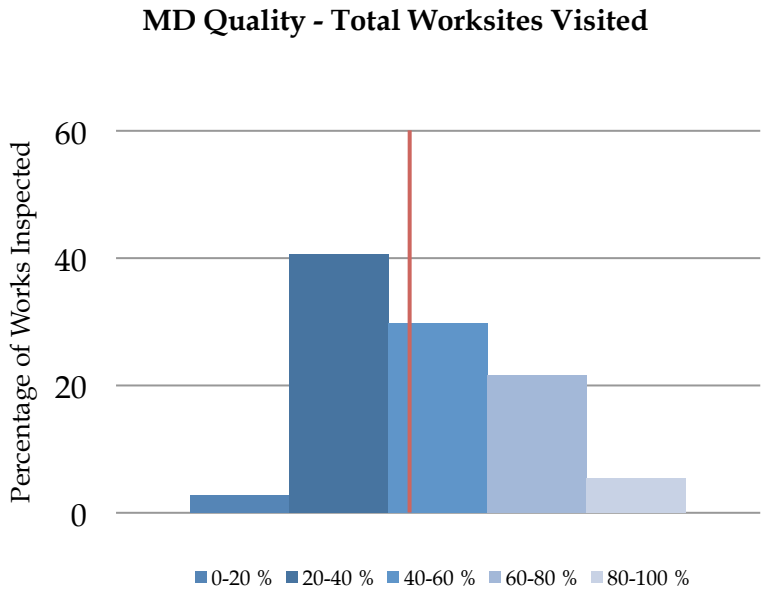
Appendix V: MD Quality – Work-sites not always visited

PRS Survey: 39% of total sites visited by MD teams



Reference line at average percentage of total worksites visted by MD teams
Source: IGC / IDinsight Survey

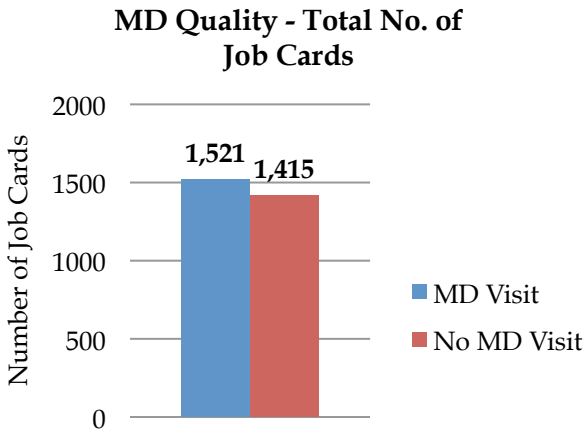
RDD data: 46% of total sites visited by MD teams



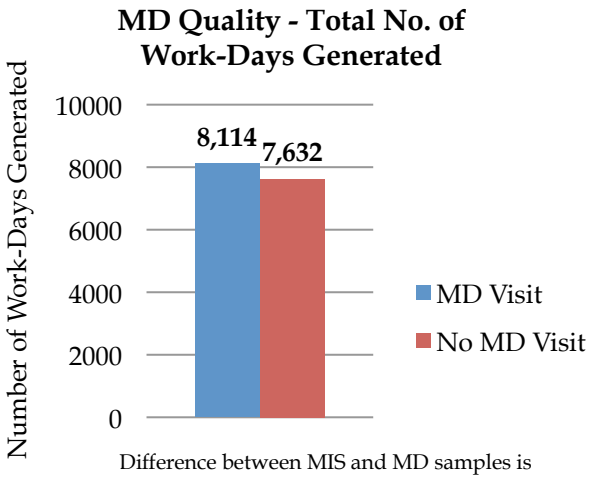
Reference line at average percentage of all works inspected per week in visited panchayat
Source: RDD Data

Most MD teams report visiting more than 20% of the worksites. However, PRS' report only 56% of teams do so. This may be an indication of over-reporting by MD teams.

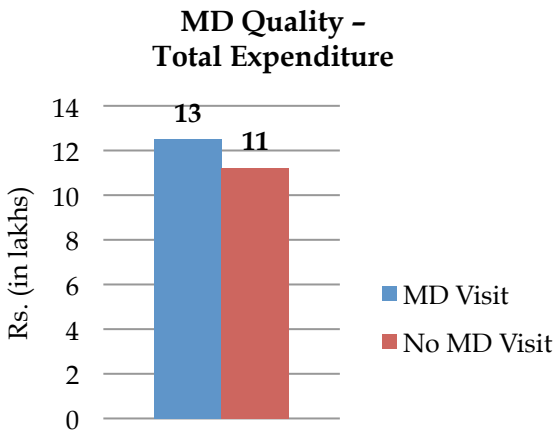
Appendix VI.A: Bigger Panchayats selected for MD visits



Difference between MIS and MD samples is statistically significant at 1% level (p-value 0.000) .
Source: Online MIS Data



Difference between MIS and MD samples is statistically significant at 1% level (p-value 0.002) .
Source: Online MIS Data



Difference between MIS and MD samples is statistically significant at 1% level (p-value 0.000) .
Source: Online MIS Data

- No statistical difference between panchayats that received MD and those that did not on following indicators:
  - percentage of SC/ST households
  - percentage of days worked by women
  - type of worksite
  - proportion between labour and wages

Appendix VI.B: Selection of Panchayats for MD visits (MIS data)

Indicator (FY 2011-2012)	Difference = (Average for panchayats that received an MD visit) - (Average for panchayats that did not receive an MD visit)	P-value (difference in means)
Job card holders - number of households	106	0.000
Job card holders - % SC/ST households	0.3%	0.318
Days worked - number of days	482	0.002
Days worked - % worked by SC/ST workers	0.9%	0.094
Days worked - % worked by women	0.2%	0.473
Worksites - number completed	0.5	0.029
Worksites - % completed that are Rural Connectivity	1.4%	0.126
Worksites - % completed that are Drought Protection	-0.3%	0.623
Worksites - number in progress	1.1	0.050
Worksites - % in progress that are Rural Connectivity	0.0%	0.981
Worksites - % in progress that are Drought Protection	-0.3%	0.542
Worksites - number of delayed worksites	1.3	0.001
Worksites - % of total worksites that are delayed	-1.3%	0.241
Expenditures - total in Rs lakh	1.3	0.000
Expenditures - % spent on wages	-1.1%	0.082
Expenditures - % spent on materials	1.0%	0.105
Expenditures - % spent on administrative costs	0.1%	0.525
Expenditures - Average wage per personday	20	0.062
Number of panchayats in each group	**MD: 4980 , NonMD: 3137**	

Note: p-values are calculated using clustered standard errors.

Appendix VII: General MD quality indicators (Survey, MD reports)

Category	Type	Data as per MD observation (surprise & scheduled)	Data as per PRS survey	Data as per Worker survey	Data as per Worksite survey	No. of MD reports that have this Information	Data as MD Reports
General	Proportion of teams where the Team Leader filled up the MD reports.	NA	NA	NA	NA	NA	NA
	Proportion PRS who came to know about MD 1 or more days before actual visit	NA	51.72%	NA	NA	NA	NA
	Average hours spent by MD team	3 hr 20 min	5.5	NA	NA	NA	NA
Team composition	Proportion of teams with a ADM, DC or senior bureacrat:	63%	73%	NA	NA	NA	NA
	Proportion of teams with a JE from another block	37%	72.41%	NA	NA	NA	NA
	Propotion of teams with a PO from another block	5%	0%	NA	NA	NA	NA
	Proportion of teams with a PO from that block or a DRDA member:	58%	43.33%	NA	NA	NA	NA
Labourers	Proportion of teams that spoke to labourers	74%	100%	NA	NA	45	69%
	Of the teams that spoke to labourers, average number of labourers MD team spoke to:	3	20.04	NA	NA	45	13
	Of the teams that spoke to labourers, proportion of teams that chose all labourers randomly from the muster rolls:	0	NA	NA	NA	NA	NA
	Of the teams that spoke to labourers, proportion of teams that spoke to labourers on site, or those presented by PRS.	79%	NA	NA	NA	NA	NA
	Of the teams that spoke to labourers, proportion that asked about jobcards, passbooks, days worked, and wages.	14%	NA	NA	NA	45	28%
	Of the teams that spoke to labourers, proportion that asked at least one out of jobcards, passbooks, days worked, or wages.	93%	NA	NA	NA	45	91%

Category	Type	Data as per MD observation (surprise & scheduled)	Data as per PRS survey	Data as per Worker survey	Data as per Worksite survey	No. of MD reports that have this Information	Data as MD Reports
	Proportion of workers listed on MD reports that said they know of an MD team visit:	NA	NA	55.17	NA	NA	NA
	Proportion of workers listed on MD reports that said they were spoken to individually by an MD team official:	NA	NA	32.76	NA	NA	NA
Worksites	Proportion of teams that visited worksites	100%	100	NA	NA	58	89%
	Of those teams that visited sites, average number of worksites visited by MD team	4	8.92	NA	NA	58	5
	Of those teams that visited sites, percentage of total worksites visited by MD team	NA	39.06%	NA	NA	NA	NA
	Of those teams that visited sites, proportion that looked at implementation quality	95%	NA	NA	NA	54	93%
	Of those teams that visited sites, proportion that looked out for a board	79%	NA	NA	NA	NA	NA
	Proportion of teams that checked paperwork	74%	100	NA	NA	54	93%
Gram sabha	Proportion of teams that held a Gram Sabha	0	55.17%	NA	NA	7	11%
	Proportion of workers listed on MD reports that said they were part of a gram sabha	NA	NA	15.52	NA	NA	NA

Appendix VIII: Analysis of formats filled in MD reports

Category	Absolute Value	Percentage
Gram Sabha organized:	7 out of 59	11.86%
Average worksites visited:	4.97	NA
Formats Used: All	1 out of 61	1.63%
Formats Used: Some	52 out of 61	85.24%
Formats Used: None	8 out of 61	13.11%

Note: There were 7 cases (in Bhojpur alone) when the MD visit was not facilitated by the PRS due to strike or other reasons.

Appendix IX: Worksite indicators (Worksite Survey)

Category	Type	Total	MIS work-sites	MD work-sites	P-value (diff in means)	N (N(MIS), N(MD))
All worksites	Total worksites visited	187	101	86	NA	NA
	%ge worksites that exist	97.86	96.04	100	0.039	187 (101, 86)
	%ge worksites found to be "satisfactory"	68.1	60.47	76.62	0.0077	
	%ge worksites with boards:	47.43	37.78	57.65	0.0209	175 (90, 85)
Tree Plantation	Total Vriksharopan sites visited	84	57	27	NA	84
	Average no. of trees as per scheme documents	454.48	424.5	511.11	0.2645	78 (51, 27)
	Average no. of trees as per observation:	311.49	270.01	391.37	0.1545	79 (52, 27)
	Percentage of actual no. of trees vs no. of trees as per scheme documents	64.76	59.57	74.57	0.0567	78 (51, 27)
	Average no. of handpumps as per scheme documents	1.52	1.38	1.8	0.1963	74 (49, 25)
	Average no. of handpumps as per observation	1	0.82	1.33	0.0769	79 (52, 27)
	Average no. of vanposhaks as per scheme documents	2.25	2.2	2.34	0.7503	75 (49, 26)
	Average no. of vanposhaks as per observation	0.61	0.52	0.8	0.1962	75 (50, 25)
	%ge of sites with 0-25% of trees	17.95	25.49	3.7	NA	78 (51, 27)
	%ge of sites with 26-50% of trees	12.82	9.8	18.52	NA	78 (51, 27)
	%ge of sites with 51-75% of trees	24.36	25.49	22.22	NA	78 (51, 27)
	%ge of sites with 75-100% of trees	44.87	39.22	55.56	NA	78 (51, 27)
Brick Soling	Total Brick Soling sites visited	23	10	13	NA	23
	%ge sites that were of incomplete length	20	37.5	8.33	0.1115	20 (8, 12)
	%ge sites with poor brick quality:	0	0	0	.	20 (8, 12)
	%ge sites with poor brick-laying quality:	0	0	0	.	20 (8, 12)

Category	Type	Total	MIS work-sites	MD work-sites	P-value (diff in means)	N (N(MIS), N(MD))
Drain Con-struction	Total Drainage sites visited	13	5	8	NA	13
	%ge sites that were of incomplete length	16.67	50	0	0.11	12 (4, 8)
	%ge sites with 2 or more cracks	15.38	20	12.5	0.7754	13 (5, 8)
	%ge drains that were being used	100	100	100	.	13 (5, 8)
Combined	%age brick soling and drain construction sites incomplete	15.62	28.57	5.56	0.0758	32 (14, 18)

Note: p-values are calculated using clustered standard errors.

Appendix X.A: Analysis of Worksites *before* MD started 1 (RDD MIS data)

Test for:	Worsite Types	Mean (MD)	Mean (MIS)	Combined Mean	Difference	P-Value (diff) in means
Total Expenditure (Actual)	All	207416	152397.4	171047.8	55018.59	0.1092
Total Expenditure (Actual)	Only Plantation	164085.7	96527.38	113630.7	67558.28	0.006
Total Expenditure (Actual)	All but Plantation(Non-Plantation)	250746.3	325888.5	287354	-75142.2	0.3283
Total Expenditure (Estimated)	All	454989.1	412801.8	425782.5	42187.24	0.4325
Total Expenditure (Estimated)	Only Plantation	473049	440076	448319.3	32972.9	0.6609
Total Expenditure (Estimated)	All but Plantation(Non-Plantation)	436929.2	358253.4	389723.7	78675.8	0.3158
Proportionate Labour Exp. (Actual/Estimated)	All	0.612407	0.3099701	0.4142587	0.3024369	0.0088
Proportionate Labour Exp. (Actual/Estimated)	Only Plantation	0.5816941	0.2066969	0.3016329	0.3749971	0.0223
Proportionate Labour Exp. (Actual/Estimated)	All but Plantation(Non-Plantation)	0.6431199	0.668389	0.6547301	-0.0252691	0.8522
Proportionate Material Exp. (Actual/Estimated)	All	0.4852206	0.3928776	0.42472	0.092343	0.2943
Proportionate Material Exp. (Actual/Estimated)	Only Plantation	0.4470525	0.3317079	0.3609091	0.1153446	0.3046
Proportionate Material Exp. (Actual/Estimated)	All but Plantation(Non-Plantation)	0.5233886	0.6051722	0.5609649	-0.0817836	0.5977

Test for:	Worsite Types	Mean (MD)	Mean (MIS)	Combined Mean	Difference	P-Value (diff) in means
Proportionate Total Exp. (Actual/Estimated)	All	0.6094064	0.3567469	0.4423942	0.2526595	0.0139
Proportionate Total Exp. (Actual/Estimated)	Only Plantation	0.569972	0.2446309	0.3269957	0.3253411	0.0318
Proportionate Total Exp. (Actual/Estimated)	All but Plantation(Non-Plantation)	0.6488408	0.7048967	0.6761501	-0.0560559	0.5309

Note: p-values are calculated using clustered standard errors.

Appendix X.B: Analysis of Worksites *before* MD started 2 (RDD MIS data)

Test for:	Worksite Types	Mean (MD)	Mean (MIS)	Combined Mean	Difference	P-Value (diff in means)
Labour Expenditure (Actual)	All	140576.9	104094	116461.1	36482.86	0.1849
Labour Expenditure (Actual)	Only Plantation	135409.4	68277.76	85273.1	67131.59	0.0033
Labour Expenditure (Actual)	All but Plantation(Non-Plantation)	145744.4	215312.9	179636.7	-69568.49	0.2748
Labour Expenditure (Estimated)	All	340447.6	313253.5	321955.6	27194.06	0.561
Labour Expenditure (Estimated)	Only Plantation	392941.5	348777.4	359818.5	44164.07	0.4885
Labour Expenditure (Estimated)	All but Plantation(Non-Plantation)	287953.7	227996.2	254644	59957.5	0.3822
Material Expenditure (Actual)	All	66839.11	53035.73	57383.25	13803.38	0.4702
Material Expenditure (Actual)	Only Plantation	28676.31	27778.79	28003.17	897.5217	0.9049
Material Expenditure (Actual)	All but Plantation(Non-Plantation)	105001.9	109162.3	107391.9	-4160.365	0.9249
Material Expenditure (Estimated)	All	114541.5	105574.5	108421.2	8966.94	0.684
Material Expenditure (Estimated)	Only Plantation	80107.45	91298.62	88500.82	-11191.17	0.4417
Material Expenditure (Estimated)	All but Plantation(Non-Plantation)	148975.5	138519	143065.3	10456.54	0.839

Note: p-values are calculated using clustered standard errors

Appendix XI: Action taken reports (Jun 1, 2012 to May 31, 2013; RDD MD data)

SNO	District	Number of Panchayats in District	Number of Show Cause Notices Issued	Number of MGNREGA Employees Dismissed	Amount of Funds Recovered	Number of FIRs Lodged
1	ARARIA	218	17	0	8000	0
2	ARWAL	68	0	0	0	0
3	AURANGABAD	203	44	0	0	1
4	BANKA	185	99	0	0	1
5	BEGUSARAI	247	58	1	0	0
6	BHAGALPUR	242	546	0	352996	15
7	BHOJPUR	228	131	0	0	3
8	BUXAR	142	39	0	0	0
9	DARBHANGA	324	195	3	4124	17
10	E.CHAMPARAN	404	69	2	197284	0
11	GAYA	332	1009	5	0	0
12	GOPALGANJ	234	106	3	12000	0
13	JAMUI	153	64	0	0	0
14	JEHANABAD	93	26	0	65000	0
15	KAIMUR	151	7	0	0	0
16	KATIHAR	238	8	1	48600	2
17	KHAGARIA	129	59	9	70639	4
18	KISHANGANJ	126	17	1	141780	1
19	LAKHISARAI	80	18	2	0	0
20	MADHEPURA	170	0	9	0	0
21	MADHUBANI	399	66	2	27500	3
22	MUNGER	101	91	0	0	4
23	MUZAFFARPUR	385	209	7	203752	6
24	NALANDA	249	131	9	15000	2

SNO	District	Number of Panchayats in District	Number of Show Cause Notices Issued	Number of MGNREGA Employees Dismissed	Amount of Funds Recovered	Number of FIRs Lodged
25	NAWADA	187	277	8	390197	2
26	PATNA	328	326	1	68440	0
27	PURNEA	251	38	0	15630	0
28	ROHTAS	246	61	0	0	2
29	SAHARSA	153	135	0	7500	5
30	SAMASTIPUR	381	67	0	0	1
31	SARAN	330	710	0	0	14
32	SHEKHPURA	54	6	1	20544	0
33	SHEOHAR	53	10	0	0	0
34	SITAMARHI	273	197	7	36054	0
35	SIWAN	293	102	0	150601	0
36	SUPAUL	181	24	6	63523	5
37	VAISHALI	290	374	4	0	1
38	W.CHAMPARAN	315	18	0	0	0
	STATE AVERAGE	**222**	**141**	**2**	**49978**	**2**

Appendix XII.A: Worker indicators (Worker Survey)

Category	Type		Total	MIS sample workers	MD sample workers	P-value (diff in means)	N (N(MIS), N(MD))
General		Total workers sampled:	190	121	69	NA	NA
		Total workers visited:	148	90	58	NA	NA
		%ge workers identified (i.e. not ghosts):	99.47	99.17	100	0.3260	190 (121, 69)
		%ge coverage of SC/ST	42.57	36.67	51.72	0.2865	148 (90, 58)
Days and wages	Job card as per MD report	No. of days worked on a particular site as per MD proforma:	NA	NA	23.80488	NA	41
	Job card as per MD report	Amount paid on a particular site as per MD proforma:	NA	NA	3311.564	NA	39
	Worker response as per MD report	No. of days worked on a particular site as per MD report:	NA	NA	30.93478	NA	46
	Worker response as per MD report	Actual amount paid on a particular site as per MD report:	NA	NA	2691.683	NA	41
	Worker response as per IGC/IDI survey	No. of actual days worked on a particular site:	58.86	72.04	38.18	0.0069	113 (69, 44)
	Worker response as per IGC/IDI survey (Excluding Plantations)	No. of actual days worked on a particular site:	31.65	33.58	30.68	0.794	57 (19, 38)
	Worker response as per IGC/IDI survey	Actual amount paid on a particular site:	5119.48	4865.97	5542.00	0.7017	96 (60, 36)
	Worker response as per IGC/IDI survey (Excluding Plantations)	Actual amount paid on a particular site:	3893.96	3215.13	4256.00	0.428	46 (16, 30)
	Job card as per IGC/IDI survey	No. of days worked on a particular	29.00	35.38	17.67	0.3519	25 (16, 9)

Category	Type		Total	MIS sample workers	MD sample workers	P-value (diff in means)	N (N(MIS), N(MD))
		site as per job card:					
	Job card as per IGC/IDI survey (Excluding Plantations)	No. of days worked on a particular site as per job card:	17.87	19.57	16.38	0.8266	15 (7, 8)
	Job card as per IGC/IDI survey	Amount paid on a particular site as per job card:	4094.17	5226.50	2332.78	0.2548	23 (14, 9)
	Job card as per IGC/IDI survey (Excluding Plantations)	Amount paid on a particular site as per job card:	2635.77	3460.40	2120.38	0.643	13 (5, 8)
	MIS data	No. of days worked on a particular site as per online MIS:	59.98	66.20	45.79	0.0565	174 (121, 53)
	MIS data (Excluding Plantations)	No. of days worked on a particular site as per online MIS:	41.33	43.59	39.25	0.7611	92 (44, 48)
	MIS data	Amount paid on a particular site as per online MIS:	8469.13	9359.78	6435.76	0.0538	174 (121, 53)
	MIS data (Excluding Plantations)	Amount paid on a particular site as per online MIS:	5824.67	6158.52	5518.65	0.7528	92 (44, 48)

Note: p-values are calculated using clustered standard errors.

Appendix XII.B: Worker indicators (Worker Survey)

Category	Type		Total	MIS sample workers	MD sample workers	P-value (diff in means)	N (N(MIS), N(MD))
Days & wages		Average daily wage rate:	143.89	140.28	148.56	0.0834	103 (58, 45)
		Labourer has job-card?	90.14	89.29	91.38	0.7199	142 (84, 58)
		Of those who said yes, percentage that showed their jobcard:	44.53	44.00	45.28	0.8767	128 (75, 53)
		Labourer has passbook?	84.72	82.76	87.72	0.5284	144 (87, 57)
		Of those who said yes, precentage that showed their passbook:	47.54	40.28	58.00	0.0894	122 (72, 50)

Note: p-values are calculated using clustered standard errors.

Comparison between MIS and Survey Data: Workers for whom data is available from both MIS and IGC / IDinsight Survey

	Mean Wages	Mean No. of Days
	(N=40)	**(N=49)**
MIS Data	6683.85	40
IGC / IDinsight Worker Survey	4044.05	34

Appendix XIII: Description of Official RDD Documentation

RDD Letters

The communication to the District Rural Development Authority (DRDA) of various districts by RDD on the conduct of MD is done via official letters addressed to the Directors of the DRDAs or equivalent officers. IDinsight and IGC procured 2 such letters dated 1 September 2012 and 6 March 2013 from the RDD to assess the guidelines and instructions issued for MD. This was used to frame the time period within which the MD must have happened in the blocks from which panchayats were sampled so that the 1 September 2012 letter could be used as the MD norms to compare the survey outcomes with.

RDD MD Google Docs

RDD maintains documents on Google Docs wherein a row is dedicated to summarise each MD held with the following information:

- MD Date
- Block name
- GP name
- Completed and ongoing works since 1 April 2011
- Number of schemes inspected
- Number of schemes with irregularities
- Amount contained in irregularities
- Number of job card holders in GP
- Number of job card holders present at painted wall meeting
- Number of complaints by job card holders about not getting work
- Number of late payments reported by job card holders
- Date of filling format
- Number of show cause notices issued
- Number of MGNREGA officials dismissed
- Total amount recovered
- FIR lodged

This information was used to do quick analyses of the reported implementation of MD, in addition to the research methodology described above. Note this was beyond the scope of the initial proposal, but was done as it added value and context to the rapid-response evaluation.

MD Reports

For each MD held, the MD team has to submit a report to the DRDA. As per RDD instructions, MD teams are supposed to fill out three forms:

1. *Prapatra I*: For worker-related information
2. *Prapatra II*: Checklist for ongoing schemes
3. *Prapatra III*: For scheme-related information

All the MD reports accessed during the course of the survey were analysed for how many of these forms were filled by the MD teams.

MGNREGA MIS

The MGNREGA MIS is exhaustive and publicly accessible online. This was used to sample blocks and panchayats within each block. Information on estimated and actual expenditure on each work-site in both the MD and MIS samples was also accessed using the MIS.

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